

*Prefatory fascicle*



**OFFICIAL RECORDS OF THE GENERAL ASSEMBLY  
TWENTY-THIRD SESSION**

**ANNEXES**

---

**24 SEPTEMBER — 21 DECEMBER 1968**

**UNITED NATIONS**  
New York, 1971

## INTRODUCTORY NOTE

The *Official Records of the General Assembly* include the records of the meetings, the annexes to those records and the supplements. The annexes are printed in fascicles, by agenda item. The present volumes (I and II) contain the annex fascicles of the twenty-third session.

\*  
\*   \*  
\*

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.



## LIST OF FASCICLES\*

### Volume I

<i>Agenda item</i>	<i>Title</i>
3.	Credentials of representatives to the twenty-third session of the General Assembly: (a) Appointment of the Credentials Committee; (b) Report of the Credentials Committee.
7.	Notification by the Secretary-General under Article 12, paragraph 2, of the Charter of the United Nations.
8.	Adoption of the agenda.
9.	General debate.
10.	Report of the Secretary-General on the Work of the Organization.
11.	Report of the Security Council.
12.	Report of the Economic and Social Council.
13.	Report of the Trusteeship Council.
14.	Report of the International Court of Justice.
15.	Report of the International Atomic Energy Agency.
18.	Election of members of the Industrial Development Board.
19.	Election of the United Nations High Commissioner for Refugees.
20.	Admission of new Members to the United Nations.
21.	Fourth International Conference on the Peaceful Uses of Atomic Energy: report of the Secretary-General.
22.	Installation of mechanical means of voting: report of the Secretary-General.
23.	Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples: report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and peoples.
24.	International co-operation in the peaceful uses of outer space: report of the Committee on the Peaceful Uses of Outer Space.
25.	The Korean question: (a) Report of the United Nations Commission for the Unification and Rehabilitation of Korea; (b) Dissolution of the United Nations Commission for the Unification and Rehabilitation of Korea; (c) Withdrawal of United States and all other foreign forces occupying South Korea under the flag of the United Nations; (d) Need to put an end to the discussion in the United Nations on the unification of Korea.
26.	Examination of the question of the reservation exclusively for peaceful purposes of the sea-bed and the ocean floor, and the subsoil thereof, underlying the high seas beyond the limits of present national jurisdiction, and the use of their resources in the interests of mankind: report of the <i>Ad Hoc</i> Committee to Study the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction.

---

\* No fascicles were issued for the following items: 1, 2, 4, 5, 6, 16, 17.

<i>Agenda item</i>	<i>Title</i>
27.	Question of general and complete disarmament: report of the Conference of the Eighteen-Nation Committee on Disarmament.
28.	Urgent need for suspension of nuclear and thermonuclear tests: report of the Conference of the Eighteen-Nation Committee on Disarmament.
29.	Elimination of foreign military bases in the countries of Asia, Africa and Latin America: report of the Conference of the Eighteen-Nation Committee on Disarmament.
94.	Memorandum of the Government of the Union of Soviet Socialist Republics concerning urgent measures to stop the arms race and achieve disarmament.
96.	Conference of Non-Nuclear-Weapon States: Final Document of the Conference.
30.	Effects of atomic radiation: report of the United Nations Scientific Committee on the Effects of Atomic Radiation.
31.	The policies of <i>apartheid</i> of the Government of the Republic of South Africa: report of the Special Committee on the Policies of <i>Apartheid</i> of the Government of the Republic of South Africa.
32.	Comprehensive review of the whole question of peace-keeping operations in all their aspects: report of the Special Committee on Peace-keeping Operations.
33.	Report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East.
34.	United Nations Conference on Trade and Development: (a) Report of the Conference on its second session; (b) Report of the Trade and Development Board; (c) Confirmation of the appointment of the Secretary-General of the Conference.
35.	United Nations Industrial Development Organization: report of the Industrial Development Board.
36.	United Nations Capital Development Fund.
37.	United Nations Development Decade: report of the Secretary-General.
38.	International Education Year: report of the Secretary-General.
39.	Permanent sovereignty over natural resources: report of the Secretary-General.
40.	Conversion to peaceful needs of the resources released by disarmament: report of the Secretary-General.
41.	Resources of the sea: report of the Secretary-General.
42.	External financing of economic development of the developing countries: report of the Secretary-General.
43.	United Nations Institute for Training and Research: report of the Executive Director.
44.	Operational activities for development: (a) Activities of the United Nations Development Programme: reports of the Governing Council; (b) Activities undertaken by the Secretary-General.
45.	Multilateral food aid: report of the Secretary-General.
46.	Increase in the production and use of edible protein: report of the Secretary-General.
47.	Outflow of trained professional and technical personnel at all levels from the developing to the developed countries, its causes, its consequences and practical remedies for the problems resulting from it.
48.	Assistance in cases of natural disaster.
49.	World social situation: report of the Secretary-General.

- | <i>Agenda<br/>item</i> | <i>Title</i>  |
|------------------------|---|
| 50.                    | Draft Declaration on Social Development.  |
| 51.                    | Report of the United Nations High Commissioner for Refugees.  |
| 52.                    | Housing, building and planning: report of the Secretary-General.  |
| 53.                    | Town twinning as a means of international co-operation: report of the Economic and Social Council.  |
| 54.                    | Elimination of all forms of religious intolerance:<br>(a) Draft Declaration on the Elimination of all Forms of Religious Intolerance;<br>(b) Draft International Convention on the Elimination of All Forms of Religious Intolerance and of Discrimination Based on Religion or Belief.   |
| 61.                    | Status of the International Covenant on Economic, Social and Cultural Rights, the International Covenant on Civil and Political Rights and the Optional Protocol to the International Covenant on Civil and Political Rights: report of the Secretary-General.  |
| 55.                    | Question of the punishment of war criminals and persons who have committed crimes against humanity: report of the Secretary-General.  |
| 56.                    | Creation of the post of United Nations High Commissioner for Human Rights.  |
| 57.                    | Elimination of all forms of racial discrimination:<br>(a) Implementation of the United Nations Declaration on the Elimination of All Forms of Racial Discrimination;<br>(b) Status of the International Convention on the Elimination of All Forms of Racial Discrimination: report of the Secretary-General;<br>(c) Measures to be taken against nazism and racial intolerance: report of the Secretary-General. |
| 58.                    | Question of the violation of human rights and fundamental freedoms, including policies of racial discrimination and segregation and of <i>apartheid</i> , in all countries, with particular reference to colonial and other dependent countries and territories: report of the Secretary-General.   |
| 59.                    | Capital punishment.   |
| 60.                    | Freedom of information:<br>(a) Draft Convention on Freedom of Information;<br>(b) Draft Declaration on Freedom of Information.  |
| 61.                    | [See items 52, 53, 54 and 61.]  |
| 62.                    | International Year for Human Rights:<br>(a) Measures and activities undertaken in connexion with the International Year for Human Rights; report of the Secretary-General;<br>(b) International Conference on Human Rights.   |
| 63.                    | Information from Non-Self-Governing Territories transmitted under Article 73 <i>e</i> of the Charter of the United Nations:<br>(a) Report of the Secretary-General;<br>(b) Report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples.   |
| 71.                    | Offers by Member States of study and training facilities for inhabitants of Non-Self-Governing Territories: report of the Secretary-General.  |
| 64.                    | Question of Namibia:<br>(a) Report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples;<br>(b) Report of the United Nations Council for Namibia;<br>(c) Appointment of the United Nations Commissioner for Namibia.  |
| 65.                    | Question of Territories under Portuguese administration: report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples.   |

- | <i>Agenda<br/>item</i> | <i>Title</i>   |
|------------------------|--|
| 66.                    | Question of Fiji: report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples.   |
| 67.                    | Question of Oman:<br>(a) Report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples;<br>(b) Report of the Secretary-General.  |
| 68.                    | Activities of foreign economic and other interests which are impeding the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples in Southern Rhodesia, Namibia and Territories under Portuguese domination and in all other Territories under colonial domination and efforts to eliminate colonialism, <i>apartheid</i> and racial discrimination in southern Africa: report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples. |
| 69.                    | Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the International institutions associated with the United Nations:<br>(a) Report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples;<br>(b) Report of the Secretary-General.   |
|                        |  |
| 12.                    | Report of the Economic and Social Council [chapter XVI (section C)].   |
| 70.                    | United Nations Training and Educational Programme: report of the Secretary-General.  |
| 71.                    | [See items 63 and 71.]   |

## Volume II

72. Financial reports and accounts for the financial year ended 31 December 1967 and reports of the Board of Auditors:  
(a) United Nations;  
(b) United Nations Development Programme;  
(c) United Nations Children's Fund;  
(d) United Nations Relief and Works Agency for Palestine Refugees in the Near East;  
(e) United Nations Institute for Training and Research;  
(f) Voluntary funds administered by the United Nations High Commissioner for Refugees.
72. (Addendum). Financial reports and accounts for the financial year ended 31 December 1967 and reports of the Board of Auditors:  
(a) United Nations;  
(b) United Nations Development Programme;  
(c) United Nations Children's Fund;  
(d) United Nations Relief and Works Agency for Palestine Refugees in the Near East;  
(e) United Nations Institute for Training and Research;  
(f) Voluntary funds administered by the United Nations High Commissioner for Refugees.
73. Supplementary estimates for the financial year 1968.
74. Budget estimates for the financial year 1969.
74. (Addendum). Budget estimates for the financial year 1969.
75. Pattern of conferences:  
(a) Report of the Committee on Conferences;  
(b) Report of the Secretary-General.

- | <i>Agenda item</i> | <i>Title</i>   |
|--------------------|--|
| 76.                | Appointments to fill vacancies in the membership of subsidiary bodies of the General Assembly:<br>(a) Advisory Committee on Administrative and Budgetary Questions;<br>(b) Committee on Contributions;<br>(c) Board of Auditors;<br>(d) United Nations Administrative Tribunal.  |
| 77.                | Scale of assessments for the apportionment of the expenses of the United Nations: report of the Committee on Contributions.  |
| 78.                | Audit reports relating to expenditure by specialized agencies and the International Atomic Energy Agency:<br>(a) Earmarkings and contingency authorizations from the Technical Assistance Account of the United Nations Development Programme;<br>(b) Allocations from the Special Fund Account of the United Nations Development Programme. |
| 79.                | Administrative and budgetary co-ordination of the United Nations with the specialized agencies and the International Atomic Energy Agency: report of the Advisory Committee on Administrative and Budgetary Questions.   |
| 80.                | Implementation of the recommendation of the <i>Ad Hoc</i> Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies:<br>(a) Report of the Economic and Social Council;<br>(b) Report of the Secretary-General.   |
| 80.                | (Addendum). Implementation of the recommendations made by the <i>Ad Hoc</i> Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies:<br>(a) Report of the Economic and Social Council;<br>(b) Report of the Secretary-General.   |
| 81.                | Personnel questions:<br>(a) Composition of the Secretariat: report of the Secretary-General;<br>(b) Other personnel questions.   |
| 82.                | Report of the United Nations Joint Staff Pension Board.  |
| 83.                | United Nations International School: report of the Secretary-General.  |
| 84.                | Report of the International Law Commission on the work of its twentieth session.   |
| 85.                | Draft Convention on Special Missions.  |
| 86.                | Report of the Special Committee on the Question of Defining Aggression.  |
| 87.                | Consideration of principles of international law concerning friendly relations and co-operation among States in accordance with the Charter of the United Nations: report of the Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States.   |
| 88.                | Report of the United Nations Commission on International Trade Law on the work of its first session.   |
| 89.                | United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law: report of the Secretary-General.   |
| 90.                | Need to impart to the teaching staff of primary and secondary schools a knowledge of the United Nations and its specialized agencies, with particular reference to the Universal Declaration of Human Rights.  |
| 91.                | The problems of human environment.   |
| 92.                | One day of war for peace.  |
| 93.                | Restoration of the lawful rights of the People's Republic of China in the United Nations.  |
| 94.                | [See items 27, 28, 29, 94 and 96.]   |
| 95.                | The situation in the Middle East.  |
| 96.                | [See items 27, 28, 29, 94 and 96.]   |
| 97.                | Celebration of the twenty-fifth anniversary of the United Nations.   |
| 98.                | Enlargement of the Committee on Contributions.   |



**Agenda item 72:\*\* Financial reports and accounts\*\*\* for the financial year ended 31 December 1967 and reports of the Board of Auditors:**

- (a) United Nations;
- (b) United Nations Development Programme;
- (c) United Nations Children's Fund;
- (d) United Nations Relief and Works Agency for Palestine Refugees in the Near East;
- (e) United Nations Institute for Training and Research;
- (f) Voluntary funds administered by the United Nations High Commissioner for Refugees

**C O N T E N T S**

Document No.	Title	Page
A/7219	Report of the Advisory Committee on Administrative and Budgetary Questions . . . . .	1
A/7302	Report of the Fifth Committee . . . . .	3
<b>Action taken by the General Assembly</b> . . . . .		5
<b>Check list of documents</b> . . . . .		5

\* Document A/7125 appears as an addendum to agenda item 72.

\*\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Fifth Committee*, 1234th and 1247th meetings; and *ibid.*, *Plenary Meetings*, 1709th meeting.

\*\*\* Since 1962, this question has been discussed by the General Assembly at the following sessions: seventeenth session (agenda item 60), eighteenth session (agenda item 56), twentieth session (agenda item 74), twenty-first session (agenda item 72), twenty-second session (agenda item 72).

**DOCUMENT A/7219\*\*\*\***

**Report of the Advisory Committee on Administrative and Budgetary Questions**

[Original text: English]  
[13 August 1968]

(a) UNITED NATIONS

1. The Advisory Committee on Administrative and Budgetary Questions has reviewed the financial report and accounts for 1967, and the related reports of the Board of Auditors, in respect of: (a) the United Nations and its trust funds and special accounts, (b) the United Nations regular programme of technical assistance and United Nations as a participating and executing agency for the United Nations Development Programme (Technical Assistance), (c) the United Nations as a participating and executing agency for the United Nations Development Programme (Special Fund), (d) the Special Account of the United Nations Emergency Force and (e) the *Ad Hoc* account for the United Nations Operation in the Congo (A/7206).

2. The Advisory Committee had the benefit of a discussion with the Board of Auditors on points raised in the Board's report to the General Assembly (*ibid.*, part II) and in the memorandum the Board addressed to the Committee. It also sought and obtained from the representatives of the Secretary-General additional information on the report in question.

3. The Advisory Committee has noted the comments of the Board of Auditors with regard to the payment of representation allowances to Under-Secretaries-

General, Assistant Secretaries-General and Directors under the terms of annex I, paragraphs 2 and 3, to the Staff Regulations. The Committee was informed that the Board's observations would be taken fully into account in conjunction with a comprehensive review of present policies and practices governing representation allowances which the Secretary-General intended to undertake in 1968. As regards the overpayment of \$3,306 under section 6 of the United Nations budget, the Advisory Committee, while concurring in the proposal by the Secretary-General that the deficit incurred should be eliminated through a transfer of credits between sections, drew the Secretary-General's attention to the need for strict control over such expenditures in the future.

4. The comments offered by the Board of Auditors in paragraphs 10 to 15 of its report on the shortcomings relating to the construction of the United Nations building at Santiago, Chile, deal with a problem which has been the subject of several reports to the General Assembly. The Advisory Committee has noted these comments, and will return to the subject when it has received the further report which, it has been informed, the Secretary-General will submit to the General Assembly at its twenty-third session. The Committee trusts, however, that the experience gained at Santiago will be borne in mind by all concerned, so that similar costly mistakes may be avoided in the future.

\*\*\*\* Incorporating document A/7219/Corr.1, dated 3 October 1968.

5. The Board of Auditors indicates in paragraphs 16 to 27 of its report that it has found certain shortcomings and irregularities in the activities of the United Nations as a participating and executing agency for the United Nations Development Programme (Special Fund). The Advisory Committee has brought the Board's comments to the attention of the Administrator of UNDP.

6. As regards the comments made by the Board of Auditors in paragraph 35 of its report concerning the balance in non-convertible zaires held in the *Ad Hoc* Account for the United Nations Operation in the Congo, the Advisory Committee has been informed that various proposals are under study to put these funds to fruitful use. The Committee hopes that these efforts will be successful.

7. The Advisory Committee has referred to the Secretary-General for his information and action, as appropriate, the memorandum mentioned in paragraph 45 of the Board's report.

8. The Board of Auditors has made available to the Advisory Committee its report on the study of the United Nations Internal Audit Service. The Committee wishes to record its appreciation of this report which, it is convinced, will prove of considerable value to the Secretary-General.

(b) UNITED NATIONS DEVELOPMENT PROGRAMME

9. The Advisory Committee has considered the financial report and accounts submitted by the Administrator of UNDP and the related report of the Board of Auditors. The accounts comprise four statements, supported by eight schedules, in respect of: (a) the United Nations Development Programme (Technical Assistance) Account, (b) the United Nations Development Programme (Special Fund) Account, (c) the United Nations Development Programme Administrative Budget of the Secretariat and (d) the United Nations Development Programme Revolving Fund (A/7206/Add.1 and Corr.1).

10. The Advisory Committee has noted the comments of the Board of Auditors in paragraph 4 of its report (*ibid.*, part II) relating to three projects which had been abandoned after a total expenditure of approximately \$870,000 had been incurred. The cases referred to by the Board of Auditors illustrate the need for a thorough appraisal of all projects before any funds are committed, and for a system whereby the usefulness of continuing projects may be periodically assessed.

11. The Advisory Committee has noted that the amount of contributions pledged but unpaid to the Technical Assistance and the Special Fund accounts, as at 31 December 1967, namely \$41 million, was \$12.7 million less than on 31 December 1966. The Advisory Committee welcomes this improvement in the collection of pledges.

(c) UNITED NATIONS CHILDREN'S FUND

12. The Advisory Committee has examined the financial report and accounts of the United Nations Children's Fund for the year ended 31 December 1967 and those of the UNICEF Greeting Card Fund for the year ended 30 April 1967, together with the related reports of the Board of Auditors (A/7206/Add.2).

13. The Advisory Committee has noted that the Executive Director of UNICEF intends to revise the

form of presentation of the Fund's accounts beginning with those for 1968, as a result of which that part of income and expenditure which has hitherto been shown separately in tables and notes will form part of the financial statements; this additional material will include the income and expenditure of the trust fund and the Public Information Revolving Fund. The Board has recommended in this connexion that total actual income and expenditure relating to the UNICEF operations and administration should be presented in a clear and consistent manner.

14. The Committee is confident that the Executive Director of UNICEF will give careful consideration to the Board's recommendations on strengthening the Fund's internal audit section, and on the relationship with National Committees, set out in paragraphs 8 and 9 of the Board's report (*ibid.*, part One, sect. B).

15. As regards the Greeting Card Fund, the Advisory Committee has noted that the final report of the United Nations Administrative Management Service on the operational and structural organization of that Fund will be available shortly, and that the implementation of the recommendations contained in the interim report has been reviewed in the budget estimates of the Greeting Card Fund for the 1968 session (*ibid.*, part Two, sect. B).

(d) UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST

16. The Advisory Committee has considered the accounts of the United Nations Relief and Works Agency for Palestine Refugees in the Near East for the year ended 31 December 1967 and the related report of the Board of Auditors (A/7206/Add.3 and Corr.1).

17. The Advisory Committee noted that, as a result of increased contributions, income in 1967 exceeded expenditure and commitments by \$2.5 million. This excess was credited to the working capital, which in fact a surplus account; after allowing for certain adjustments the working capital fund stood at \$16,686,920 on 31 December 1967, as against \$14,274,016 on 31 December 1966. The provision made by the Agency to meet possible separation costs under the Agency staff rules amounts to \$4,074,855. This amount has been calculated on the assumption that not all of the Agency's staff would, on separation, meet all the qualifying conditions. Provision calculated on the basis of full entitlement for all staff members would have required the earmarking of an additional sum of \$3.2 million with a corresponding reduction in the amount of the working capital fund.

18. Losses other than those due to the hostilities in June 1967 amounted to \$98,363, as against \$110,120 in 1966 and \$127,896 in 1965. The level of handling and warehousing losses—included in the above—also declined from \$82,827 in 1966 to \$76,984 in 1967. Losses due to the hostilities in June 1967 are estimated at \$834,380.

19. The Board of Auditors observed in paragraph 1 of its report (*ibid.*, sect. B) that an amount of \$291,080 in respect of supplies and equipment taken over from the United Nations Emergency Force had been credited to miscellaneous income. Inasmuch as it was never intended that the supplies of the Force should be surrendered free of charge, the necessary adjustment reflecting the agreed value of these supplies, will be made in the accounts for 1968.

20. The Advisory Committee has noted also the other comments made by the Board of Auditors in its report.

e) UNITED NATIONS INSTITUTE FOR TRAINING AND RESEARCH

21. The Advisory Committee has examined the financial report, and the statement of status of funds of the United Nations Institute for Training and Research, together with related schedules for the year ended 31 December 1967, and the report thereon by the Board of Auditors (A/7206/Add.4 and Corr.1). For the first time this statement and supporting material have been submitted separately from the United Nations financial statements and over the signature of the Executive Director of UNITAR.

22. With regard to the comments in paragraphs 4 and 5 of the Board's report (*ibid.*, part II) concerning the manner in which pledges should be recorded, the

Advisory Committee has been informed that the status of the unpaid pledges is being reviewed by the Executive Director and that pledges for future years will be recorded as deferred income, as from 1 January 1968.

(f) VOLUNTARY FUNDS ADMINISTERED BY THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

23. The Advisory Committee has considered the financial report and accounts, consisting of three statements and nine supporting schedules, in respect of the funds administered by the United Nations High Commissioner for Refugees for the year ended 31 December 1967, and the related report of the Board of Auditors (A/7206/Add.5 and Corr.1).

24. The Advisory Committee noted that the assets of all voluntary funds as at 31 December 1967 amounted to \$19.7 million, and the liabilities to \$16.3 million; the assets thus exceeded liabilities by \$3.4 million.

## DOCUMENT A/7302

### Report of the Fifth Committee

[Original text: Spanish]  
[31 October 1968]

1. At its 1234th meeting, held on 8 October 1968, the Fifth Committee considered the financial reports and accounts for the year ended 31 December 1967 and the reports of the Board of Auditors for the United Nations (A/7206), the United Nations Development Programme (A/7206/Add.1 and Corr.1), the United Nations Children's Fund (A/7206/Add.2), the United Nations Relief and Works Agency for Palestine Refugees in the Near East (A/7206/Add.3 and Corr.1), the United Nations Institute for Training and Research (A/7206/Add.4 and Corr.1) and the voluntary funds administered by the United Nations High Commissioner for Refugees (A/7206/Add.5 and Corr.1).

2. The related report of the Advisory Committee on Administrative and Budgetary Questions (A/7219) covering the six sets of financial reports and accounts and the report of the Secretary-General on the budget performance of the United Nations for the financial year 1967 (A/7125) were also before the Fifth Committee.

3. A representative of the Chairman of the Board of Auditors and representatives of the United Nations Development Programme, the United Nations Children's Fund, the United Nations Institute for Training and Research and the United Nations High Commissioner for Refugees were present during the Committee's discussions.

4. With reference to the accounts of the United Nations, a number of representatives commended the Board of Auditors for broadening the scope of its audit to include observations on matters of administration and management as well as finance, as had been commended by the *Ad Hoc* Committee of Experts

Examine the Finances of the United Nations and the Specialized Agencies in its second report.<sup>1</sup> The representative of the Board stated that it was prepared to undertake an even broader type of auditing with a view to submitting more comprehensive reports which would reflect the foreseeable future, but that such an

undertaking was faced with two restrictions, one of which was of a legal nature since the Board could not exceed its mandate, and the other of a budgetary nature involving a continuous increase in the cost of auditing procedures.

5. One representative felt that the need for improved administrative practices, as reflected in the Board's report, was an important question which could be resolved by more efficient use of the present staff rather than the hiring of additional staff. Another representative felt that the role of the United Nations Internal Audit Service should be strengthened in order to assist in achieving that end.

6. Attention was called by one representative to the Board's comments on the deficit incurred in the amount of \$3,306 in 1967 under section 6 in respect of the payments of representation allowances to Under-Secretaries-General, Assistant Secretaries-General and Directors. Another representative, referring to the Advisory Committee's comment that there was a need for stricter control of those payments, endorsed the Board's suggestion that in the budget estimates under section 6 separate totals should be provided, in order that it might be determined whether the amounts paid to Under-Secretaries-General and Assistant Secretaries-General exceeded the ceiling fixed by the General Assembly pursuant to regulation 3.1 (annex I, para. 2) of the Staff Regulations of the United Nations.

7. In reply, the representative of the Secretary-General stated that it could not be said that payments of those allowances was made in violation of regulation 3.1 of the Staff Regulations. It was never the intention of the General Assembly to place very strict budgetary restrictions on the payment of those allowances. He noted that it was difficult to determine with great precision the amounts to be allocated for those purposes, and he did not think it desirable that provision for the representation allowance paid to Under-Secretaries-General and Assistant Secretaries-General should be made separate from that for Directors. Moreover, the deficit incurred under the budget as a whole was, in

<sup>1</sup> Official Records of the General Assembly, Twenty-first Session, Annexes, agenda item 80, document A/6343, para. 67.



fact, much less than that reported under section 6. Similar allocations made under other sections had been underspent, resulting in a net deficit incurred for those purposes of only \$500 to \$600.

8. Serious concern over the Board's observations regarding the construction of the building to house the Economic Commission for Latin America in Santiago, Chile, was expressed by many representatives. The detailed review undertaken by the Board revealed that the high level of the costs incurred in the construction of that building was attributable to many factors, but primarily to an unrealistic initial cost estimate, which had not taken into account the complex design selected and the technical features involved. As a result of the many revisions made in the estimate of requirements, the General Assembly had at no time been presented with a proper evaluation of the total cost. The Board, as well as the representatives commenting on the subject, considered it essential to ensure that similar errors should be avoided in any future construction contemplated by the United Nations.

9. In his reply, the representative of the Secretary-General stated that while the Secretariat may have made some erroneous calculations in respect of the estimate of the cost of that construction, it could not be held solely responsible for a number of contributing external factors, including national disasters, which had given rise to unforeseen expenditures. He concurred with the view of the Advisory Committee that a more detailed review of the matter should be deferred, pending the consideration of a special report on the subject which the Secretary-General intended to submit to the General Assembly at its current session.

10. One representative expressed reservations regarding the scale used in assessing the instalment and interest charges of the United Nations bond issue and reiterated his delegation's position that assessment should be based on a special scale in accordance with the principles laid down in General Assembly resolution 1874 (S-IV) rather than on the scale used for the regular budget. Another representative reserved his delegation's position concerning the bond issue, special missions, and the surplus accounts for the United Nations Emergency Force and the United Nations Operation in the Congo.

11. Recalling his delegation's suggestion of last year, one representative commented that the scope of the Board's audit of the accounts of the United Nations Development Programme had not been broadened to any appreciable extent, and he supported the Board's recommendation for creating a system to assess the usefulness of continuing projects on a periodic basis.

12. Regarding the accounts of the United Nations Children's Fund, the same representative concurred with the Board's recommendation for a strengthening of the role of the Fund's internal audit section in order to achieve a clearer and more consistent statement of income and expenditure. The representative of the Board pointed out that it had in the past recommended a study of the administrative structure of the Greeting Card Fund with a view to correcting some of its shortcomings. He noted that the study had not yet been received and that although some steps had been taken for improvement, there was still much to be desired.

13. In reply to the request reiterated by one representative that the reports of the United Nations Relief and Works Agency for Palestine Refugees in the Near

East should clarify expenditures by object, it was pointed out by the representative of the Board that the Commissioner-General of the Agency maintained that he had not received any mandate from the General Assembly for such a presentation.

14. In reply to one delegation's concern regarding the unsatisfactory state of the loans in Greece made by the Office of the United Nations High Commissioner for Refugees, the Deputy High Commissioner explained that some action had been started by the Greek Government for repayment of the loans by the refugees.

15. The Fifth Committee wishes to place on record once again its appreciation of the services rendered to the United Nations by the Board of Auditors.

### **Recommendations of the Fifth Committee**

16. The Fifth Committee recommends to the General Assembly the adoption of the following draft resolution:

#### FINANCIAL REPORTS AND ACCOUNTS FOR THE FINANCIAL YEAR ENDED 31 DECEMBER 1967 AND REPORTS OF THE BOARD OF AUDITORS

##### A

##### *United Nations*

##### *The General Assembly*

1. *Accepts* the financial report and accounts of the United Nations for the financial year ended 31 December 1967 and the certificates of the Board of Auditors (A/7206);

2. *Concurs* in the observations of the Advisory Committee on Administrative and Budgetary Questions as set forth in its second report to the General Assembly at its twenty-third session (A/7219, paras. 1-8).

##### B

##### *United Nations Development Programme*

##### *The General Assembly*

1. *Accepts* the financial report and accounts of the United Nations Development Programme for the financial year ended 31 December 1967 and the certificates of the Board of Auditors (A/7206/Add.1 and Corr.1);

2. *Takes note* of the observations of the Advisory Committee on Administrative and Budgetary Questions as set forth in its second report to the General Assembly at its twenty-third session (A/7219, paras. 9-11);

##### C

##### *United Nations Children's Fund*

##### *The General Assembly*

1. *Accepts* the financial report and accounts of the United Nations Children's Fund for the financial year ended 31 December 1967 and the certificates of the Board of Auditors (A/7206/Add.2);

2. *Takes note* of the observations of the Advisory Committee on Administrative and Budgetary Questions as set forth in its second report to the General Assembly at its twenty-third session (A/7219, paras. 12-15).

## D

*United Nations Relief and Works Agency for Palestine Refugees in the Near East*

*at the General Assembly*

*Accepts* the accounts of the United Nations Relief Works Agency for Palestine Refugees in the Near East for the financial year ended 31 December 1967 and the certificates of the Board of Auditors (A/7206/3 and Corr.1);

*Takes note* of the observations of the Advisory Committee on Administrative and Budgetary Questions set forth in its second report to the General Assembly at its twenty-third session (A/7219, paras. 21 and 22).

## E

*United Nations Institute for Training and Research*

*at the General Assembly*

*Accepts* the financial report and accounts of the United Nations Institute for Training and Research for the financial year ended 31 December 1967 and the

certificates of the Board of Auditors (A/7206/Add.4 and Corr.1);

2. *Takes note* of the observations of the Advisory Committee on Administrative and Budgetary Questions as set forth in its second report to the General Assembly at its twenty-third session (A/7219, paras. 21 and 22).

## F

*Voluntary funds administered by the United Nations High Commissioner for Refugees*

*The General Assembly*

1. *Accepts* the accounts of the voluntary funds administered by the United Nations High Commissioner for Refugees for the financial year ended 31 December 1967 and the certificates of the Board of Auditors (A/7206/Add.5 and Corr.1);

2. *Takes note* of the observations of the Advisory Committee on Administrative and Budgetary Questions as set forth in paragraphs 23 and 24 of its second report to the General Assembly at its twenty-third session (A/7219, paras. 23 and 24).

### ACTION TAKEN BY THE GENERAL ASSEMBLY

At its 1709th plenary meeting, on 1 November 1968, the General Assembly adopted without objection draft resolutions A to F submitted by the Fifth Committee (A/7302, para. 16). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolutions 2380 A (XXIII) to 2380 F (XXIII).

### CHECK LIST OF DOCUMENTS

NOTE. This check list includes the documents mentioned during the consideration of agenda item 72 which are not reproduced in the present fascicle.

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
25	Budget performance of the United Nations for the financial year 1967: report of the Secretary-General	<i>Official Records of the General Assembly, Twenty-third Session, Annexes, addendum to agenda item 72</i>
06	United Nations: financial report and accounts for the year ended 31 December 1967 and report of the Board of Auditors	<i>Ibid., Twenty-third Session, Supplement No. 6</i>
06/Add.1 1 Corr.1	United Nations Development Programme: financial report and accounts for the year ended 31 December 1967 and report of the Board of Auditors	<i>Ibid., Supplement No. 6A and erratum</i>
06/Add.2	United Nations Children's Fund: financial report and accounts for the year 1967 and report of the Board of Auditors	<i>Ibid., Supplement No. 6B</i>
06/Add.3 1 Corr.1	United Nations Relief and Works Agency for Palestine Refugees in the Near East: accounts for the year ended 31 December 1967 and report of the Board of Auditors	<i>Ibid., Supplement No. 6C and erratum</i>
06/Add.4 1 Corr.1	United Nations Institute for Training and Research: financial report and accounts for the year ended 31 December 1967 and report of the Board of Auditors	<i>Ibid., Supplement No. 6D and erratum</i>
06/Add.5 1 Corr.1	Voluntary funds administered by the United Nations High Commissioner for Refugees: accounts for the year ended 31 December 1967 and report of the Board of Auditors	<i>Ibid., Supplement No. 6E and erratum</i>
5/1184	Financial reports and accounts for the financial year ended 31 December 1967: note by the Secretary-General	Mimeographed
5/L.945	Draft report of the Fifth Committee	For the text of this document as amended by the Fifth Committee at its 1247th meeting, see A/7302



**Agenda item 72: Financial reports and accounts for the financial year ended 31 December 1967 and reports of the Board of Auditors:**

- (a) United Nations;
- (b) United Nations Development Programme;
- (c) United Nations Children's Fund;
- (d) United Nations Relief and Works Agency for Palestine Refugees in the Near East;
- (e) United Nations Institute for Training and Research;
- (f) Voluntary funds administered by the United Nations High Commissioner for Refugees

**Abbreviations**

ACC	Administrative Committee on Co-ordination
ECA	Economic Commission for Africa
ECAFE	Economic Commission for Asia and the Far East
ECLA	Economic Commission for Latin America
FAO	Food and Agriculture Organization of the United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEF	United Nations Emergency Force
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
UNTSO	United Nations Truce Supervision Organization in Palestine
WHO	World Health Organization
GATT	General Agreement on Tariffs and Trade

**DOCUMENT A/7125**

**Budget performance of the United Nations for the financial year 1967**

**Report of the Secretary-General**

[Original text: English]  
[26 June 1968]

1. In compliance with the recommendation of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies in its second report<sup>1</sup> to the General Assembly at its twenty-first session, as endorsed by the General Assembly in its resolution 2150 (XXI), the Secretary-General submits herewith a report on the budget performance of the United Nations for the financial year 1967.

2. In paragraph 9 of his foreword to the budget estimates for 1968<sup>2</sup> the Secretary-General, in referring to the report<sup>3</sup> on the budget performance of the United Nations which had been submitted after the closing of accounts for the financial year 1966, expressed his

belief that similar reports in the future would be of greater benefit to Member States if they were supplemented by an evaluation of accomplishments in regard to the work programme during the year in question, especially in the economic and social field. In its report<sup>4</sup> on the budget estimates for the financial year 1968 the Advisory Committee on Administrative and Budgetary Questions expressed the view that a more detailed breakdown of expenditures under the various chapters and sub-chapters of budget sections would be useful. These objectives have been borne in mind in the preparation of the present report.

3. Total expenditures and obligations incurred in respect of the financial year 1967 amounted to \$131,486,813. Compared to a final appropriation of \$133,084,000 for that year (see General Assembly resolution 2362 (XXII)) this left an unexpended balance

<sup>4</sup> *Ibid.*, Twenty-second Session, Supplement No. 7 (and errata), para. 49.

<sup>1</sup> *Official Records of the General Assembly, Twenty-first Session, Annexes*, agenda item 80, document A/6343, para. 34.

<sup>2</sup> *Ibid.*, Twenty-second Session, Supplement No. 5 and erratum.

<sup>3</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 80, document A/6666.

of \$1,597,187 which will be available for credit to Member States against their assessed contributions for 1969.

4. A table indicating the variations between appropriations and actual commitments is given in the annex to this report. This table is preceded by a detailed account of the position under each section of the budget. In summary, deficits in a total amount of \$172,541 occurred—\$10,152 under section 6; \$136,372 under section 10; \$59 under section 11; and \$25,958 under section 17—while unexpended balances totalling \$1,769,728 occurred under the remaining sections. Of the deficit of \$136,372 under section 10, some \$93,000 represented losses on currency exchange. Of the unexpended balances the only significant instances were those

under section 20 (\$565,308), and section 21 (\$646,462). Full particulars of the special circumstances giving rise to these balances are given below in connexion with the relevant sections of the budget.

5. Actual income received from staff assessment during 1967 amounted to \$13,654,517, representing an increase of \$181,717 in the approved estimate. Income from other sources totalled \$8,933,213, or \$246,881 less than had been estimated.

6. In order to eliminate the deficits which occurred under a number of sections, the concurrence of the Advisory Committee on Administrative and Budgetary Questions was obtained to the following transfers between sections:

<i>From</i>	<i>Amount</i>		<i>To</i>
	<i>United States dollars</i>		
Section 2. Special meetings and conferences	136,431	136,372	Section 10. General Expenses
		59	Section 11. Printing
Section 5. Travel of staff	10,152	10,152	Section 6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; Hospitality
Section 16. Special missions	25,958	25,958	Section 17. United Nations Field Service

### *Expenditure estimates*

#### PART I. SESSIONS OF THE GENERAL ASSEMBLY, THE COUNCILS, COMMISSIONS AND COMMITTEES; SPECIAL MEETINGS AND CONFERENCES

##### *Section 1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies*

	<i>United States dollars</i>
Appropriation	1,261,200
Expenditures and obligations	1,209,748
Surplus	51,452

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
<i>United States dollars</i>			
I. The General Assembly, commissions and committees	986,850	974,702	12,148
II. The Security Council, commissions and committees	—	—	—
III. The Economic and Social Council, commissions and committees	223,850	186,938	36,912
IV. The Trusteeship Council, commissions and committees	39,000	39,840	(840)
V. Administrative advisory bodies	11,500	8,268	3,232
TOTAL	1,261,200	1,209,748	51,452

1.1 The total surplus of \$51,452 under this section resulted primarily from two main factors. First, while the appropriation was of necessity based on the premise of attendance by all members for the full duration of the sessions of the organs and subsidiary organs involved, in practice, some members were either unable to attend or participated for only a part of the session. Secondly, there were modifications in the conference programme. Thus, the United Nations Scientific Advisory Committee was scheduled to meet in New York for one week but, in fact, met for only one day, resulting in an unexpended balance of some \$4,350. Furthermore, the Advisory Committee on the Application of Science and Technology to Development was unable to schedule meetings of its functional groups, because it had not

proved possible to undertake the extensive preparatory work which would have justified the expenditure for formal meetings. Instead, the Advisory Committee met informally for a few days before each plenary session. The greater part of the surplus of \$15,900 in respect of the Advisory Committee is attributable to this circumstance. Finally, it was decided by the United Nations Joint Staff Pension Board to cancel the meeting of the Committee of Actuaries until the spring of 1968, leaving an unspent balance of \$2,000.

1.2 Other factors affecting expenditures under section I are changes in the duty station or place of residence of members, resulting in travel requirements other than those on which the estimates were based.

## Section 2. Special meetings and conferences

	<i>United States dollars</i>
Appropriation . . . . .	1,644,270
Expenditures and obligations . . . . .	1,493,039
Surplus . . . . .	151,231

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
		<i>United States dollars</i>	
I. Conference of the Eighteen-Nation Committee on Disarmament . . . . .	970,000	959,343	10,657
II. International Symposium on Industrial Development <sup>a</sup> . . . . .	—	—	—
III. Sub-committees of the Committee on the Peaceful Uses of Outer Space . . . . .	23,500	24,233	(733)
IV. International Conference on Human Rights, 1968, including activities related to the International Year for Human Rights . . . . .	145,000	95,846	49,154
V. United Nations Conference on the Standardization of Geographical Names . . . . .	29,000	18,622	10,378
VI. International Conference on the Revision of the Convention on Road Traffic and of the Protocol on Road Signs and Signals . . . . .	20,000	2,361	17,639
VII. Fifth United Nations Cartographic Conference for Asia and the Far East . . . . .	11,000	7,324	3,676
VIII. Twenty-third session of the Economic Commission for Asia and the Far East . . . . .	37,000	36,901	99
IX. Twelfth session of the Economic Commission for Latin America . . . . .	85,000	79,354	5,646
X. Eighth session of the Economic Commission for Africa . . . . .	77,000	79,332	(2,332)
XI. First United Nations Regional Cartographic Conference for Africa . . . . .	5,000	2,455	2,545
XII. Fourth United Nations Regional Cartographic Conference for Asia and the Far East . . . . .	8,500	3,006	5,494
XIII. International Conference of Ministers Responsible for Social Welfare . . . . .	37,000	31,240	5,760
XIV. Special Committee on Principles of International Law Concerning Friendly Relations and Co-operation among States . . . . .	90,000	57,225	32,775
XV. International Conference of Plenipotentiaries on the Law of Treaties . . . . .	2,620	2,125	495
XVI. Second United Nations Regional Cartographic Conference for Africa . . . . .	26,000	21,457	4,543
XVII. International Seminar on <i>Apartheid</i> . . . . .	60,600	56,897	3,703
XVIII. United Nations Conference on the Exploration and Peaceful Uses of Outer Space . . . . .	14,000	12,218	1,782
XIX. Third Congress on the Prevention of Crime and the Treatment of Offenders . . . . .	3,050	3,100	(50)
TOTAL	1,644,270	1,493,039	151,231

<sup>a</sup> Transferred to section 21, United Nations Industrial Development Organization.

2.1 Factors in the development of the total surplus of \$151,231 under this section were: (a) the absorption within existing resources of part of the translation and reproduction workload originally costed on the basis of external processing; (b) the later submission of pre-conference documentation for 1968 conferences; (c) economies at the United Nations office at Geneva resulting from the flexible use of temporary conference servicing personnel. More detailed observations on certain individual chapters are given below.

*Chapter I. Conference of the Eighteen-Nation Committee on Disarmament*

2.2 The Conference of the Eighteen-Nation Committee on Disarmament met at the United Nations Office

at Geneva during the periods from 21 February to 23 March 1967 and from 18 May to 14 December 1967. A minor surplus of \$10,657 resulted from the absorption by the Geneva Office of some of the costs involved in the reproduction of documentation, especially in regard to paper and other supplies.

*Chapter IV. International Conference on Human Rights, 1968, including activities related to the International Year for Human Rights*

2.3 The costs recorded under this chapter were in connexion with the preparatory work for the Conference scheduled to be convened in Teheran in April 1968. Of the surplus of \$49,154, some \$33,000 related to certain anticipated reproduction and translation costs

which did not materialize, either because of a delay in the submission of material, or absorption by existing facilities. The balance was attributable to the delayed recruitment of temporary staff and the non-availability of qualified consultants for preparatory studies.

*Chapter V. United Nations Conference on Standardization of Geographical Names*

2.4 The First United Nations Conference on the Standardization of Geographical Names was held in Geneva from 4 to 22 September 1967. The substantive work of the Conference was carried out in four principal committees: national standardization; geographical terms; writing systems; and international co-operation. Twenty resolutions were adopted by the Conference. The principal resolutions proposed:

- (a) The establishment of a United Nations Permanent Committee of Experts on Geographical Names;
- (b) The convening of a Second Conference on the Standardization of Geographical Names not later than the last quarter of 1970;
- (c) The interchange of information on geographical names for use in the design of automatic data processing equipment;
- (d) A series of recommendations to implement national standardization; and
- (e) A series of recommendations concerning geographical terms.

Other resolutions dealt with translation and transliteration from and into specific languages. The results of the Conference will be issued in two volumes: a report, and proceedings and technical papers. The surplus of \$10,378 under this heading resulted primarily from economies achieved by the Office at Geneva in the use of temporary conference servicing staff.

*Chapter VI. International Conference on the Revision of the Convention on Road Traffic and of the Protocol on Road Signs and Signals*

2.5 As a result of the postponement of the Conference from March to September 1968, there has been a delay in the submission of preparatory documentation for translation and reproduction, giving rise to an unexpended balance of \$17,639 at the end of 1967. This workload will now be processed in 1968.

*Chapter VII. Fifth United Nations Regional Cartographic Conference for Asia and the Far East*

2.6 The Fifth Conference was held at Canberra, from 8 to 22 March 1967. The substantive work of the Conference covered the following subjects: surveying and mapping; practical application of cartographic techniques; topical maps and national atlases; aeronautical charts; the International Map of the World on the Millionth Scale; review of techniques in map proces-

sing and publishing; automatic extraction, recording and processing of cartographic data; geographical names; hydrology and oceanography. The Conference adopted twenty-seven resolutions, which, in general, stressed the need for co-operation in the field of cartography among countries of the region. The more important resolutions dealt with integrated large-scale surveys, satellite geodesy, crustal movements, the mapping of areas adjoining international boundaries, the preparation and publication of a regional atlas for Asia and the Far East, and the standardization of forest mapping. The results of the Conference are being published in two volumes: a report, and proceedings and technical papers. An unexpended balance of \$3,676 arose under this chapter, because translation and reproduction of pre-conference documentation was accomplished without resort to external sources.

*Chapter XII. Fourth United Nations Regional Cartographic Conference for Asia and the Far East*

2.7 The unexpended balance of \$5,494 under this chapter related to lower requirements for the printing of the papers of this Conference.

*Chapter XIII. International Conference of Ministers Responsible for Social Welfare*

2.8 The expenditures incurred under this chapter related to preparation for the Conference, scheduled to be held in New York in September 1968. The surplus of \$5,760 resulted from economies achieved in the travel and subsistence costs of staff, and from some non-use of funds available for contractual translation.

*Chapter XIV. Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States*

2.9 The Special Committee met at the United Nations Office at Geneva during the period 17 July to 18 August 1967. The surplus of \$32,775 under this chapter resulted in part from economies achieved in the use of temporary conference servicing staff (\$14,130), travel of substantive staff (\$3,295) and miscellaneous supplies and services (\$5,150). The balance of \$10,200 was due to the fact that the translation and reproduction of documentation for this meeting were undertaken within existing resources and facilities.

*Chapter XVII. International Seminar on Apartheid*

2.10 The Seminar was held at Kitwe, Zambia, from 25 July to 4 August 1967. Participants included representatives of thirty-two Governments, as well as observers from several specialized agencies and African liberation movements recognized by the Organization for African Unity. An amount of \$25,600 was received from the host Government to meet the additional costs of holding the Seminar away from Headquarters and has been taken into account under income section 3.

PART II. STAFF COSTS AND RELATED EXPENSES

*Section 3. Salaries and wages*

	<i>United States dollars</i>
Appropriation .....	57,286,000
Expenditure .....	57,221,270
Surplus .....	64,730

Chapter	Appropriation	Expenditure	Surplus (deficit)
		<i>United States dollars</i>	
I. Established posts . . . . .	53,073,000	53,003,581	69,419
II. Temporary assistance for meetings . . . . .	1,152,000	1,188,150	(36,150)
III. Other temporary assistance:			
(i) General temporary assistance . . . . .	<i>1,273,000</i>	<i>1,266,376</i>	<i>6,624</i>
(ii) Individual experts and consultants . . . . .	<i>616,000</i>	<i>608,283</i>	<i>7,717</i>
(iii) <i>Ad hoc</i> expert groups . . . . .	<i>187,000</i>	<i>154,596</i>	<i>32,404</i>
TOTAL, chapter III	2,076,000	2,029,255	46,745
IV. Overtime and night differential . . . . .	985,000	1,000,284	(15,284)
TOTAL	57,286,000	57,221,270	64,730

### Chapter I. Established posts

3.1 As will be seen from the foregoing table, a relatively small surplus has occurred under this chapter, reflecting both lower vacancies in the Professional category and above—110 at the year end—and increases in salary scales and post classification rates not taken into account at the time of the preparation of the supplementary estimates for 1967.<sup>5</sup> Such increases, totalling an estimated \$160,000, include upward revisions in the salary scales of General Service staff at Headquarters as of 1 December 1967, of General Service and manual workers staff at Geneva retroactive to 1 January 1967, and of local staff at ECA effective 1 November 1967; also, upward revisions in the post adjustment at Bangkok (ECAFE) from class 2 to class 3 on 1 October 1967, and at Santiago, Chile (ECLA) from class 0 to class 1 on 1 November 1967.

### Chapter II. Temporary assistance for meetings

3.2 The deficit of \$36,150 under this chapter is attributable in its entirety to higher costs of temporary assistance during the fifth emergency special session and the twenty-second session of the General Assembly. It will be recalled, in the former case, that the Secretary-General, in his report on the supplementary estimates for 1967, had indicated that costs attributable to the emergency session were estimated to total some \$80,000. In actual fact, such costs amounted to \$96,800, or some \$16,800 in excess of his earlier estimate. As to the twenty-second session of the General Assembly, the proportion of temporary non-local to local language staff was somewhat higher than had been anticipated, resulting in added travel and other costs of approximately \$19,350.

### Chapter III. Other temporary assistance

3.3 The surplus of \$46,745 under this chapter is in large measure attributable to item (iii), *Ad hoc* expert groups. The unexpended balance of \$32,404, which arose under this item, resulted from two prime causes. In the first instance, staff limitations in the Department of Economic and Social Affairs made it difficult to prepare preliminary studies necessary for certain

meetings. As a result, meetings of the following expert groups—for which credits of \$16,000 had been provided—were cancelled: *Ad Hoc* Expert Group on the Improvement of Financial Statistics; Panel of Experts on Solar Distillation; and the *Ad Hoc* Advisory Committee of Experts on the Prevention of Crime and the Treatment of Offenders. Secondly, expenses were effected by the attendance at certain meetings of fewer experts than had been anticipated and by the sharing of costs of certain meetings with agencies or private institutions.

### Chapter IV. Overtime and night differential

3.4 The deficit of \$15,284 under this chapter is due for the most part to heavier costs incurred during the twenty-second session of the General Assembly and to additional requirements of the United Nations Office at Geneva.

### WORK PROGRAMME PERFORMANCE IN THE ECONOMIC, SOCIAL AND HUMAN RIGHTS FIELDS

3.5 There follows an account of the work accomplished during 1967 in the main programme areas of the Department of Economic and Social Affairs and by the Division of Human Rights.

*Note.* The individual text for each division is preceded by a table setting forth by main field of activity:

- (a) The number of man-months programmed for that division in the report<sup>6</sup> of the Secretary-General to the Committee for Programme and Co-ordination on the work programme of the United Nations in the economic, social and human rights fields for 1967-1968 and in the addenda<sup>7</sup> to that report;
- (b) The number of man-months actually devoted to the field of activity involved.

In each case, man-months are indicated under:

- P for staff in the Professional category;
- C for consultants; and
- IRA for interregional advisers financed under the regular programme of technical assistance (part V of the budget); or
- STA for special technical advisers financed from Special Fund overhead and funds-in-trust arrangements.

<sup>5</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 73, document A/6810.

<sup>6</sup> *Official Records of the Economic and Social Council, Forty-third Session, Annexes*, agenda item 29, document E/4331/Rev.1.  
<sup>7</sup> Documents E/4331/Add.1-19 (mimeographed).

## DEPARTMENT OF ECONOMIC AND SOCIAL AFFAIRS

## Office of the Director for Science and Technology

Major projects	Man-months					
	Programmed (E/4331/Add.17)			Performed		
	P	C	IRA	P	C	IRA
Co-ordination and information .....	—	—	—	8	3	—
Natural resources .....	—	—	—	15	3	—
Science education .....	—	—	—	6	5	—
Application of science and technology to development .....	—	—	—	6	—	—
Edible protein .....	—	—	—	12	—	1
Programme formulation and management ..	—	—	—	15	—	—
<b>TOTAL</b>	<b>60</b>	<b>20</b>	<b>—</b>	<b>62</b>	<b>11</b>	<b>1</b>

*Results of the 1967 work programme*

The work programme as presented in document E/4331/Add.17 provided for a total requirement of 60 man-months of Professional services, without giving any individual project distribution. In fact, 62 man-months were made available during the year. Owing to a change in the timing of some projects, consultants' services were required to a lesser degree.

*Co-ordination and information*

Continuous liaison and consultations with specialized and related agencies were maintained in 1967 in connexion with the work of the Advisory Committee on the Application of Science and Technology to Development, in particular, with regard to the following questions: environmental pollution; measurement of expenditures on science and technology; transfer of technical information; the resources of the sea; and conservation of the resources of the biosphere. With the assistance of 1 consultant, work proceeded on the preparation of a Popular Book on Science and Technology.

*Natural resources*

The services of 2 consultants were retained for the preparation of the draft of the report on this subject and one staff member was assigned to the project. The third draft of the report was reviewed by individual experts in natural resources before it was considered by the Advisory Committee on the Application of Science and Technology to Development at its eighth session in November 1967.

*Science education*

The Secretariat had the assistance of 2 consultants in the preparation of two working papers on science education for consideration by the Advisory Committee on the Application of Science and Technology to Development in November at its eighth session.

*Application of science and technology to development*

This project is one of the major tasks of the Advisory Committee on the Application of Science and Technology to Development and of the Office. In 1967, preparatory work was begun on the project pursuant to Economic and Social Council resolution 1155 (XLI) of 5 August 1966. The first stage of the World Plan of Action, which is to be prepared in three stages, was completed in 1967 for consideration by the ACC Sub-Committee on Science and Technology in February 1968 and was subsequently to be submitted to the Advisory Committee at its ninth session in April 1968.

*Edible protein*

For the preparation of the report on this subject, the office retained 1 consultant, whose fee was paid by the Office of Technical Co-operation, as his services were considered as part of an interregional project. The Office was also assisted by a panel of experts, which was provided by the agencies

concerned, namely, WHO, FAO and UNICEF. The efforts of one staff member were devoted full-time to this project. The report was adopted by the Advisory Committee on the Application of Science and Technology to Development in May 1967 at its seventh session and was subsequently submitted to the Council for consideration at its forty-third session. Following its consideration of the report, the Economic and Social Council, on 2 August 1967, adopted resolution 1257 (XLIII), which required follow-up action. Later, on 15 December 1967, the General Assembly adopted resolution 2319 (XXII), which also recommended follow-up action on the report.

*Programme formulation and management*

In addition to general administration, the Office prepared working papers and services for the following meetings in 1967: two sessions of the Advisory Committee on the Application of Science and Technology to Development held in New York from 1 to 5 May, and in Paris at the headquarters of UNESCO from 13 to 24 November; two meetings of the ACC Sub-Committee on Science and Technology, which were held in conjunction with the sessions of the Advisory Committee; and one meeting of the United Nations Scientific Advisory Committee, held in New York on 13 October 1967.

The work programme of the Centre for 1967 as presented in document E/4331/Add.3 provided for 626 man-months at the Professional and higher level, and 72 man-months at the level of interregional and technical advisers. Actually, the Centre had available only 498 man-months at the Professional and higher level, 14 man-months of consultants' time and 41 man-months at the level of interregional and technical advisers. This shortfall affected a number of projects. Thus, there was a delay in the full implementation of the projects "Journal of development planning" and "Studies on techniques and problems of planning", as only a limited amount of staff time could be devoted to them. A much higher level of activity in these projects, however, is scheduled during 1968 and 1969. The assistance given by the Centre to technical co-operation programmes had to be carried out with a significantly lower availability of man-months than originally envisaged. Preparatory work related to the seminar on development planning was completed. Owing to circumstances beyond the control of the Secretariat, however, the venue for the seminar had to be unexpectedly changed from Caracas to Santiago, Chile, and its timing deferred from late 1967 to the early part of 1968. Other projects were carried out as envisaged in the work programme, though certain changes in staff allocations had to be made during the course of the year.

*General public administration*

In this area, the major project undertaken during the year was the study of national efforts for major reforms in administration in some fourteen countries. The meeting of experts called together to review and evaluate the United Nations programme in public administration was held in January and



## Centre for Development Planning, Projections and Policies

Major projects	Man-months					
	Programmed (E/4331/Add.3)			Performed		
	P	C	IRA	P	C	IRA
United Nations Development Decade . . . . .	40	—	—	30	2	—
World Economic Survey, Part I	129	—	—	118	—	—
World Economic Survey, Part II: Current economic developments						
Long-term projections: world economic growth models and perspectives . . . . .	104	—	—	92	2	—
Studies on techniques and problems of planning . . . . .	39	—	—	9	1	—
Journal of development planning . . . . .	22	—	—	6	1	—
Financing of economic development . . . . .	56	—	—	47	—	—
Sessions of Committee for Development Planning . . . . .	84	—	—	81	4	—
Interregional seminars on development planning . . . . .	6	—	—	3	1	—
Direct advisory services to Governments in the field of development planning . . . . .	—	—	48	15	—	29
Multilateral food aid . . . . .	34	—	—	27	3	—
Assistance in recruitment for technical assistance posts in the field of planning . . . . .	78	—	24 <sup>a</sup>	36	—	12 <sup>a</sup>
Support of technical co-operation programme activities . . . . .						
Direction and management of the Centre . . . . .	34	—	—	34	—	—
TOTAL	626	—	72	498	14	41

<sup>a</sup> Technical advisers.

its report<sup>8</sup> was submitted to the Economic and Social Council at its forty-second session.

#### Personnel administration

The programmed activity in this area was, with only a slight variation, undertaken in full. A study on recruitment and selection in the public services of developing countries was completed and will be published during 1968. Direct assistance was provided by the division to a number of training institutions in developing countries. Substantive support was given to the ECAFE seminar on training needs in support of administrative reform and improvement, held in October, and preparations were begun for a seminar, to be held in 1969, on the administrative aspects of the employment, training and utilization of scientists and technical personnel within the public service.

#### Organization and methods

More work was accomplished in this area than had been programmed. The study on improvement of supply management and the draft of a study on governmental advisory services, including their functions, organization and role in administrative improvements, were completed. A project on records management was begun. Preliminary planning was initiated for the proposed study on the application of modern management techniques to the public administration of developing countries. A seminar on this subject is tentatively scheduled for 1970.

#### Administration for national development

The programmed activity in respect of this project was not fully performed. Thus, it had been planned to undertake a study of the experience of selected countries in different parts of the world on the administrative aspects of plan implementation. However, the results achieved were limited to support the seminar held by ECLA on this subject which included the preparation of two papers. A working group was convened to review the draft of a study on appraisal and improvement

of administrative capability in development planning prepared by the International Group for Studies in National Planning.

#### Local government administration

The programme in this area was, by and large, fully delivered during 1967. A consultant revised the manuscript of the *Local Government Training* handbook, and preparations were made for the seminar on central services to local authorities in Latin America, to be held in 1968, for which the Division has joint responsibility with ECLA. Arrangements were completed for the Division's studies on credit institutions for local authorities, as part of a joint global study in collaboration with the Fiscal and Financial Branch and the International Information Centre for Local Credit. Outlines were drawn of a study of local government aspects of land reform programmes to be undertaken with FAO, and a draft outline was prepared for a study on administration for regional development. In the area of government and administration of urban areas, the Division assisted in the organization of a meeting on metropolitan problems, held in Toronto in August. Progress has been made on the study on administrative aspects of urbanization and a draft will be considered by an expert working group during 1968.

#### Support to technical co-operation programmes

The amount of staff time which it had been planned to devote to substantive support to these programmes was 74 man-months. Actually, only 47 man-months could be made available, owing in part to the absence of any contribution from the secretariats of the regional economic commissions, which were not staffed for this purpose in 1967. As a result, the standard of such services to field programmes suffered.

#### Budgeting and accounting

With the exceptions indicated below, all projects were completed, including the *Manual for Government Accounting* and the holding of the second interregional budget workshop. One project, namely the preparation of the fifth ECAFE budget workshop, programmed at one man-month, was eliminated,

<sup>8</sup> United Nations, *United Nations Programme in Public Administration* (document E/4296-ST/TAO/M/38).

## Public Administration Division

Major projects	Man-months					
	Programmed (E/4331/Add.14)			Performed		
	P	C	IRA	P	C	IRA
General public administration .....	16	12	21	11	12	22
Personnel administration .....	14	6	—	14	7	—
Organization and methods .....	4	—	2	9	—	2
Administration for national development ...	25	—	—	13	4	—
Local government administration .....	17	8	—	17	7	—
Support to technical co-operation programmes .....	74	—	20	47	—	20
Programme formulation and management ..	18	—	20	18	—	—
TOTAL	168	26	63 <sup>a</sup>	129	30	44 <sup>a</sup>

<sup>a</sup> Includes 20 man-months provided out of Special Fund overhead for technical advisers.

## Fiscal and Financial Branch

Major projects	Man-months					
	Programmed (E/4331/Add.8)			Performed		
	P	C	IRA	P	C	IRA
Budgeting and accounting .....	25	4	2	19	4	2
Taxation .....	26	6	3.5	23	4	3.5
Development financing .....	25	5	—	10	—	—
Foreign investment and transfer of technology .....	23	4	—	18	2	—
Support to technical co-operation programmes .....	16	—	18.5	16	—	18.5
Programme formulation and management ..	22	—	—	22	—	—
TOTAL	137	19	24	108	10	24

since that workshop was replaced by another seminar now incorporated in the 1968 and 1969 work programme. Another project, the preparation of the chapter on public finance for the 1966 *Statistical Yearbook of the United Nations*, was completed. The corresponding work for the 1967 *Yearbook* was transferred to the Statistical Office, making 5 additional man-months available in the Fiscal and Financial Branch.

*Taxation*

The execution of this major project included the completion of the *Manual of Land Tax Valuation and Administration*. Three projects, totalling 3 man-months, were postponed and have been included in the 1968 programme. They include the preparations for the Latin American workshop on income tax administration, the fiscal and financial chapter of the progress report on land reform, and work on the revision of the publication *United States income taxation of private United States investment in developing countries*.

*Development financing*

Owing to limitations in staff resources, the work programme in this area was severely curtailed during the year. As a result, the studies on regional development finance (2½ man-months), on export credits as a means of promoting exports and export industries in developing countries (8 man-months), and on sources of financing for developing countries (4½ man-months) had to be postponed to the 1968 programme.

*Foreign investment and transfer of technology*

The completion of the comprehensive report on promotion of foreign investment in developing countries was the principal product in this area. In addition, considerable work was done in advancing projects on the transfer of technology and on patents and know-how, despite the fact that only 10 man-

months were devoted to them as against the figure of 15 man-months programmed.

*Support to technical co-operation programmes*

The staff of the Branch supported these programmes, within the limits of the resources available, by undertaking specific technical assistance projects at the request of member Governments, by participating in regional and interregional technical assistance meetings, as well as by collaborating and consulting with regional economic commissions and specialized agencies.

*Substantive servicing of technical co-operation programme*

In fulfilling its functions in relation to the execution and substantive servicing of technical co-operation in the field of natural resources and transport, the various sections of the Division were responsible in 1967 for more than 400 experts in the field, under the Special Fund and Technical Assistance components of the United Nations Development Programme, as well as under the regular programme of technical assistance. This does not include personnel working for firms under sub-contracts, which the Division also backstopped. In executing projects entrusted to the United Nations in its sphere of competence, the Division was actively engaged in evaluating candidates for posts in the field, writing up contract specifications and evaluating firms for specific jobs, and inspecting projects in the field. In addition, the Division evaluated a great number of Special Fund requests, which were not necessarily designed for execution by it. Members of the Division also undertook, at the request of UNDP, a number of field missions for the evaluation and/or reformulation of requests. In the execution of these functions, the Division was engaged in the follow-up of Special Fund projects and technical assistance missions.

The progress made by the various sections of the Division in respect to their other functions is described below.

*Resources and Transport Division*

<i>Major projects</i>	<i>Man-months</i>					
	<i>Programmed (E/4331/Add.6 and 7)</i>			<i>Performed</i>		
	<i>P</i>	<i>C</i>	<i>IRA STA</i>	<i>P</i>	<i>C</i>	<i>IRA STA</i>
Office of the Director and Special Studies and Documentation Unit .....	108 <sup>a</sup>	8	12	70	56 <sup>b</sup>	12
Water Resources Section .....	72	40	36	72 <sup>c</sup>	2 <sup>d</sup>	27
Geology and Mining Section .....	48	19	157	43	12.5	150
Energy Section .....	60	19.5	48	42	10	40
Transport Section .....	120	48	24	104	24 <sup>e</sup>	31 <sup>f</sup>
Cartography Section .....	36	—	—	35	—	—
<b>TOTAL</b>	<b>444</b>	<b>134.5</b>	<b>277</b>	<b>366</b>	<b>104.5</b>	<b>260</b>

<sup>a</sup>This programmed amount of 108 man-months included provisions for recruitment for the Survey Programme for the Development of Natural Resources. Funds for this programme became available only for 1968. This recruitment had to be postponed leaving the Office of the Director with 70 man-months of work carried out.

<sup>b</sup>This figure includes 45 man-months of the three groups of consultants convened in January through February 1967 pursuant to Economic and Social Council resolution 1127 (XLI). Of these, the United Nations had to pay for the equivalent of 17 man-months, while industrialized countries paid the remaining part by providing the services of their own consultants.

<sup>c</sup>Including 1 staff member working for other divisions.

<sup>d</sup>The discrepancy between this figure and the programmed amount of consultant man-months is due partly to a shift from the use of a consultant to a technical adviser provided by the United Kingdom under funds-in-trust arrangements, in one case, and to a lack of funds in the others.

<sup>e</sup>The discrepancy between the programmed and actual amounts of consultant man-months arises from the unavailability of funds.

<sup>f</sup>The additional 7 man-months performed in excess of the programmed amount is owing to the recruitment of a technical adviser for the development of tourism.

*Water Resources Section*

The Section participated in the fourteenth Inter-Agency Meeting on Water Resources Development, held in June 1967, and several papers were prepared for presentation at the International Conference on "Water for Peace", held in Washington, D.C., in May 1967, in which members of the Section also participated. Work was undertaken on the publication of the proceedings of the interregional seminar on the integrated utilization of water resources. A report on water desalination was submitted to the Economic and Social Council at its forty-second session and the fifth biennial report of the Water Resources Development Centre was prepared for submission to the Council at its forty-fourth session. A number of reports were submitted for the consideration of the Advisory Committee on the Application of Science and Technology to Development at its seventh session. Research continued on the design of water supply systems based on desalination, and two publications, *Water for Industrial Use*<sup>9</sup> and *Integrated River Basin Development*,<sup>10</sup> were revised and updated. Work commenced on a study on economic criteria for water resources development, which is scheduled to be completed in 1968, and on the study of the operational experience of water desalination plants. The latter has been entrusted to a technical adviser provided by the United Kingdom under funds-in-trust arrangements, rather than to a consultant (8 man-months), as had been programmed for 1967. The work programme for research on seminars was not fully carried out owing to a lack of funds, which prevented the hiring of consultants as programmed for 1967.

*Geology and Mining Section*

During the year, the Section organized and serviced an Interregional Seminar on New Methods of Exploration with Emphasis on Geophysical Techniques. A revised version of the *Survey of World Iron Ore Resources: Occurrence, Appraisal and Use*<sup>11</sup> was completed in 1967 by means of a panel of experts convened for this purpose and serviced by the

Section. A new study on "Mineral resources development: problems and policies" was also largely completed in 1967. Reports on the activities of the Section in mineral and groundwater resources were submitted to the Advisory Committee on the Application of Science and Technology to Development. The Section initiated or continued work for the preparation of other studies and seminars as programmed, with only some delays in the case of the seminar on groundwater development techniques, which has been rescheduled for 1969, and with the postponement of the initiation of the study on groundwater storage owing to the pressures on the staff exerted by the servicing and support of technical co-operation activities.

*Energy Section*

Considerable preparatory work was undertaken for the planning and preparation of a major symposium for over 200 participants on the development and utilization of oil shale resources, to be held in Tallin, Union of Soviet Socialist Republics, in August 1968. In addition, most of the preparations were completed for an interregional seminar on petroleum administration in developing countries, to be held in Trinidad in April 1968. The Section published a study on *Small-scale Power Generation: A Study for Pioneer Electrification Work*, and another on the *Utilization of Oil Shales: Progress and Prospects*. The Section was also involved in the presentation of reports to the Advisory Committee on the Application of Science and Technology to Development and in the preparation of several studies to be completed in 1968, namely on petroleum refining in developing countries, on the utilization of low-grade fuels for power generation, and on the multipurpose use of tidal power, and others, thus achieving most of its programme.

*Transport Section*

In 1967, the Section serviced the Interregional Ports and Shipping Training Seminar and the Interregional Seminar on Containerization and other Unitized Methods for the Intermodal Movement of Freight. In addition, preparatory work was undertaken in connexion with the organization of training seminars on ports and shipping and on tourism, as

<sup>9</sup> United Nations publication, Sales No.: 58.II.B.1.

<sup>10</sup> United Nations publication, Sales No.: 58.II.B.3.

<sup>11</sup> United Nations publication, Sales No.: 54.II.D.5.

well as an interregional symposium on technical, economic, organizational and administrative aspects of inland waterborne transport, all three of which are scheduled for 1968. The Section was delayed in regard to its programmed activities in the field of research for 1967, owing to the lack of funds for the recruitment of consultants.

#### *Cartography Section*

Two conferences and one seminar were serviced by the Section in 1967; these were the Fifth United Nations Regional Cartographic Conference for Asia and the Far East, the Second United Nations Interregional Seminar on the Application of Cartography for Economic Development and a United Nations Conference on the Standardization of Geographical Names. Preliminary work was started towards the organization and servicing of a regional seminar on aerial survey methods and equipment, which has been programmed for 1968. In addition, the Section continued to be involved in the preparation of the *International Map of the World on the Millionth Scale*, in the publication of the eighth volume of the bulletin entitled *World Cartography*, in the study of the world status of topographic mapping, in the development of uniform cartographic standards, and in the preparation of periodic reports to the Advisory Committee on the Application of Science and Technology to Development. The Section completed the great majority of its programmed activities for 1967.

#### *Office of the Director*

This Office encompasses a broad range of activities which included, during 1967, the co-ordination of the substantive activities of the individual sections so as to ensure the necessary

interdisciplinary approach to resource development problems, as well as to provide for the optimum utilization of the various fields of expertise in different sections. In addition, the Office of the Director is responsible for the determination of over-all divisional policy and the preparation of reports pertaining to the Division as a whole.

The responsibility for the Survey Programme for the Development of Natural Resources falls within the jurisdiction of this Office and, during 1967, the staff of the Office of the Director, with the assistance of technical advisers from the relevant sections, prepared the basic documentation for the three groups of consultants whose report to the Economic and Social Council at its forty-second session laid the foundation of the Secretary-General's proposal for the Survey Programme for the Development of Natural Resources. This Office also serviced the *Ad Hoc* Committee on the Survey Programme for the Development of Natural Resources, which was established under the terms of resolution 1218 (XLII) of 1 June 1967. Discrepancies in the Professional man-months programmed and actually used in the Office of the Director were due to the lack of funds for the Survey Programme. The initiation of the preparatory work for this programme was postponed to 1968.

During 1967, the Office was also involved in the implementation of the General Assembly and Economic and Social Council resolutions concerning the development of the resources of the sea and marine science and technology.

Finally, the Office of the Director is responsible for all administrative matters pertaining to the Division as a whole and maintains a central documentation, registry and reference service.

#### *Social Development Division*

<i>Major projects</i>	<i>Man-months</i>					
	<i>Programmed (E/4331/Add.10)</i>			<i>Performed</i>		
	<i>P</i>	<i>C</i>	<i>IRA</i>	<i>P</i>	<i>C</i>	<i>IRA</i>
Social policy and research .....	68	—	—	57	—	—
Social planning .....	45	4	—	39	—	—
Social reform and institutional change, including land reform .....	28	—	—	20	—	—
Mobilization and development of human resources .....	24	—	—	18	—	—
Social welfare programmes for families, communities and special groups, including rehabilitation of the disabled .....	57	31	—	50	23	—
Prevention and control of crime and delinquency (social defence) .....	68	—	6	46	3	—
Support to technical co-operation and other operational activities .....	124	—	—	173	—	—
Policy and programme formulation and management .....	50	—	—	50	—	—
<b>TOTAL</b>	<b>464</b>	<b>35</b>	<b>6</b>	<b>453</b>	<b>26</b>	<b>—</b>

#### *Social policy and research*

The major project, the "1967 Report on the World Social Situation", was completed and a mimeographed version of the report was issued. A first draft of a study on depressed areas was prepared. All editorial work was completed for publication of the first issue of the *International Social Development*

#### *Review.*

Preparatory work was carried out in connexion with a special report on children and youth. This included holding a meeting of a group of experts to advise on the report.

Although the work programme was fulfilled, it should be noted that this was possible only because of the overtime put in by the Professional staff concerned and the substantial amount of time diverted to this work from other parts of the Social Development Division.

#### *Social planning*

The work programme in this area could not be fully carried out. This was partly due to shortage of staff and partly because additional tasks not originally programmed had to be undertaken as a result of decisions by policy-making bodies, e.g., the question of the outflow of trained personnel from developing countries (General Assembly resolution 2320 (XXII)). Thus, no work was undertaken in 1967 on targets and quantification of social objectives. Major projects completed included a meeting of experts on social policy and distribution of income, the preparation of a report on the same subject, as well as a long-range programme of work for submission to the Commission for Social Development. A draft of a study on social policy and planning for industrialization was prepared for publication in 1968, and a report outlining a long-range programme on social aspects of industrialization

was submitted to the Commission for Social Development. A country case study on balanced social-economic development was issued and work proceeded on the revision of another case study on the same subject. Preparatory work was initiated on a study on the financing of social development. With respect to operational activities, preparations were begun on an inter-regional training course on social planning scheduled for 1968, and staff time was made available for a two-month course in social planning in the Middle East. Technical support was provided for two interregional advisers on social development planning and programming. These assignments were not originally programmed.

#### *Social reform and institutional change, including land reform*

The work programmed for 1967 was for the most part accomplished. A report based on the results of the 1966 World Land Reform Conference was prepared and submitted to the Commission for Social Development, and a field study was completed on national experience in land reform. As a major project, work proceeded on the preparation of the *Fifth Report on Progress in Land Reform*. This included co-operation with the specialized agencies concerned and the regional economic commissions, as well as collection and analysis of data on various aspects of land reform. Substantive support was provided to advisers in the field concerned with social aspects of land reform, with training functions and the evaluation of programmes.

#### *Mobilization and development of human resources*

Some of the projects originally programmed in this area could not be implemented. This was mainly due to the fact that more time than anticipated had to be devoted to substantive support for operational activities, including staff participation in extended field missions. Thus, among the projects that could not be implemented were the study on the economic aspects of community development and a major report on institution-building to promote national development. The planned interregional seminar on training could not be held for lack of funds.

Work accomplished included a study on fundamental issues and problems in community development and popular participation in development. Preliminary field studies were undertaken on urban community development. In the field of regional development, teams were sent out to survey projects in countries interested in participating in the research-training programme on regional development undertaken pursuant to Economic and Social Council resolution 1086 C (XXXIX), and reports on the missions were completed. Work on operational activities included substantive support for a large number of advisers, participation in field missions, and co-operation with ECAFE on a regional seminar on methods for inducing social change.

#### *Social welfare programmes for families, communities and special groups, including rehabilitation of the disabled*

The substantive preparations and organization of the two major meetings in the work programme, namely, the inter-regional expert meeting on organization and administration of social welfare services and the Preparatory Committee for the International Conference of Ministers Responsible for Social Welfare, proceeded according to plans. A draft of a report on national youth policies and programmes was completed, and preparations were initiated for an interregional seminar on youth service programmes to be held in 1968. Similarly, preparatory work was undertaken on a 1968 inter-regional seminar in the field of prosthetics.

The country studies on social welfare organization and administration and the monographs on services for the rehabilitation of the handicapped were completed in 1967 as scheduled. Changes in the methods used for the collection of data for publications in the field of rehabilitation and contributions from national correspondents made it possible to reduce somewhat the consultant services required.

Progress in studies related to social welfare training and social welfare planning, which are due for completion in 1969, was delayed as a result of temporary vacancies in established

posts caused by recruitment difficulties. Operational work included substantive support to advisers in the field and to an increasing number of UNICEF-aided projects.

#### *Prevention and control of crime and delinquency (social defence)*

Work accomplished included two issues of the *International Review of Criminal Policy*. Organizational arrangements were completed and substantive preparations advanced for the 1968 meeting of the Consultative Group on the Prevention of Crime and the Treatment of Offenders. Work related to the United Nations Trust Fund for Social Defence absorbed substantial staff time, particularly in connexion with the establishment of the United Nations Social Defence Research Institute in Rome. This work was not specifically programmed, since plans for the Institute were not definite at that time. The inter-regional adviser, for whom 6 man-months had been programmed, could not be appointed owing to lack of funds.

Projects that could not be undertaken because of staff limitations and turnover included a meeting of experts on juvenile delinquency and a study on the prevention of delinquency in the context of national development.

#### *Support to technical co-operation and other operational activities*

The amount of staff time programmed for this purpose was 124 man-months. Because of the increase in operational work referred to under the various sections above, 173 man-months were actually expended—including liaison work, servicing of interagency meetings and administration largely related to operational work. This affected the performance in relation to other aspects of the work programme, since additional staff time had to be diverted to operational work.

#### *Policy and programme formulation and management*

Work performed under this heading included over-all management of the Division and the direction and substantive supervision of work related to over-all policies, the planning and formulation of programmes and documentation for the policy-making bodies as well as co-ordination functions. In 1967, it also included the preparatory work on the draft Declaration on Social Development.

In the original estimates for the 1967 work programme, as contained in document E/4331/Add.11, it was anticipated that among the priority research areas in the population work programme, the degree of emphasis in terms of Professional man-months of work, in descending order, would be on demographic aspects of economic and social development, estimates and projections and internal migration and urbanization. Although this pattern was borne out, the differences in the actual number of man-months among the categories proved to be smaller than anticipated. In addition, research was begun in another priority area, fertility and family planning, which had not been included in the original estimates.

On the administrative and servicing side, the number of man-months actually expended substantially exceeded the original estimate, owing to the ever-growing requirements arising from the expanded programme of work of the United Nations in the field of population at Headquarters and in the various regions and the need for co-ordination of these programmes among United Nations offices and with those of the other organizations of the United Nations system.

#### *Demographic aspects of economic and social development*

Fewer man-months were expended on this work than had originally been anticipated. The major project in this group was the continuation of the revision of the study on *The Determinants and Consequences of Population Trends*. Other projects were the preparation of studies of the relationship of demographic factors to the need for investment in education and in health; work on the proceedings of the 1965 World Population Conference; preparation of a chapter on population for the *Report on the World Social Situation*; work on the manual on methods of analysing census data on economic activities; and substantive work connected with the Inter-regional Workshop on Programmes of Training in the Field of Population.

## Population Division

Major projects	Man-months					
	Programmed (E/4331/Add.11)			Performed		
	P	C	IRA	P	C	IRA
Demographic aspects of economic and social development .....	111	21	—	91	10	—
Estimates and projections .....	70	6	—	76	6	—
Internal migration and urbanization .....	16	6	—	32	—	—
Fertility and family planning .....	—	—	—	3	—	—
SUB-TOTAL	197	33	—	202	16	—
Support to UNDP, United Nations technical co-operation activities; general administration .....	28	3	—	27 <sup>a</sup>	—	—
Supervision and direction, including co-ordination of work programmes .....	—	—	—	16	—	—
Participation in and servicing of meetings ..	18	—	—	13	—	—
SUB-TOTAL	46	3	—	56	—	—
GRAND TOTAL	243	36	—	258 <sup>b</sup>	16	—

<sup>a</sup> See 4th paragraph below.

<sup>b</sup> Includes 6 man-months of temporary staff made available against general vacancies.

#### Estimates and projections

The number of man-months of work in this area slightly exceeded the original estimate. Major projects included the continued evaluation and adjustment of basic demographic data in developing countries, and the preparation of population projections by age and sex. A variety of types of population estimates and projections were prepared in connexion with documentation for meetings and requests by United Nations offices, and work on a number of methodological manuals was continued.

#### Internal migration and urbanization

The number of Professional man-months devoted to this area was double the original estimate, because it became necessary to borrow staff from other projects in order to complete the survey of urban and rural population growth from 1920 to 1960 for the fourteenth session of the Population Commission and to proceed with substantive work of the *Ad Hoc* Committee of Experts on Programmes in Demographic Aspects of Urbanization.

#### Fertility and family planning

The newly formed Fertility Studies Section started work on a modest scale in 1967 with the publication of a paper analysing national family planning policies.

#### Support to UNDP and United Nations technical co-operation activities; general administration

The level of performance in terms of man-months was roughly equal to the original estimate. This category includes all Headquarters liaison work connected with the programming and backstopping of United Nations technical co-operation projects in the population field at the regional and country levels, as well as inter-office work of a general administrative nature. Part of the time reported in the table above as having been spent on demographic aspects of economic and social development and estimates and projections was, in fact, devoted to substantive backstopping for technical assistance activities—e.g., substantive review of reports of technical assistance experts, substantive examination of evaluations and projections prepared by technical assistance experts, follow-up of the work of the regional demographic training and research centres and the regional demographic advisers.

#### Supervision and direction, including co-ordination of work programmes

This category was not included as such in the 1967 estimates. It represents the executive supervisory work, which has grown out of the expanded work programme in population of the United Nations at the Headquarters and at the regional level—including the administration of the new United Nations Trust Fund for Population Activities, established officially in July 1967—and the need for co-ordination of the work programmes of the members of the United Nations system in the field of population.

#### Participation in and servicing of meetings

The number of man-months devoted to this category proved to be somewhat less than originally estimated. Some of the meetings which took place during 1967 were the fourteenth session of the Population Commission, the *Ad Hoc* Committee of Experts on Programmes in Demographic Aspects of Urbanization, and the Interregional Workshop on Programmes of Training in the Field of Population.

#### Technical co-operation

During 1967, approximately 50 per cent of all Professional staff time was devoted to programmes of technical co-operation. This involved the substantive servicing of missions to various countries, as well as to work related to pilot projects, seminars, conferences and study tours financed under the United Nations regular programme of technical co-operation and by the UNDP Technical Assistance component. Work in this field also included the initiation, development, administration and evaluation of Special Fund projects. An average of 128 United Nations experts and associate experts were engaged during the period under review in providing assistance to 57 countries.

In addition to the above, several missions were undertaken by staff in connexion with technical assistance projects and related matters. The personnel undertaking these missions included interregional advisers assigned to the Centre, as well as technical advisers and officers concerned with Special Fund projects and projects under the United Nations programme of technical co-operation. In all, some 34 missions of this nature were undertaken to approximately 33 countries, including those undertaken in relation to Special Fund projects.

## Centre for Housing, Building and Planning

Major projects	Man-months					
	Programmed (E/4331/Add.12)			Performed		
	P	C	IRA	P	C	IRA
Technical co-operation .....	97	—	60	83	—	36
Housing and community facilities .....	22	13	—	29	12	—
Building materials and technology .....	28	69	—	16	1	—
Urban and regional planning .....	27	16	—	22	14	—
Documentation and information .....	25	3	—	19	1	—
Programme formulation and management ..	22	—	—	32	3	—
TOTAL	221	101	60	201 <sup>a</sup>	31	36

<sup>a</sup> The shortfall in man-months performed is due to delays in recruitment.

The actual projects in which the Centre has been engaged included the drafting of basic housing and planning legislation; strengthening of the organizational and institutional framework as a necessary basis for expanded activity in housing, building and physical planning; backstopping assistance in the actual preparation and implementation of physical plans and projects; advice on the design, layout and financing of housing; preparation of master plans and development projects; and improvement in building technology and the building materials industry.

#### *Housing and community facilities*

In addition to providing advice and assistance to Governments through programmes of technical co-operation and short-term advisory missions, as indicated above, the Centre also undertakes work on specific study projects, seminars and other meetings, the exchange of information and ideas, and personal visits, and co-ordinating activities. The functional work carried out includes advice and assistance on: housing policy and programming; the social aspects of housing and methods of organizing and implementing low-cost housing programmes, including those in squatter settlements and rural areas; and the financial, administrative and legal implications of housing and related programmes. In 1967, specific studies and reports were completed in the fields of: housing finance; social aspects of housing and urban development; the design of low-cost housing and community facilities; and housing policy and programming. A seminar was held on rural housing and community facilities in co-operation with the Government of Venezuela and WHO, and the second in a series of advisory meetings was held on the financing of housing and community facilities. Personal meetings were also conducted with representatives of national housing banks and research centres, international financial institutions and interagency groups and non-governmental organizations.

#### *Building materials and technology*

The main focus of the Centre's work under this heading is the improvement of building methods and materials, particularly with respect to reducing building costs, developing the use of local materials and improving the organization and methods of work in the construction industry. Two studies were completed in this area during 1967 on: the industrialization of building; and modular design of housing. In addition, a study on prefabrication methods was initiated and a seminar was held on prefabrication in the Latin American region. Preliminary work was undertaken for a seminar on prefabrication in Asia and the Far East, to be held in 1968, and for a workshop on the development of building materials, also to be held in 1968. Data and information were collected and evaluated on building tools and equipment, sanitary fixtures and the rationalization of building. Consultations were begun with several international agencies on the use of timber products in the construction of housing.

#### *Urban and regional planning*

In this field, the Centre is concerned with developing and improving national, regional and local institutions and methods

to deal with the physical planning aspects of urban and regional growth. During 1967, major studies were completed on policies for uncontrolled urban settlements, such as shanty towns and squatter settlements, and on rehabilitation and reconstruction following natural disasters. A report was completed for publication on the planning of metropolitan areas and new towns. Work was initiated on the preparations and arrangements for three seminars: a study tour on physical planning techniques; an interregional seminar on physical planning for urban regional and national development; and an interregional seminar on the economic and financial implications of urban development. Data and information were assembled for future studies on planning legislation and education, land use planning and manuals for physical planning. Collaboration was begun with the ECAFE region on the preparation of physical planning manuals, and with other regional economic commissions and specialized agencies on the implementation of projects in this field.

#### *Documentation and information*

The Centre's work in this category is primarily concerned with the collection, classification and dissemination of data and information and other background material for general use by the Centre. In addition, work was carried out on the following specific projects: an outline for a survey on rural housing conditions; a comprehensive account of international expenditures in this sector; a report outlining the functions, structure and costs of the proposed United Nations Institute for Documentation in Housing, Building and Planning; and an outline for a proposed study in the training of manpower in this field.

The Centre also has central responsibility for a number of periodic reports to various units, bodies and commissions in the United Nations system. In 1967, the Centre was required to produce more than twenty-five separate reports, including those for the Committee on Housing, Building and Planning.

#### *Programme formulation and management*

This activity includes the development of over-all policies and the formulation and management of the Centre's programmes of technical co-operation. It also includes the supervision and management of the Centre's substantive activities and the co-ordination of these activities with other units in the United Nations, the specialized agencies, national governments and non-governmental organizations. In addition, work was undertaken during 1967 on two specific projects: the formulation of policies and programmes of pilot projects to improve physical conditions in slums and squatter settlements; and a report on a proposed programme of public information in the field of housing, building and planning.

The programming of man-months for 1967 was undertaken after the 1967 sessions of the Commission on Human Rights and the Commission on the Status of Women, but before the total resources likely to become available for the remainder of the year had been clearly established. This timing problem partially accounts for the discrepancy between the man-months programmed and the 1967 performance figures. In addition,

## Division of Human Rights

Major projects	Man-months					
	Programmed (E/4331/Add.16)			Performed		
	P	C	IRA	P	C	IRA
Servicing and preparation of sessional documentation for United Nations organs dealing with human rights . . . . .	146	39	—	108	24	—
Established United Nations procedures in the field of human rights and implementation of international instruments . . . . .	68	—	—	75	—	—
Special activities relating to the eradication of racial discrimination, <i>apartheid</i> and slavery . . . . .	88	6	—	102	3	—
Research on specific problems in the field of human rights . . . . .	85	8	—	74	5	—
Special activities relating to the status of women . . . . .	50	—	—	52	—	—
Advisory services programme . . . . .	60	—	—	60	—	—
Informational and educational activities . . . . .	65	—	—	50	—	—
Programme formulation and management . . . . .	24	—	—	24	—	—
TOTAL	586 <sup>a</sup>	53 <sup>a</sup>	—	545 <sup>a</sup>	32 <sup>a</sup>	—

<sup>a</sup> Includes substantive staff and consultant services programmed for the International Year for Human Rights.

delays in recruitment for established posts and in finding suitably qualified temporary assistance personnel and consultants significantly reduced the number of months actually available.

*Servicing and preparation of sessional documentation for United Nations organs dealing with human rights*

As a result of the increased pressure of work entailed by other areas of the Division's work programme, the number of staff originally assigned to service the various United Nations organs had to be curtailed, and the work was absorbed by fewer staff members working under continuous and heavy pressure.

*Established United Nations procedures in the field of human rights and implementation of international instruments*

The projects under this heading absorbed more than the anticipated total of man-months, owing in part to a large increase in the number of communications received concerning human rights and the new procedures requested by the Commission on Human Rights.

*Special activities relating to the eradication of racial discrimination, apartheid and slavery*

Projects under this activity required more than the number of man-months originally estimated. The substantive services required by the *Ad Hoc* Working Group of Experts to investigate charges of torture and ill-treatment of prisoners, detainees or persons in police custody in South Africa were increased by the decision of the Economic and Social Council in resolution 1216 (XLII) to request the *Ad Hoc* Working Group to investigate allegations relating to trade union rights in South Africa. Similarly, the work entailed in assisting the Special Rapporteur to prepare the survey of United Nations past action in its efforts to eliminate the policies and practices of *apartheid* in all its forms and manifestations<sup>12</sup> required the allocation of a significant number of man-months in 1967.

*Research on specific problems in the field of human rights*

Owing to the demands made on staff time by the schedule of meetings, it was not possible to devote the full number of

estimated man-months to research projects. Work was completed in 1967 on the study of discrimination against persons born out of wedlock. Several long-range projects were deferred, however, and the resources available for other studies also had to be cut back. For example, the completion date for the guide to national legal institutions and procedures for the protection or promotion of human rights has now been deferred to 1968, and there was a reduction in the staff resources assigned to the study of the right of arrested persons to communicate with those whom it is necessary for them to consult in order to ensure their defence or to protect their essential interests, as well as in the number of man-months available in connexion with the study of equality in the administration of justice.

*Special activities relating to status of women*

Projects under this activity required the full number of man-months originally estimated. The adoption by the General Assembly at its twenty-second session of resolution 2263 (XXII) containing the Declaration on the Elimination of Discrimination against Women and the issuing of the report on parental rights and duties, including guardianship of children, marked the completion of two major projects in this field in 1967.

*Advisory services programme*

The undertaking in 1967 of the two pilot projects in group placement of human rights fellows added to the existing programme of seminars and individual fellowships, and required the full complement of man-months programmed for this activity.

*Informational and educational activities*

In view of the increased interest in human rights matters, it was necessary to continue all projects included under this heading. In view of the pressure of work entailed by the preparations for the International Conference on Human Rights, however, completion of some information projects was delayed and, consequently, the number of man-months was reduced.

*Programme formulation and management*

This activity required the number of man-months estimated for the programme.

<sup>12</sup> See documents E/CN.4/949 and Add.1-5 (mimeographed).



Section 4. Common Staff Costs

	<i>United States dollars</i>
Appropriation .....	13,457,000
Expenditure .....	13,363,429
Surplus .....	93,571

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditure</i>	<i>Surplus (deficit)</i>
	<i>United States dollars</i>		
I. Staff allowances (dependency allowances, education grants and related travel) .....	2,925,000	2,903,977	21,023
II. Social security payments (contributions to the United Nations Joint Staff Pension Fund and medical insurance, retirement allowance for former Secretaries-General, compensatory payments, staff welfare) .....	7,231,000	7,273,435	(42,435)
III. Travel on appointment, transfer and separation, including installation allowance .....	934,000	940,703	(6,703)
IV. Removal expenses on appointment, transfer and separation, including assignment allowance .....	700,000	620,697	79,303
V. Separation payments .....	1,257,500	1,239,790	17,710
VI. Staff training programmes .....	409,500	384,827	24,673
<b>TOTAL</b>	<b>13,457,000</b>	<b>13,363,429</b>	<b>93,571</b>

Chapter I. Staff allowances

4.1 The surplus under this chapter, which relates entirely to dependency allowances, is consistent with savings shown under section 3, chapter I.

Chapter II. Social security payments

4.2 Of the deficit of \$42,435 under this chapter, some \$31,900 relates to contributions to the Joint Staff Pension Fund, \$5,600 to contributions to medical insurance plans and \$4,900 to compensatory payments. The cost to the Organization of contributions to the Joint Staff Pension Fund rose considerably during the latter part of the year as a result of validations by staff members of prior associate participation in the Fund. Expenses at Headquarters alone for this latter purpose amounted to approximately \$64,000. Similarly, expenses for contributions to medical insurance plans were affected by the institution of an improved dental insurance plan at Headquarters on 1 November 1967, at a cost of approximately \$6,000.

Chapter III. Travel on appointment, transfer and separation

4.3 The small deficit shown for this chapter arises principally as a result of heavier expenses than were anticipated at ECAFE and ECLA, particularly for travel on recruitment.

Chapter IV. Removal expenses on appointment, transfer and separation

4.4 Expenses incurred under this chapter are, by their very nature, subject to a number of variations, the foremost of which include the geographical location to

which household effects are removed and the number of entitlements which are exercised in a given year. At the time of the preparation of the supplementary estimates for 1967, removal expenses, particularly at Headquarters, were substantially in excess of previous years. A reversal of this trend occurred following the mid-year point, as a consequence of which an unexpended balance of \$53,201 accrued in credits approved for removal costs. The estimate of assignment allowance expenses was similarly somewhat high, particularly at the United Nations Office at Geneva and at ECA, with a resultant saving of \$26,102 accruing under this latter heading.

Chapter V. Separation payments

4.5 A relatively small surplus totalling \$17,710 accrued under this heading in 1967. Clearly, separation emoluments are subject to a number of variations and are not foreseeable to any precise degree.

Chapter VI. Staff training programme

4.6 Of the surplus of \$24,673 shown for this chapter, \$21,316 arose under the Junior Professional Trainee heading. Credits for this programme were not fully utilized owing to delays in the recruitment of qualified candidates from appropriate geographical areas.

Section 5. Travel of staff

	<i>United States dollars</i>
Appropriation .....	2,107,630
Expenditures and obligations .....	2,002,149
Surplus .....	105,481

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
	<i>United States dollars</i>		
I. Travel of staff to meetings .....	177,580	175,505	2,075
II. Travel of staff on other official business .....	564,050	567,850	(3,800)
III. Travel of staff and dependants on home leave .....	1,366,000	1,258,794	107,206
<b>TOTAL</b>	<b>2,107,630</b>	<b>2,002,149</b>	<b>105,481</b>

5.1 The total net unexpended balance of \$105,481 under this section arose as a result of a minor surplus of \$2,075 under chapter I, a minor deficit of \$3,800 under chapter II and a more substantial surplus of \$107,206 on home leave travel under chapter III.

5.2 The surplus under chapter III arose as a result of non-exercise of entitlement by staff members either from choice or because of the exigencies of the service resulting in a surplus of \$55,700 at Headquarters, \$30,000 at the United Nations Office at Geneva, \$6,000

at the information centres, \$15,300 at ECAFE and \$9,200 at ECA, offset by a deficit of \$9,100 of ECLA.

*Section 6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; Hospitality*

	<i>United States dollars</i>
Appropriation .. . . . . .	121,000
Expenditures and obligations . . . . .	131,125
Deficit . . . . .	10,125

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
<i>United States dollars</i>			
I. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations .. . . . . .	76,000	79,306	(3,306)
II. Payments to other members of the Secretariat for official hospitality .. . . . . .	30,000	25,117	4,883
III. Hospitality expenditures for the General Assembly and for functions honouring Chiefs of State and visiting dignitaries .. . . . . .	15,000	26,729	(11,729)
TOTAL	121,000	131,152	(10,152)

6.1 The deficit of \$3,306 under chapter I resulted from the fact that certain vacancies in the higher-level posts were filled at an earlier date than had been anticipated.

6.2 The unspent balance of \$4,883 under chapter II can be attributed to the fact that expenditures under this account lend themselves to strict central control. Moreover, it is normal procedure to maintain a reasonable reserve for unforeseen requirements in the course of the year.

6.3 Of the shortfall of \$11,729 under chapter III, \$396 relates to General Assembly hospitality expenses, attributable, in part, to additional responsibilities which arose during the fifth special session, and, in part, to the higher costs of services. In respect of other functions, there was a deficit of \$11,333 owing to higher costs and the fact that many more Heads of State and other dignitaries visited Headquarters in 1967 than in 1966.

PART III. PREMISES, EQUIPMENT, SUPPLIES AND SERVICES

*Section 7. Buildings and improvements to premises*

	<i>United States dollars</i>
Appropriation .. . . . . .	4,928,700
Expenditures and obligations .. . . . . .	4,917,092
Surplus .. . . . . .	11,607

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
<i>United States dollars</i>			
I. Amortization of the Headquarters construction loan .. . . . . .	2,500,000	2,500,000	—
II. Alteration, improvement and major maintenance of premises and facilities at Headquarters, New York, and at the United Nations Office at Geneva .. . . . . .	2,418,700	2,407,092	11,608
III. Construction to house a language laboratory on the grounds of Africa Hall, Addis Ababa .. . . . . .	10,000	10,000	—
TOTAL	4,928,700	4,917,092	11,608

7.1 In the estimate for the completion of the 19th floor of the Secretariat Building, the Secretary-General had included a provision for overtime on the assumption that it would be necessary to undertake the work after

normal working hours. However, by a temporary relocation of the staff on the 19th floor, this provision was not needed. The unexpended balance of \$11,608 under this section is largely attributable to this fact.

*Section 8. Permanent equipment*

	<i>United States dollars</i>
Appropriation .....	723,900
Expenditures and obligations .....	722,893
Surplus .....	1,007

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
<i>United States dollars</i>			
I. Furniture and fixtures .....	150,100	147,673	2,427
II. Office equipment .....	164,600	174,603	(10,003)
III. Internal reproduction equipment .....	117,400	110,421	6,979
IV. Telecommunications equipment .....	191,900	192,944	(1,044)
V. Transportation equipment .....	48,600	45,424	3,176
VI. Other equipment .....	51,300	51,828	(528)
TOTAL	723,900	722,893	1,007

8.1 Expenditures and obligations under this section lend themselves to strict control. Accordingly, subject to certain planned adjustments between chapters, it has been possible to keep commitments within the limit of the appropriation as a whole.

*Section 9. Maintenance, operation and rental of premises*

	<i>United States dollars</i>
Appropriation .....	4,095,500
Expenditures and obligations .....	4,083,103
Surplus .....	12,397

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
<i>United States dollars</i>			
I. Contractual services .....	2,205,800	2,209,681	(3,881)
II. Utilities .....	1,121,200	1,124,786	(3,586)
III. Other expenses for maintenance of premises	768,500	748,636	19,864
TOTAL	4,095,500	4,083,103	12,397

9.1 The expenditures under this section relate to contractual and other services and utilities for the maintenance and operation of all United Nations buildings. Factors such as the extent of the use of premises, climatic conditions, unforeseen increases in wages of contractual staff and rates for utilities in the various localities, as well as fluctuations in exchange rates, all of which are beyond the control of the Secretary-General, can affect the level of expenditures and sometimes cause them to vary significantly from month to month or from year to year. Despite these uncertainties, there was an unspent balance of \$12,397 under the section as a whole, consisting of a surplus of \$19,864 under chapter III, offset by minor deficits of \$3,881 and \$3,586 under chapters I and II, respectively.

9.2 The surplus under chapter III arose principally at Headquarters (\$7,191), where there was an unexpended amount for maintenance supplies, and at Geneva (\$18,283), where the actual costs chargeable to this chapter for the rental of offices outside the Palais des Nations were lower than had been estimated. Small deficits at other offices reduced the net surplus to \$19,864.

*Section 10. General expenses*

	<i>United States dollars</i>
Appropriation .....	5,566,400
Expenditures and obligations .....	5,702,772
Deficit .....	136,372

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
<i>United States dollars</i>			
I. Communications .....	1,576,900	1,650,801	(73,901)
II. Rental and maintenance of equipment .....	893,000	855,430	37,570
III. Public information services and supplies .....	1,480,000	1,492,743	(12,743)
IV. Other supplies and services .....	244,800	352,034	(107,234)
V. Office and internal reproduction supplies .....	1,184,000	1,159,802	24,198
VI. Library books, supplies and services .....	187,700	191,962	(4,262)
TOTAL	5,566,400	5,702,772	(136,372)

10.1 Of the total net deficit of \$136,372 under the section as a whole, \$92,992 related to net losses on exchange, a factor which could not be anticipated at the time the appropriations were approved and for which no provision was consequently made.

#### *Chapter I. Communications*

10.2 Of the total deficit of \$18,980 at Headquarters, \$14,225 relates directly to the Office of Public Information; the balance of \$4,755 to all other departments and offices. The additional expenditures incurred by the Office of Public Information resulted primarily from the fifth special session of the General Assembly, the crisis in the Middle East and the fifth emergency special session.

10.3 Approximately one half of the deficit of \$27,250 at Geneva occurred under the cables account, where actual expenses exceeded by some \$12,200 the level anticipated in the supplementary estimates. As in the case of the Office of Public Information at Headquarters, this is an area over which the Geneva Office can exercise only limited control. For example, 60 to 65 per cent of cable traffic charged to that Office relates to the relay of Headquarters traffic by commercial means. A further 20 per cent relates to the operations of personnel services, which involve massive recruitment of temporary assistance once the dates of meetings have finally been fixed, as well as recruitment on behalf of Headquarters. The volume of mail arising as a consequence of the heavy meetings programme in Geneva was also somewhat underestimated at the time of preparing the supplementary estimates, as, indeed, was the extent to which the telephone services had to be utilized and freight charges incurred as a result of the more circuitous ocean route followed for shipments to Africa and Asia after the closure of the Suez Canal.

10.4 Expenditures related to the forty-six information centres, showed a total deficit of \$11,950, or an average of \$260 per centre.

10.5 At ECAFE deficits in a total amount of \$7,090 arose under all accounts with the exception of postage. Since Bangkok is on the United Nations radio network, cables which must be relayed to other parts of Asia by commercial means are charged to the ECAFE account. As such ECAFE has only limited control over the volume of this cable traffic, which in 1967 exceeded the anticipated level. Substantially higher costs were also incurred for ocean freight charges following the closure of the Suez Canal and as a result of the unexpectedly large volume of documentation shipped to Australia in preparation for the 1968 session of ECAFE scheduled to be held there, to meetings held outside Bangkok and to newly established training institutes. Finally, higher telephone costs were incurred, largely because of the location in separate buildings of the secretariats of ECAFE, the Office of the Executive Agent for the Committee for Co-ordination of Investigations on the Lower Mekong Basin, and the Asian Industrial Development Council.

10.6 At ECA, the deficit was in the amount of \$20,980. Because of the Middle East crisis, the facilities of the United Nations radio network were not available to ECA between 5 June and 1 November 1967, thus necessitating the use of commercial telex service between Addis Ababa and Geneva at an additional average monthly cost of \$2,000. Also, commercial cable services were utilized to a greater degree than had been initially estimated, in order to secure the

fullest participation by Member States in the heavy programme of meetings. In addition, freight costs on supplies ordered from Europe or New York rose considerably owing to the closure of the Suez Canal.

10.7 At ECLA, there was an over-all surplus of some \$12,350 owing in part to the fact that an agreement was reached with the cable companies in Santiago, Chile, during the last quarter of the year to apply the government rate to cables dispatched to all destinations rather than to those dispatched to Headquarters only, and in part to a lower level of costs for telephone services than had been anticipated in the supplementary estimates. It may be noted that the United Nations radio network does not provide service to South America, hence all communications are transmitted via commercial means.

#### *Chapter II. Rental and maintenance of equipment*

10.8 A net surplus of \$37,570 arose under this chapter principally as a result of the lower level of expenditure at Headquarters for the rental of equipment for the International Computing Centre. Two factors contributed to this reduction. First, the number of required overtime hours proved to be less than had been estimated. Secondly, the 360/30 computer system, which was scheduled to replace the 1401 system in June, was not installed until late August. Rental charges for this more expensive system thus did not commence until some two months later than the time for which provisions had been made.

#### *Chapter III. Public information supplies and services*

10.9. The net deficit of \$12,743 under this chapter arises partially in respect of publications services, but, in the main, from higher costs for television supplies and services. In order to meet the steadily mounting requests from major television networks for colour coverage of important meetings, the General Assembly, at its twenty-second session, approved a supplementary appropriation for 1967 to purchase and install in time for the twenty-second session of the General Assembly a second colour camera, with related ancillary equipment. It was anticipated that supply requirements for the balance of the year could be met from within the existing appropriation under this chapter. Experience proved this not to be possible. It may be noted that the revised estimate of revenue of approximately \$502,000 was achieved, as compared to the initial estimate of \$353,500.

#### *Chapter IV. Other supplies and services*

10.10 The deficit of \$107,234 under this chapter related mainly to a net loss on exchange, amounting to \$92,992, resulting from exchange transactions in, and the devaluation of pounds sterling (\$66,941) and other currencies (\$26,051).

10.11 The balance of the deficit (\$14,242) was attributable in the main to considerable additional expenses (\$12,335) incurred at Headquarters in connexion with personnel recruitment, advertising in newspapers and professional publications in various parts of the world, and the arrangements for testing and examining 813 translator candidates in twenty-two countries.

#### *Chapter V. Office and internal reproduction supplies*

10.12 Unexpended balances at Geneva (\$17,052) and the regional economic commissions (\$9,183), offset by a deficit in respect of Headquarters, including the information centres and the United Nations Eco-

nomic and Social Office in Beirut (\$2,037), resulted in a total net surplus of \$24,198 under this chapter.

*Chapter VI. Library books, supplies and services*

10.13 Of the total deficit of \$4,262 in this chapter, the largest portion (\$2,949) occurred at Headquarters as a result of increased prices for publications.

*Section 11. Printing*

	<i>United States dollars</i>
Appropriation .....	1,820,900
Expenditures and obligations .....	1,820,959
Deficit .....	59

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
			<i>United States dollars</i>
I. Official records .....	1,027,700	1,064,601	(36,901)
II. Recurrent publications .....	831,600	840,893	(9,293)
III. Studies and reports .....	218,100	158,618	59,482
IV. Office of Public Information .....	108,500	120,410	(11,910)
V. Permanent Central Narcotics Board and Drug Supervisory Body .....	19,000	19,467	(467)
VI. Other contractual printing .....	81,000	106,956	(25,956)
VII. Deduction for internal reproduction .....	(465,000)	(489,986)	24,986
TOTAL	1,820,900	1,820,959	(59)

11.1 The expenditures under this section are kept under close and continuous review by the Publications Board. Thus, the Board meets at regular intervals to consider actual printing requirements as they arise during the financial year and, if required, determines the adjustments to be made among the various components of the programme, in order to keep commitments within the total level of the appropriation. As a result of the fifth emergency special session, additional requirements arose in respect of official records (\$36,901) and publications of the Office of Public Information (\$11,910). Furthermore, additional expenditures were incurred in respect of an increase in the page count of recurrent publications (\$9,293), and a larger number of reprints of volumes of the *Treaty Series* (\$25,956).

11.2 These increased expenditures were offset by substantial economies under chapter III (\$59,482) because certain studies and reports provided for under this chapter were not submitted in time for printing in 1967. Furthermore, the Reproduction Section of the Office of Conference Services was able to absorb a larger volume of the total contractual printing programme, resulting in an increase of \$24,986 in the deduction for internal printing under chapter VII.

PART IV. SPECIAL EXPENSES

*Section 12. Special expenses*

	<i>United States dollars</i>
Appropriation .....	9,132,200
Expenditures and obligations .....	9,111,706
Surplus .....	20,494

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
			<i>United States dollars</i>
I. United Nations Memorial Cemetery in Korea .....	90,000	84,796	5,204
II. United Nations International School, New York .....	48,900	48,900	—
III. International School, Geneva .....	30,000	30,000	—
IV. Special training programme for South West Africans .....	30,000	29,961	39
V. United Nations bond issue .....	8,717,500	8,717,461	39
VI. Special training programme for Territories under Portuguese Administration ...	70,000	70,022	(22)
VII. Triangular Fellowship Programme (Office of Public Information) .....	19,500	19,927	(427)
VIII. United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law	66,300	56,847	9,453
IX. Assistance in cases of natural disaster ...	60,000	53,792	6,208
TOTAL	9,132,200	9,111,706	20,494

12.1 There was an unexpended balance of \$20,494 under the section as a whole. The more important of the individual balances are described below.

*Chapter I. United Nations Memorial Cemetery in Korea*

12.2 The surplus under this chapter (\$5,204) resulted primarily from economies achieved in the con-

struction in the course of 1967 of an administration building and a utilities building on the premises.

*Chapter VIII. United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law*

12.3 The revised appropriation under this chapter (\$66,300) was intended to meet the following estimated requirements:

	<i>United States dollars</i>
The United Nations share of the costs of a regional training and refresher course, to be undertaken in conjunction with UNESCO (\$20,000 less voluntary contributions estimated at \$4,700) .....	15,300
Ten fellowships .....	36,000
Subvention to UNITAR to assist in the preparation of a survey relating to the codification and progressive development of international law ....	15,000
<b>TOTAL</b>	<b>66,300</b>

12.4 In its resolution 2099 (XX), which established this programme of assistance, the General Assembly requested the Secretary-General to publicize the programme and invited Member States, interested national and international institutions and organizations, and individuals to make voluntary contributions towards the financing of the programme. In his report<sup>13</sup> to the

<sup>13</sup> *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 90, document A/6816, paras. 70 and 71.

General Assembly at its twenty-second session, the Secretary-General stated that voluntary contributions pledged and received by 1 September 1967 amounted to \$11,883 and that this sum had been applied in 1967 towards meeting the United Nations share of the cost of the regional seminar financed jointly with UNESCO.

12.5 The additional voluntary contributions, together with reduced expenditures in respect of the fellowship programme and the subvention to UNITAR, have resulted in a surplus of \$9,453 under this chapter.

*Chapter IX. Assistance in cases of natural disaster*

12.6 The amount of \$60,000 appropriated under this chapter provided \$20,000 for each of the following projects:

- (a) The purchase and transportation of sanitary equipment to be used in temporary housing erected in the disaster area of the earthquake which struck Peru on 17 October 1966;
- (b) The purchase and transportation of irrigation pumps to replace those damaged by flooding in Syria; and
- (c) The costs of tents used to house victims following the severe earthquake in Turkey.

Actual expenditures for each of these purposes have been in the amount of \$15,487, \$18,387 and \$19,918, respectively, resulting in an unspent balance of \$6,208.

PART V. TECHNICAL PROGRAMMES

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
	<i>United States dollars</i>		
Section 13. Economic development, social activities, and public administration .....	6,105,000	6,104,916	84
Section 14. Human rights advisory services .....	220,000	219,986	14
Section 15. Narcotic drugs control .....	75,000	73,545	1,455
<b>TOTAL</b>	<b>6,400,000</b>	<b>6,398,447</b>	<b>1,553</b>

PART VI. SPECIAL MISSIONS AND RELATED ACTIVITIES

*Section 16. Special missions*

	<i>United States dollars</i>
Appropriation .....	4,529,200
Expenditures and obligations .....	4,500,864
Surplus .....	28,336

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
	<i>United States dollars</i>		
I. United Nations Truce Supervision Organization in Palestine .....	3,127,400	3,106,912	20,488
II. United Nations Military Observer Group in India and Pakistan .....	731,000	737,947	(6,947)
III. United Nations Representative for India and Pakistan .....	46,100	44,538	1,562
IV. United Nations Commission for the Unification and Rehabilitation of Korea .....	177,200	191,515	(14,315)
V. Office of the Special Representative of the Secretary-General in Amman .....	10,000	12,279	(2,279)
VI. Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples .....	122,000	126,073	(4,073)

Chapter	Appropriation	Expenditures and obligations	Surplus (deficit)
	<i>United States dollars</i>		
VII. United Nations Special Mission on Aden ..	52,300	53,443	(1,143)
VIII. United Nations Council and Commissioner for South West Africa .....	12,500	21,046	(8,546)
IX. Special Representative of the Secretary- General in Middle East .....	9,300	8,377	923
X. Special Committee on the Policies of <i>Apartheid</i> of the Government of the Re- public of South Africa .....	17,200	16,446	754
XI. Implementation of resolution 2 (XXIII) of the Commission on Human Rights and resolution 1216 (XLII) of the Economic and Social Council .....	174,400	145,593	28,807
XII. United Nations Middle East Mission .....	49,800	36,628	13,172
— Miscellaneous claims and adjustments in respect of prior years (missions and com- missions) .....	—	67 <sup>a</sup>	(67)
<b>TOTAL</b>	<b>4,529,200</b>	<b>4,500,864</b>	<b>28,336</b>

<sup>a</sup> Representative of the Secretary-General in the Dominican Republic.

16.1 An unexpended balance of \$28,336 remained under the section as a whole. The more significant of the variations in expenditures and obligations under individual chapters are described below.

*Chapter I. United Nations Truce Supervision Organization in Palestine*

16.2 The unspent balance of \$20,488 in the case of this mission resulted primarily from the late arrival in the area of a number of the additional military observers stationed in the Suez Canal sector under the Chief of Staff of UNTSO. Further savings were achieved in respect of travel and subsistence of staff, since at the time of the emergency situations in the area in June 1967 it was possible in certain cases to charge the evacuation travel of dependants to home leave under section 17.

*Chapter II. United Nations Military Observer Group in India and Pakistan*

16.3 The major portion of the deficit of \$6,947 under this chapter related to unforeseen costs for repair and replacement of parts for the radio installation at Karachi after storm damage late in 1967.

*Chapter IV. United Nations Commission for the Unification and Rehabilitation of Korea*

16.4 An unexpected number of local staff resignations with consequent indemnity payments resulted in a deficit of \$14,315.

*Chapter V. Office of the Special Representative of the Secretary-General in Amman*

16.5 In anticipation of the termination of this mission in December 1967, the Secretary-General, on the assumption that the administrative officer who had been left in charge of the mission would transfer to UNTSO, reduced by \$5,400 the supplementary estimates for 1967. In fact, it was decided to transfer him to Geneva. The additional travel and removal costs incurred for this purpose resulted in a deficit of \$2,279 for this mission.

*Chapter VI. Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples*

16.6 In the belief that all the costs of the Special Committee's visit to Africa had been recorded, the Secretary-General, in the supplementary estimates for 1967, indicated a reduction of \$78,000 in the requirements for this Committee. However, certain additional charges were reported in December 1967, resulting in a deficit of \$4,073.

*Chapter VIII. United Nations Council and Commissioner for South West Africa*

16.7 The appropriation provided for salaries and related allowances of the staff of the Acting Commissioner for South West Africa. The deficit of \$8,546 can be attributed to the fact that certain of these posts were filled at a higher level than had been provided for and that actual requirement for common staff costs in respect of specially recruited staff were higher than had been estimated.

*Chapter XI. Implementation of resolution 2 (XXIII) of the Commission on Human Rights and resolution 1216 (XLII) of the Economic and Social Council*

16.8 The unexpended balance of \$28,807 under this chapter was due primarily to the fact that, with the concurrence of the *Ad Hoc* Working Group of Experts established under resolution 2 (XXIII) of the Commission on Human Rights, it was decided to make its report available only in mimeographed form. A provision of \$15,000 had been included in the appropriation for the eventual printing of this document. Additionally, expenditures under general expenses were substantially less than anticipated.

*Chapter XII. United Nations Middle East Mission*

16.9 Expenditures under this chapter were reduced by \$13,172. In the first instance, the Special Representative and his staff departed for the area on 10 December 1967 rather than on 25 November as originally planned. Furthermore, the aircraft rented for the Special Representative's use did not become available until 15 December 1967.

## Section 17. United Nations Field Services

	<i>United States dollars</i>
Appropriation .....	2,051,000
Expenditures and obligations .....	2,076,958
Deficit .....	25,958

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
	<i>United States dollars</i>		
I. Established posts .....	1,310,700	1,310,893	(193)
II. Common staff costs .....	720,300	746,860	(26,560)
III. General expenses .....	20,000	19,205	795
TOTAL	2,051,000	2,076,958	(25,958)

17.1 The deficit of \$25,958 under this section occurred primarily under chapter II and was related to the emergency situation which prevailed in the Middle East through the second half of the year. A number of the field service staff, who were transferred to UNTSO following the dissolution of UNEF, were

entitled to home leave, resulting in additional expenditures for this purpose as a charge to the UNTSO rather than to the UNEF budget. Furthermore, as mentioned under section 16, chapter I (see para. 16.2 above), certain evacuation travel of dependants was commuted to advance home leave.

PART VII. OFFICE OF THE UNITED NATIONS  
HIGH COMMISSIONER FOR REFUGEESSection 18. Office of the United Nations High  
Commissioner for Refugees

	<i>United States dollars</i>
Appropriation .....	3,260,000
Expenditures and obligations .....	3,259,977
Surplus .....	23

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
	<i>United States dollars</i>		
I. Salaries and wages .....	2,330,000	2,315,439	14,561
II. Common staff costs .....	522,000	544,760	(22,760)
III. Travel of staff .....	162,000	157,605	4,395
IV. Public information activities .....	26,000	24,632	1,368
V. Hospitality .....	5,000	5,002	(2)
VI. Permanent equipment for field offices ...	19,000	20,546	(1,546)
VII. General expenses and supplies .....	187,000	184,783	2,217
VIII. Contractual printing .....	9,000	7,210	1,790
TOTAL	3,260,000	3,259,977	23

18.1 The only variation of any significance was the deficit of \$22,760 under chapter II. This was attributable to the higher incidence of assignments of staff to field offices in Africa, as well as a number of separations from the service of the Organization which were not foreseen at the time the supplementary estimates for 1967 were prepared.

## PART VIII. INTERNATIONAL COURT OF JUSTICE

## Section 19. International Court of Justice

	<i>United States dollars</i>
Appropriation .....	1,142,100
Expenditures and obligations .....	1,126,025
Surplus .....	16,075



<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
<i>United States dollars</i>			
I. Salaries and expenses of members of the Court .....	598,000	589,912	8,088
II. Salaries, wages and expenses of the Registry .....	449,550	434,469	15,081
III. Common services .....	87,050	87,862	(812)
IV. Permanent equipment .....	7,500	13,782	(6,282)
TOTAL	1,142,100	1,126,025	16,075

19.1 Under chapter I, there was an unexpended balance of \$8,088 as a result of the decease of a judge on pension.

19.2 Under chapter II, some \$15,000 remained

unspent owing to vacancies in the establishment at certain periods.

19.3 The deficit of some \$6,300 under chapter IV related to the installation of partitions to meet the urgent need for additional office space.

## PART IX. UNITED NATIONS CONFERENCE ON TRADE AND DEVELOPMENT

### Section 20. United Nations Conference on Trade and Development

Appropriation .....	<i>United States dollars</i> 7,227,000
Expenditures and obligations .....	6,661,692
Surplus .....	565,308

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
<i>United States dollars</i>			
I. Second session of the Conference .....	332,500	277,973	54,527
II. Sessions of expert and advisory bodies ..	65,000	28,987	36,013
<i>Secretariat of UNCTAD</i>			
III. Salaries and wages .....	2,941,600	2,815,118	126,482
IV. Common staff costs .....	739,500	711,511	27,989
V. Travel of staff .....	160,000	129,648	30,352
VI. Hospitality .....	10,000	8,011	1,989
VII. Permanent equipment .....	35,000	34,974	26
VIII. General expenses .....	305,800	295,263	10,537
IX. Printing .....	147,000	154,313	(7,313)
<i>Other offices of the United Nations providing services to UNCTAD</i>			
X. Salaries and wages .....	2,222,200	1,945,168	277,032
XI. Common staff costs .....	268,400	260,726	7,674
TOTAL	7,227,000	6,661,692	565,308

#### Chapter I. Second session of the Conference

20.1 The unexpended balance of \$54,527 under this chapter resulted in the main from the late submission of pre-conference documentation. Consequently, a large part of the translation and reproduction work had to be completed early in 1968 and charged to the budget for that year.

#### Chapter II. Sessions of expert and advisory bodies

20.2 The unspent balance of \$36,013 under this chapter was due to the fact that sessions of the Advisory Committee to the Board and to the Committee on Commodities and the intergovernmental advisory group

on trade promotion, scheduled for late 1967, were postponed until 1968.

#### Secretariat of UNCTAD

#### Chapter III. Salaries and wages

20.3 The surplus of \$126,482 under this chapter related mainly to reduced expenditures in respect of established posts as a result of the vacancy situation for 1967, which encompassed 246 man-months or the equivalent of some 20 posts.

20.4 The following table indicates, for each of the substantive divisions of UNCTAD, the extent to which the work programme for 1967 was implemented as planned.

## 1967 WORK PROGRAMME

Title of project	Professional man-months <sup>a</sup>		Progress in 1967
	Programmed	Performed	
<b>I. RESEARCH DIVISION</b>			
1. Multilateral world trade model .....	6	—	Project was dropped, since it was not feasible to complete it with available resources in time for the second session of the Conference
2. Quantitative analysis of trade barriers and patterns of tariff preferences .....	12	12	Issued as TD/6/Supp.2* and 4* and as Research Memorandum No. 13/4 (internal)
3. Comparative advantage of developing countries .....	22	16	Issued as TD/40.* Assignment of an additional staff member to this project during the latter half of 1967 proved unfeasible for lack of resources
4. Patterns of trade in food and basic commodities .....	2	18	Issued as TD/55.* A substantial portion of the Division's resources was diverted to this project after the fifth session of the Trade and Development Board had voted to insert the world food problem into the agenda for the second session of the Conference
5. Trade among developing countries .....	10	10	Issued as TD/15/Supp.5*
6. Implementation report: trends in international trade .....	12	25	Issued as TD/5*
7. Implementation report: trends in development .....	16		
8. Depressed areas .....	24	13	Issued as Research Memo. No. 23 (internal). Scope of project reduced because of diversion of resources to the related project (item 13 below), and a decision not to present a paper on this subject to the second session of the Conference
9. Typology of developing countries .....	24	19	Issued as TD/12/Supp.1.* Scope of project reduced owing to changes in personnel and delays in recruitment
10. Preparation of the statistical handbook of international trade statistics .....	4	4	Issued as TD/Stat/1
11. Other statistical work .....	10	10	"Commodity classifications of USSR trade with developing countries" (Research Memo. No. 15) and statistical support to other projects within and outside Research Division
12. Impact of economic groupings on trade of developing countries .....	—	3	Issued as Research Memo. No. 17 (internal). Undertaken at request of the Secretary-General of UNCTAD for his guidance in the preparation of his report (TD/3)* to the second session of the Conference
13. Problem of regional integration among developing countries: distribution of gains and losses .....	—	4	Issued as Research Memo No. 20 (internal). This study grew out of the project on "Depressed areas" (item 8 above), which consumed correspondingly fewer man-months
<i>Supervision and administration</i> .....	50	32	By reducing administrative work to a minimum, a substantial portion of the Division's resources originally earmarked for this purpose were devoted to actual research
<i>Vacant posts</i> .....		26	
<b>TOTAL</b> .....	<b>192</b>	<b>192</b>	
<b>II. TRADE POLICIES DIVISION</b>			
1. Review of developments in international trade policies .....	49	26	Issued as TD/5/Add.1, TD/6* and supplements.* Concentration on projects for the second session of the Conference led to postponement of other studies and hence reduction in time originally planned
2. Special preferential arrangements .....	34	60	Issued as TD/16* and TD/16/Supp.1* and Add.1.* Originally planned as general study but, as more specific studies were required for UNCTAD, time originally planned had to be doubled

\* Reference indications for documents marked with an asterisk may be found in the check list of documents in: *Proceedings of the United Nations Conference on Trade and Development, Second Session*, vol. I and Corr.1 and Add.1: *Report and*

*Annexes* (United Nations publication, Sales No.: E.68.II.D.14), annex X.

<sup>a</sup> Established posts only.

Title of project	Professional man-months <sup>a</sup>		Progress in 1967
	Programmed	Performed	
3. Trade expansion and integration among developing countries .....	12	16	Professional outposted to ECA secretariat. Work on UNCTAD participation in trade negotiations among developing countries within GATT framework
4. Special measures in favour of the least developed countries .....	13	20	TD/17* and Supp.1.* Additional work arising from Algiers Conference
5. Impact of regional economic groupings of developed countries .....	12	—	Study abandoned
<i>Supervision and administration</i>	24	10	In view of work-load, more time spent on substantive studies
<i>Vacant posts</i>		12	
	—	—	
TOTAL	144	144	
III. COMMODITIES DIVISION			
1. Projections and quantitative analysis ....	22	14	Issued as UNCTAD/CD/Misc.18 and TD/B/C.1/L.17. Difficulty in recruitment led to postponement of certain projects
2. Commodity survey .....	28	18	Issued as TD/B/C.1/23 and TD/B/C.1/46 and Add.1. Replacement by calculators from other organizations
3. Individual commodity trends .....	60	50	Issued as TD/9,* TD/39,* TD/RUBBER/EM/R.2, and R.4
4. Development of an international commodity policy .....	38	36	Issued as TD/8* and Supp.1*
5. Buffer stocks .....	12	12	Issued as TD/B/C.1/29 and UNCTAD/CD/Misc.13
6. Multilateral food aid .....	8	3	Paper for second session of Conference prepared by FAO
7. Diversification .....	8	8	Issued as TD/8/Supp.1* and TD/B/C.1/36
8. Problems of synthetics and substitutes ...	12	12	Issued as TD/27* and TD/B/C.1/28
9. Trade liberalization in primary commodities .....	30	24	Issued as D/11* and Supp.1* and 2,* TD/B/C.1/32. Reduction in scope and study owing to return of officer to own government service
10. Expansion of trade in developing countries .....	16	16	Issued as TD/B/C.1/27
11. Promotion of trade in primary products	14	3	Issued as TD/B/C.1/34. Work delayed in view of urgency of other work
12. Formulation of a general agreement on commodity arrangements .....	6	6	Issued as TD/30*
13. Co-ordination of the work of other commodity organizations in the commodity field .....	14	10	Issued as TD/B/C.1/31
14. Current reviews of commodity developments and market situation .....	14	6	Issued as TD/B/C.1/30. Publication on regular basis not undertaken because of pressure of preparation for second session of the Conference
15. Intergovernmental consultations and actions on particular commodities and groups of commodities .....	24	24	Issued as TD/RUBBER/EM/R.7
<i>Supervision and administration</i>	6	6	
<i>Vacant posts</i>		64	
	—	—	
TOTAL	312	312	
IV. MANUFACTURES DIVISION			
1. Preferential or free entry of exports of manufactures and semi-manufactures of developing to developed countries ... ..	15	20	Issued as TD/B/C.2/AC.1/7, TD/12* and Supp.2,* TD/19* and Supp.1* and 2*
2. Liberalization of tariff and non-tariff barriers in the expansion of trade in manufactures and semi-manufactures of export interest to developing countries .....	25	25	Issued as TD/B/C.2/25, 26, 27 and 36; and TD/20* and Supp.1,* 3* and 4*
3. World supply and demand of manufactures and semi-manufactures of developing countries ... ..	40	27	Issued as TD/B/C.2/24 and 30

Title of project	Professional man-months <sup>a</sup>		Progress in 1967
	Programmed	Performed	
4. Studies of sectors of industry with an export interest to the developing countries	18	18	Issued as TD/B/C.2/22, 28, 33, 34, 35, 39, 40, 42 and 45
5. Promotion, expansion and diversification of exports of manufactures and semi-manufactures from developing countries	40	16	Issued as TD/21* and Supp.1*, TD/B/C.2/16, 17, 19 and Add.1 and 2, TD/B/C.2/21, 32, 41, 43 and 44
<i>Items 4 and 5: work inter-linked</i>			
<i>General direction and supervision</i>	24	20	
<i>Vacant posts</i>		18	
	TOTAL	144	
	144	144	
V. DIVISION FOR INVISIBLES			
(a) <i>Shipping Branch</i>			
1. Establishment of national and regional consultation machinery	12	6	Issued as TD/B/C.4/20/Rev.1. Completed in advance of schedule
2. Level and structure of freight rates	42	29	Shortfall in man-months owing to delays in recruitment
3. Conference practices and adequacy of shipping services	12	9	Slight delay in starting project
4. Improvement of port operations and connected facilities	30	30	
5. Establishment or expansion of merchant marines in developing countries	24	30	Issued as TD/26/Supp.1*
6. Review of current and long-term aspects of maritime transport	2	2	Issued as TD/31* and Add.1*
7. Containerization	6	2	Issued as TD/B/C.4/34
8. Seminars on shipping economics	—	—	
9. Other questions (reporting on activities or other institutions, co-ordination and statistics)	4	2	
— <sup>b</sup> International legislation on shipping	—	—	Background paper (TD/32)* prepared for second session of Conference following Board decision to include this item in Conference agenda
<i>Vacant posts</i>		30	All posts filled by end of 1967. This figure represents man-months unused in the earlier part of the year while recruitment was under way
(b) <i>Insurance Branch</i>			
10. Reinsurance	16	16	
11. Investment policy of insurance and reinsurance institutions	4	—	
12. Development of national insurance and reinsurance markets	9	4	
13. Insurance and reinsurance legislation and supervision	9	8	
14. Marine insurance	4	—	
15. Statistics	6	—	
<i>Vacant posts</i>		16	Post of Chief of Insurance Branch vacant from 1 May 1967. Will be filled again as from June 1968
(c) <i>Tourism Branch</i>			
16. Policies for development of tourist potential	20	7	
17. The prospective growth of world travel	8	—	
18. Statistics	4	3	
19. Consultation, co-operation and co-ordination with other bodies and organizations	4	2	
<i>Vacant posts</i>		20	Post of Chief of Tourism Branch vacant throughout 1967. Will be filled as from June 1968
(d) <i>Other projects</i>			
20. Cost of transfer of technology	—	—	Issued as TD/28*
21. Statistics of international services transactions	—	—	
<i>General administration</i>	12	12	
	TOTAL	228	
	228	228	

<sup>b</sup> This project is not on the work programme of the Division.

Title of project	Professional man-months*		Progress in 1967
	Programmed	Performed	
<b>VI. DIVISION FOR TRADE WITH SOCIALIST COUNTRIES</b>			
1. Trade relations between countries having different economic and social systems . . . .	41	41	Issued as TD/18;* TD/B/128 and Add.1, 2 and 3; TD/B/129 and 130
2. Implementation report . . . . .	12	12	Contribution dealing with work of Division to main implementation report issued as TD/5* and Add.1
3. Problems of trade between countries having different economic and social systems	—	—	
4. Measures to be taken by the socialist countries of Eastern Europe for promoting imports of manufactures and semi-manufactures from developing countries . . . . .	6	6	Issued as TD/B/C.2/21, produced jointly with the Division for Manufactures
5. Long-term agreements in trade with socialist countries . . . . .	16	4	Assisting in production of TD/18/Supp.2,* prepared by consultant
6. New forms of economic and technical co-operation between the socialist and the developing countries . . . . .	—	—	
<i>General administration</i> (including inter-divisional co-ordination and reporting)	9	9	
<i>Vacant posts</i>		12	
TOTAL	84	84	
<b>VII. NEW YORK LIAISON OFFICE</b>			
1. Growth and Development Finance . . . . .	12	9	Issued as TD/7/Supp.1*
Mobilization of internal resources by developing countries . . . . .	7	7	Issued as TD/7/Supp.2*
2. Measures for improving the terms of aid and conditions of aid . . . . .	10	7	Issued as TD/7/Supp.3*
3. The debt services burden . . . . .	9	6	Issued as TD/7/Supp.5*
4. Supplementary financial measures . . . . .	3	3	Issued as TD/33*
5. Compensatory financing . . . . .	1	1	Issued as TD/7/Supp.6*
6. International monetary issues . . . . .	9	6	Issued as TD/7/Supp.7*
7. Financing and regional development . . . . .	1	1	Issued as TD/15/Supp.2* and 4*
8. Study of least developed countries . . . . .	6	6	Issued as TD/7/Supp.1,* and some of the country studies supporting TD/34.* An integrated research project is visualized for 1968
9. Implementation report: finance for trade	5	5	Issued as TD/5* and Add.1
0. Capital requirements and domestic performance of developing countries . . . .	131	111	Issued as TD/34/Supp.1* and Add.1,* and supporting country studies: TD/B/C.3/Misc.1-9 and TD/II/C.3/Misc.10-18
1. Growth and development finance in least developed countries . . . . .	4	4	Results incorporated in TD/7* and supplements*
2. Saving performance of developing countries . . . . .	2	2	Issued as TD/7/Supp.2*
3. Global estimates of capital requirements of developing countries . . . . .		7	Issued as TD/34* and Supp.1*
<i>Supervision and administration</i>	33	18	
<i>Vacant posts</i>		48	
TOTAL	240	240	

#### Chapter IV. Common staff costs

20.5 The surplus of \$27,989 under this chapter is closely related to the reduced expenditures in respect of established posts.

#### Chapter V. Travel of staff

20.6 Under this chapter, the unexpended balance of 30,352 is related to the vacancy situation as well as to a curtailment of travel resulting from the fact that

the secretariat of UNCTAD was fully occupied with the preparation for the second session of the Conference.

#### Chapter VIII. General expenses

20.7 The surplus of \$10,537 under this chapter resulted from reduced requirements for internal reproduction supplies.

#### Chapter IX. Printing

20.8 A deficit of \$7,313 occurred under this chapter as a result of the fact that a number of publications in

the 1966 printing programme could not be completed until 1967.

Other offices of the United Nations providing services to UNCTAD

*Chapter X. Salaries and wages*

20.9 The major portion of the surplus of \$277,032

under this chapter relates to reduced requirements for temporary assistance for meetings, partly as a result of variations in the meetings programme, but, more importantly, because the averages used initially for purposes of costing temporary assistance requirements resulted in over-budgeting. The costing method has since been revised in the light of the experience gained.

PART X. UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

*Section 21. United Nations Industrial Development Organization*

	<i>United States dollars</i>
Appropriation .....	6,330,000
Expenditures and obligations .....	5,683,538
Surplus .....	646,462

<i>Chapter</i>	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
<i>United States dollars</i>			
I. First session of the Industrial Development Board and meetings of its subsidiary organs	122,000	124,344	(2,344)
II. Meetings of expert and advisory bodies ...	80,000	60,831	19,169
III. Salaries and wages .....	2,185,000	2,201,383	(16,383)
IV. Common staff costs and travel on home leave .....	484,000	451,387	32,613
V. Travel of staff on official business .....	87,500	101,102	(13,602)
VI. Payments under annex I, paragraphs 2 and 3 of the Staff Regulations; hospitality .....	6,000	5,999	1
VII. Permanent equipment .....	40,000	21,994	18,006
VIII. Maintenance, operation and rental of premises <sup>a</sup> .....	—	—	—
IX. General expenses .....	200,000	200,883	(883)
X. Publications programme .....	137,000	69,187	67,813
XI. International Symposium on Industrial Development .....	586,500	537,056	49,444
XII. Provision for expenses in connexion with the move of the secretariat of UNIDO to Vienna .....	1,840,000	1,337,269	502,731
XIII. Special provision for requirements of additional staff services .....	562,000	572,103	(10,103)
<b>TOTAL</b>	<b>6,330,000</b>	<b>5,683,538</b>	<b>646,462</b>

<sup>a</sup> As an exception for 1967 only, requirements under this heading were provided for under chapter XII.

21.1 The rather significant unexpended balance in the amount of \$464,462 which remained under this section at the year-end is explained by the difficulty of forecasting with any degree of precision the numerous problems attendant upon the creation of UNIDO as an organ of the General Assembly, and the transfer, during the latter half of 1967, of its staff and services to a new headquarters location in Vienna.

21.2 In his report on the supplementary estimates for the year 1967, the Secretary-General had already indicated that

“... the actual level of expenditure will be directly affected by a number of factors, mainly: the number of staff actually transferred to Vienna during 1967, and the speed with which it will be possible to recruit the staff required to fill new posts and vacancies in the existing establishment.”<sup>14</sup>

<sup>14</sup> *Ibid.*, agenda item 73, document A/6810, para. 21.20.

21.3 These factors not only had a direct bearing upon the speed with which the various supporting services could be set up in Vienna, but they also affected to considerable extent the programme of work of UNIDO. The International Symposium on Industrial Development, which met in Athens in November-December 1967, put a further strain on the resources of UNIDO at the time of the transfer of its services to Vienna and added to the disruptions caused by this transfer.

21.4 The time involved in the recruitment of staff clearly exceeded that which the Secretary-General had anticipated. As at 31 December, 84 Professional posts in the substantive divisions and 23 Professional posts in the administrative services remained unfilled. This resulted directly in corresponding savings in salaries and allowances, as well as in the amounts of expenditure incurred for travel on transfer, removal and installation of the staff. On the other hand, it necessitated a considerable expenditure for travel on official business

and subsistence payments, as staff on temporary assignment had to cover vital functions, both in Vienna and in New York, for considerable periods of time. The recruitment situation further caused delays in the establishment of the various administrative services in Vienna and the recruitment of local staff, and indirectly affected the procurement of equipment and furniture.

21.5 Obligations and expenditures under chapters XII and XIII, which provided for the additional cost arising from the establishment of UNIDO and its move to Vienna, amounted to \$1,909,372 as compared with a total revised appropriation of \$2,402,000. The following table gives a breakdown of estimates and obligations under the various items of expenditure charged to those two chapters:

	<i>Appropriation</i>	<i>Expenditures and obligations</i>	<i>Surplus (deficit)</i>
	<i>United States dollars</i>		
Salaries and common staff costs .....	1,200,000	868,625	331,375
Travel on transfer .....	190,000	130,546	59,454
Removal costs .....	270,000	220,318	49,682
Installation allowance .....	458,000	274,313	183,687
Permanent equipment .....	254,000	281,272	(27,272)
Rental and maintenance of premises .....	30,000	62,602	(32,602)
Travel and subsistence expenses .....	—	71,696	(71,696)
<b>TOTAL</b>	<b>2,402,000</b>	<b>1,909,372</b>	<b>492,628</b>

21.6 The disappointing pace of recruitment and the unavoidable disruption caused by the move from New York to Vienna had an unfavourable effect on the work programme and led to savings in the accounts directly

affected by the substantive work of UNIDO, that is, chapter II (\$19,169), and chapter X (\$67,813).

21.7 Savings of \$49,444 under chapter XI relate to preparatory work for the Symposium.

### *Estimates of income*

	<i>Approved estimate</i>	<i>Actual income</i>	<i>Increase (decrease)</i>
	<i>United States dollars</i>		
<b>PART I. INCOME FROM STAFF ASSESSMENT</b>			
<i>Income section 1. Staff assessment income</i> .....	13,472,800	13,654,517	181,717
<b>TOTAL, PART I</b>	<b>13,472,800</b>	<b>13,654,517</b>	<b>181,717</b>
<b>PART II. OTHER INCOME</b>			
<i>Income section 2. Funds provided from extra-budgetary accounts</i>			
I. Technical Assistance Component of the United Nations Development Programme: contribution towards administrative and operational services costs of the United Nations as a participating organization ....	1,574,600	1,574,620	20
II. Voluntary funds for the programme of the United Nations High Commissioner for Refugees .....	440,000	412,400	(27,600)
III. United Nations Joint Staff Pension Fund ..	387,344	361,933	(25,411)
<b>TOTAL, income section 2</b>	<b>2,401,944</b>	<b>2,348,953</b>	<b>(52,991)</b>
<i>Income section 3. General income</i>			
(i) Rental income .....	256,500	282,565	26,065
(ii) Reimbursement for staff services furnished to specialized agencies and others .....	676,700	718,853	42,153
(iii) Bank interest .....	30,000	30,028	28
(iv) Sale of used equipment .....	90,000	51,219	(38,781)
(v) Refund of prior years' expenditure .....	125,000	128,983	3,983
(vi) Contribution from non-member States ...	933,000	886,373	(46,627)
(vii) Television and similar services .....	502,000	500,088	(1,912)
(viii) Miscellaneous income .....	90,000	78,391	(11,609)
(ix) Reimbursement for part of the construction costs of the United Nations building at Santiago, Chile .....	120,000	—	(120,000)
<b>TOTAL, income section 3</b>	<b>2,823,200</b>	<b>2,676,500</b>	<b>(146,700)</b>

	<i>Approved estimate</i>	<i>Actual income</i>	<i>Increase (decrease)</i>
<i>United States dollars</i>			
<i>Income section 4. Sale of United Nations postage stamps (United Nations Postal Administration) .....</i>	2,500,000	2,600,010	100,010
<i>Income section 5. Sale of publications .....</i>	657,650	478,898	(178,752)
<i>Income section 6. Service to visitors and catering services .....</i>	797,300	828,852	31,552
TOTAL, PART II	<u>9,180,094</u>	<u>8,933,213</u>	<u>(246,881)</u>

1. Under part I, actual income from staff assessment for credit to the Tax Equalization Fund, established by General Assembly resolution 973 (X) of 15 December 1955, amounted to \$13,654,517, representing an increase of \$181,717 over the approved estimate. Under part II, total income from all other sources amounted to \$8,933,213, representing a decrease of \$246,881 in the total approved estimate. Details concerning the more significant variations between the approved estimates and actual receipts are given below.

*Income section 2. Funds provided from extra-budgetary accounts*

2. The grant-in-aid paid to the United Nations from the voluntary funds of the United Nations High Commissioner for Refugees, calculated at the agreed rate of 10 per cent of the actual commitments for the High Commissioner's current programme in 1967, excluding commitments for administrative expenditure covered directly by that programme, was \$27,600 less than had been estimated. Actual committed funds under the current programme for 1967 totalled \$4,124,000 rather than \$4,400,000.

3. The United Nations Joint Staff Pension Fund reimburses the United Nations on the basis of an agreed formula applied to actual expenses incurred by the Organization in serving the Fund. This reimbursement was \$25,411 less than had been estimated, attributable mainly to reduced costs for contractual consultant services.

*Income section 3. General income*

4. Income from the rental of office space at Headquarters and at the Office of the United Nations at Geneva exceeded the approved estimate by \$15,165. At Headquarters, the extensive use of the garage, particularly for storage and for delegation night parking, resulted in a further increase of \$10,900.

5. Total net revenue in the form of reimbursement in respect of staff and services furnished to specialized agencies and others exceeded the approved estimate by \$42,153.

6. The income from the sale of used equipment was \$38,781 less than the estimate and may be attributed, in part, to the material losses sustained by the United Nations Truce Supervision Organization in Palestine as a result of the events of June 1967, and to a modification of the equipment replacement programme at ECLA owing to a reduction in the approved allotment for the purchase of equipment under section 8, and to the delayed sale of two surplus vehicles, the proceeds of which will be credited to the budget for 1968 rather than 1967.

7. The contributions from non-member States which participate in certain of the activities of the Organization were \$46,627 less than estimated as a result of reduced level of expenditure under section 20.

8. Income from miscellaneous sources at all office was \$11,609 less than had been estimated.

9. Finally, the third annual instalment to be paid by the Government of Chile towards the cost of completing the construction of the United Nations building at Santiago, Chile, estimated at \$120,000, had not been received at the time of closing the accounts at year end. This payment, together with the fourth instalment will be reflected in the revenue for 1968.

*Income section 4. Sale of United Nations postage stamps (United Nations Postal Administration)*

10. The revenue derived from the sale of stamp exceeded by a substantial margin (\$100,010) the earlier expectations of the United Nations Postal Administration. Certain commemorative issues in 1967 had wide public appeal, resulting in greatly increased gross sales. In addition, the Canadian postal authorities permitted the United Nations Postal Administration to operate a post office at EXPO '67, Montreal, using five United Nations stamp issues for this purpose.

*Income section 5. Sale of publications*

11. Actual income from the sale of publications was affected by new accounting and shipping procedures which were adopted in 1967. Prior to 1967, the credit to income at the year-end was based upon the full potential sales value of publications shipped to sales agents. This procedure tended to overstate the actual potential receipts in any given year, since it did not take into consideration such factors as uncollectable accounts and returned stock. In addition, it was found that there had been considerable over-shipping of publications to agents, with the result that total billings were substantially higher than potential cash returns. After a re-appraisal of this procedure, it was decided that, with effect from 1 January 1967, billings for delivered publications would be considered as income only at the time of collection in cash, and not at the time invoices are raised. Calculated on this basis, the total actual income for 1967 from the sale of publications, including the Bookshop, was \$478,898, or \$178,752 less than the estimate.

*Income section 6. Services to visitors and catering services*

12. The total net increase of \$31,552 under this section resulted from the following factors:

(a) Receipts of the Souvenir Shop exceeded the approved estimate by some \$53,800;



(b) Although the gross operating profit of the Gift Centre was approximately in the estimated amount, the deductions in respect of operating costs for salaries and other expenses exceeded expectations by some \$13,000;

(c) The catering services sustained a loss of \$11,923 due entirely to rising costs of labour and food;

(d) At the United Nations office at Geneva, the estimate for the guided tours was exceeded by \$2,700 and may be attributed to an increase in the fee for adults effective 1 August 1967.

## ANNEX

## Total expenditures and obligations as at 31 December 1967 compared to appropriations for the financial year 1967

Section	Initial appropriation <sup>a</sup>	Increase or (decrease) resulting from supplementary estimates	Final appropriations <sup>b</sup>	Total expenditures and obligations	Surplus (deficit)	Proposed transfers	Final balance
<i>United States dollars</i>							
1. Travel and other expenses of representatives, members of commissions, committees and other subsidiary bodies . . . . .	1,241,750	19,450	1,261,200	1,209,748	51,452	—	51,452
2. Special meetings and conferences . . . . .	1,818,150	(173,880)	1,644,270	1,493,039	151,231	(136,431)	14,800
3. Salaries and wages . . . . .	57,046,500	239,500	57,286,000	57,221,270	64,730	—	64,730
4. Common staff costs . . . . .	13,572,700	(115,700)	13,457,000	13,363,429	93,571	—	93,571
5. Travel of staff . . . . .	2,011,630	96,000	2,107,630	2,002,149	105,481	(10,152)	95,329
6. Payments under annex I, paragraphs 2 and 3 of the Staff Regulations; hospitality . . . . .	121,000	—	121,000	131,152	(10,152)	10,152	—
7. Building and improvements to premises . . . . .	4,930,700	(2,000)	4,928,700	4,917,092	11,608	—	11,608
8. Permanent equipment . . . . .	633,900	90,000	723,900	722,893	1,007	—	1,007
9. Maintenance, operation and rental of premises . . . . .	4,000,500	95,000	4,095,500	4,083,103	12,397	—	12,397
10. General expenses . . . . .	5,122,900	443,500	5,566,400	5,702,772	(136,372)	136,372	—
11. Printing . . . . .	1,835,900	(15,000)	1,820,900	1,820,959	(59)	59	—
12. Special expenses . . . . .	9,072,200	60,000	9,132,200	9,111,706	20,494	—	20,494
13. Economic development, social development and public administration . . . . .	6,105,000	—	6,105,000	6,104,916	84	—	84
14. Human rights advisory services . . . . .	220,000	—	220,000	219,986	14	—	14
15. Narcotic drugs control . . . . .	75,000	—	75,000	73,545	1,455	—	1,455
16. Special missions . . . . .	3,163,000	1,366,200	4,529,200	4,500,864	28,336	(25,958)	2,378
17. United Nations Field Service . . . . .	1,824,000	227,000	2,051,000	2,076,958	(25,958)	25,958	—
18. Office of the United Nations High Commissioner for Refugees . . . . .	3,233,000	27,000	3,260,000	3,259,977	23	—	23
19. International Court of Justice . . . . .	1,149,900	(7,800)	1,142,100	1,126,025	16,075	—	16,075
20. United Nations Conference on Trade and Development . . . . .	7,407,000	(180,000)	7,227,000	6,661,692	565,308	—	565,308
21. United Nations Industrial Development Organization . . . . .	5,729,500	600,500	6,330,000	5,683,538	646,462	—	646,462
<b>TOTAL</b>	<b>130,314,230</b>	<b>2,769,770</b>	<b>133,084,000</b>	<b>131,486,813</b>	<b>1,597,187</b>	<b>—</b>	<b>1,597,187</b>

<sup>a</sup> See General Assembly resolution 2242 A (XXI).

<sup>b</sup> See General Assembly resolution 2362 A (XXII).



**Agenda item 73:\* Supplementary estimates for financial year 1968\*\***

**CONTENTS**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
A/7242	Report of the Secretary-General . . . . .	1
A/7258	Report of the Advisory Committee on Administrative and Budgetary Questions . . . . .	25
A/7466	Report of the Fifth Committee . . . . .	34
<b>Action taken by the General Assembly . . . . .</b>		<b>34</b>
<b>Check list of documents . . . . .</b>		<b>34</b>

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Fifth Committee*, 235th to 1239th and 1294th meetings; and *ibid., Plenary Meetings*, 1752nd meeting.

\*\* Since 1962, the question of supplementary estimates has been discussed by the General Assembly at the following sessions: eventeenth session (agenda item 61), eighteenth session (agenda item 57), twentieth session (agenda item 75), twenty-first session (agenda item 73), twenty-second session (agenda item 73).

**Abbreviations**

ECA	Economic Commission for Africa
ECAFE	Economic Commission for Asia and the Far East
ECLA	Economic Commission for Latin America
GATT	General Agreement on Tariffs and Trade
IAEA	International Atomic Energy Agency
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization

**DOCUMENT A/7242**

**Report of the Secretary-General**

[*Original text: English*]  
[3 October 1968]

1. The General Assembly, by resolution 2363 (XXII), of 19 December 1967, voted appropriations for the financial year 1968 in a total amount of \$140,430,950. The present revised estimates cover requirements totalling \$142,057,750, representing an increase of \$1,626,800.

2. Estimated income other than income from staff assessment, approved at \$9,014,300, is now estimated at \$9,197,000, an increase of \$182,700; estimated income from staff assessment, approved at \$14,620,700, now anticipated to reach \$14,753,000, an increase of \$132,300.

3. Accordingly, the net increase to be covered by means of assessment of additional contributions by Member States is in the amount of \$1,311,800.

4. Additional commitments which have been entered into initially under the terms and conditions laid down in General Assembly resolution 2364 (XXII), of 19 December 1967, on unforeseen and extraordinary expenses for the financial year 1968, or in accordance with the provisions of General Assembly resolution 2034 (XX), of 7 December 1965, relating to United Nations assistance in cases of natural disaster, are in the amount of \$462,100 as follows:

United States dollars

(a) <i>Expenses incurred under paragraph 1 of resolution 2364 (XXII) with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions:</i>			
<i>Section 3, chapter II</i>			
Fees and travel costs of the Special Rapporteur on <i>Apartheid</i> appointed by the Commission on Human Rights; costs of consultants assisting him in the performance of his duties; and contractual translation and typing related to the preparation of the Special Rapporteur's report to the Commission at its twenty-fifth session . . . . .		24,700	
<i>Section 8, chapter IV</i>			
Procurement of colour television equipment . . . . .		159,000	
<i>Section 10, chapter III</i>			
Publication of a pamphlet, in six languages, containing a summary of the first report of the Special Rapporteur on <i>Apartheid</i> . . . . .		12,000	
<i>Section 17, chapter V</i>			
Activities during 1968 of the <i>Ad Hoc</i> Working Group of Experts established under resolution 2 (XXIII) of the Commission on Human Rights . . . . .	98,000		
<i>Section 17, chapter VIII</i>			
Visit of the United Nations Council for Namibia to the area . . . . .	39,400	137,400	333,100
(b) <i>Expenses relating to the maintenance of peace and security incurred under the authority granted to the Secretary-General in paragraph 1 (a) of resolution 2364 (XXII):</i>			
<i>Section 17, chapter VI</i>			
United Nations Middle East Mission . . . . .			93,000
(c) <i>Expenses incurred under paragraph 1 (b) (i) of resolution 2364 (XXII):</i>			
<i>Section 19, chapter I</i>			
<i>Ad hoc</i> judges . . . . .			16,000
(d) <i>Expenses incurred under the terms of resolution 2034 (XX) on assistance in cases of natural disaster:</i>			
<i>Section 12, chapter XI</i>			
Assistance in cases of natural disaster . . . . .			20,000
			462,100
TOTAL			

5. There follows a detailed presentation, section by section, of the net revised credits required for 1968, after taking into account further increases of an unavoidable nature which have since become apparent, as well as the unexpended balances which are anticipated under various other headings. The revised estimates of income are dealt with similarly under each of the income sections. The necessary draft resolutions are to be found in the annex to the present document.

### A. Expenditure estimates

#### PART I. SESSIONS OF THE GENERAL ASSEMBLY, THE COUNCILS, COMMISSIONS AND COMMITTEES; SPECIAL MEETINGS AND CONFERENCES

##### *Section 1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies*

	<i>United States dollars</i>
Appropriation . . . . .	1,270,700
Revised estimate . . . . .	1,270,700

Chapter	Appropriation	Revised estimate	Increase or (decrease)
<i>United States dollars</i>			
I. The General Assembly, commissions and committees .....	944,500	964,350	19,850
II. The Security Council, commissions and committees .....	—	—	—
III. The Economic and Social Council, commissions and committees .....	277,100	261,500	(15,600)
IV. The Trusteeship Council, commissions and committees .....	41,000	35,750	(5,250)
V. Administrative advisory bodies .....	8,100	9,100	1,000
TOTAL	1,270,700	1,270,000	—

1.1 Subject to some relatively minor transfers of credits between the various chapters, it is expected that the total requirements under this section can be kept within the level of the appropriation for the section as a whole. Under chapter I the expenses related to the Board of Auditors are expected to exceed by some \$38,950 the funds available for this purpose. This increase relates mainly to expenditures to be incurred as a consequence of the change in the composition of the Board on 1 July 1968, necessitating a more extensive interim audit of the 1968 accounts than had provisionally been envisaged. Furthermore, to give effect to the recommendation of the *Ad Hoc* Committee to Examine the Finances of the United Nations and the Specialized Agencies that the external auditors should make observations in the administrative and management field, a supplementary credit of \$10,000 is required for 1968 to cover such additional activities.

1.2 The additional requirements referred to in the preceding paragraph will be partially offset by a decrease of some \$16,300 in the cost of the session of the International Law Commission held earlier this year at Geneva. That decrease resulted from the fact that not all members attended the meetings for the full

period of the session; furthermore, only 4 rapporteurs submitted special reports, whereas the original appropriation provided for 5 such reports.

1.3 Under chapter III a decrease of some \$15,600 is expected in the expenses related to meetings of the Economic and Social Council, its commissions and committees, due principally to the non-attendance of certain members or, in the case of meetings held at Headquarters, the attendance by representatives from the permanent missions in New York.

1.4 Under chapter IV an unexpected balance of some \$5,250 arises in regard to the expenses for the Visiting Mission to the Trust Territory of the Pacific Islands.

1.5 Under chapter V expenditures are estimated to exceed the appropriations by some \$1,000, owing to an additional session of the Committee of Actuaries.

*Section 2. Special meetings and conferences*

	<i>United States dollars</i>
Appropriation .....	2,937,100
Revised estimate .....	2,385,300
Decrease .....	551,800

Chapter	Appropriation	Revised estimate	Increase or (decrease)
<i>United States dollars</i>			
I. Conference of the Eighteen-Nation Committee on Disarmament .....	660,000	500,000	(160,000)
II. Sub-Committees of the Committee on the Peaceful Uses of Outer Space .....	85,000	65,000	(20,000)
III. International Conference on Human Rights .....	543,700	469,700	(74,000)
IV. United Nations Conference on Road Traffic .....	253,700	235,700	(18,000)
V. Economic Commission for Asia and the Far East (twenty-fourth session) .....	42,000	49,500	7,500
VI. Conference of Ministers Responsible for Social Welfare .....	73,600	63,600	(10,000)
VII. United Nations Conference on the Law of Treaties (first session) .....	407,100	373,000	(34,100)
VIII. United Nations Conference on the Exploration and Peaceful Uses of Outer Space .....	296,000	125,000	(171,000)
IX. Conference of Non-Nuclear Weapon States .....	350,000	350,000	—
X. United Nations Conference on the Standardization of Geographical Names .....	13,000	11,300	(1,700)
XI. Fifth United Nations Regional Cartographic Conference for Asia and the Far East .....	20,000	10,000	(10,000)
XII. Second World Population Conference, 1965 .....	76,000	60,000	(16,000)
XIII. Special Committee on the Question of Defining Aggression .....	40,000	37,000	(3,000)
XIV. Special Committee on the Policies of Apartheid of the Government of the Republic of South Africa .....	77,000	35,500	(41,500)
TOTAL	2,937,100	2,385,300	(551,800)

2.1 The anticipated total surplus of \$551,800 for this section is attributable to the factors stated under the individual chapter headings below.

*Chapter I. Conference of the Eighteen-Nation Committee on Disarmament*

2.2 The initial estimates under this chapter amounted to \$835,000, and were based on an anticipated total meeting period of six months. In applying the reduction of \$350,000 under section 2 as a whole, as approved by the General Assembly upon the recommendation of the Advisory Committee on Administrative and Budgetary Questions, the initial estimate under chapter I was reduced by \$175,000 to \$660,000. The Conference has thus far been convened twice for a total period of only 3 and one-half months (18 January to 14 March and 16 July to 28 August 1968). Accordingly, on the assumption that no further sessions will take place this year, it is estimated that the related expenditures will not exceed \$500,000, resulting in an unexpended balance of \$160,000.

*Chapter II. Sub-committees of the Committee on the Peaceful Uses of Outer Space*

2.3 The Legal Sub-Committee of the Committee on the Peaceful Uses of Outer Space met in Geneva during the period 4 to 28 June 1968. Savings to the extent of \$20,000 are anticipated under this chapter, primarily as a result of the more economical deployment and use of temporary conference staff.

*Chapter III. International Conference on Human Rights (Teheran, 22 April-13 May 1968)*

2.4 An unexpended balance of some \$74,000 is anticipated under this chapter, attributable to the following factors:

(a) A saving of \$35,000 was achieved in respect of air travel costs as a result of special arrangements with carriers;

(b) A saving of a similar amount is foreseen as a result of the economical deployment and phased usage of substantive and servicing staff;

(c) The printing of the final report is expected to cost only \$8,000 instead of the amount of \$12,000 originally provided for.

*Chapter IV. United Nations Conference on Road Traffic (Vienna, 7 October-8 November 1968)*

2.5 As a result of changes in the estimated requirements relating to the translation and printing of the revised Convention on Road Traffic and Protocol on Road Signs and Signals, involving also the printing of the Spanish and Russian versions in 1969, an unexpended balance of \$18,000 is anticipated under this chapter in 1968. Appropriate provision has been made in the initial budget estimates for 1969 to cover the printing which has been deferred to that year.

*Chapter V. Twenty-fourth session of the Economic Commission for Asia and the Far East (Cannberra, 17-30 April 1968)*

2.6 Reductions made in the initial estimate submitted by the Commission proved to have been too optimistic, especially in the staff travel account, with the result that additional funds amounting to \$7,500 will be required.

*Chapter VI. Conference of Ministers Responsible for Social Welfare (New York, 3-12 September 1968)*

2.7 An unexpended balance of some \$10,000 is anticipated under this chapter, resulting from lower costs of publication of the report of the conference (\$6,000) and savings effected in conference servicing costs (\$4,000).

*Chapter VII. United Nations Conference on the Law of Treaties, first session (Vienna, 26 March-24 May 1968)*

2.8 Economies resulting from the more economical deployment and phased usage of staff as well as material assistance given by UNIDO, make it possible to forecast an unexpended balance of \$34,100 under this chapter.

*Chapter VIII. United Nations Conference on the Exploration and Peaceful Uses of Outer Space (Vienna, 14-27 August 1968)*

2.9 It is anticipated that an amount of some \$171,000 will remain unexpended under this chapter. Of this amount a sum of \$140,000 relates to the costs of printing the proceedings, abstracts and papers of the conference, and \$25,000 to the costs of editing them. This work will now be undertaken during 1969, and a revised estimate will be submitted for that year in due course. An additional saving of \$6,000 is foreseen in the conference servicing costs.

*Chapter X. United Nations Conference on the Standardization of Geographical Names (Geneva, 4-22 September 1967)*

2.10 The appropriations under this chapter for 1968 covered the costs of publication of the proceedings of the conference which was held in September 1967. It is now anticipated that there will be a surplus of \$1,700 under this chapter as the result of the deferral to 1969 of the publication of part of the proceedings. The necessary provision has been sought under section 2, chapter VII of the estimates for the financial year 1969 (A/7205).

*Chapter XI. Fifth United Nations Regional Cartographic Conference for Asia and the Far East (Cannberra, 8-22 March 1967)*

2.11 The 1968 appropriation under this chapter was intended to meet the anticipated costs during that year of publication in English and French versions of the technical papers and proceedings of the conference. As the material required extensive editing only the English version will be produced in 1968 and this only during the latter part of the year. As a result, the French translation will be delayed so that it will not be possible to publish the French version of the volume containing the technical papers until 1969. An amount of \$10,000 will accordingly remain unspent in 1968. Appropriate provision has been made in the budget estimates for 1969 for the expenses to be deferred to that year.

*Chapter XII. Second World Population Conference 1965*

2.12 As a result of placement in Spain of the printing of the Spanish volumes of the proceedings of the conference, savings of some \$16,000 are anticipated.

*Chapter XIII. Special Committee on the Question of Defining Aggression (Geneva, 4-6 July 1968)*

2.13 An unexpended balance of \$3,000 is anticipated in respect of this chapter.

*Chapter XIV. Meeting of the Special Committee on the Policies of Apartheid of the Government of the Republic of South Africa*

2.14 The provision made in the appropriation for 1968 relating to the convening of a reunion away from Headquarters of the Special Committee was calculated on the basis of a session of three weeks at the United Nations Office at Geneva, with full conference services (including the provision of interpretation and summary records). The Special Committee subsequently

decided to hold meetings in Stockholm and London, and to have discussions in Geneva for a few days only. It was also decided that the level of conference services would be reduced to provide only the minimum of consecutive interpretation. As a result, it is anticipated that an amount of \$41,500 will remain unspent under this chapter.

PART II. STAFF COSTS AND RELATED EXPENSES

*Section 3. Salaries and wages*

	<i>United States dollars</i>
Appropriation . . . . .	59,420,800
Revised estimate . . . . .	60,683,000
Increase . . . . .	1,262,200

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
	<i>United States dollars</i>		
I. Established posts . . . . .	55,248,700	55,937,000	688,300
II. Temporary assistance for meetings . . . . .	898,000	1,262,000	364,000
III. Other temporary assistance			
(i) General temporary assistance . . . . .	1,350,600	1,563,000	212,400
(ii) Individual experts and consultants . . . . .	783,700	764,000	(19,700)
(iii) <i>Ad hoc</i> expert groups . . . . .	248,800	142,000	(106,800)
TOTAL, chapter III	2,383,100	2,469,000	85,900
IV. Overtime and night differential . . . . .	891,000	1,015,000	124,000
TOTAL	59,420,800	60,683,000	1,262,200

3.1 Estimated requirements under this section involve a possible over-expenditure of \$1,262,200. Details relating to these requirements, under appropriate chapter headings, follow.

*Chapter I. Established posts*

3.2 Of the estimated increase of \$688,300 under this chapter, a sum of \$650,000 is directly attributable to salary and post adjustment changes which were not included in the appropriations approved for 1968, including the following: a revision in the post adjustment at Headquarters from class 5 to class 6 on 1 July 1968 and at Santiago, Chile, from class 0 to class 1 on 1 November 1967; increases on 1 January 1967 and 1 January 1968 in excess of the amount included in the budget appropriations for 1968 in respect of General Service and Manual Worker salary scales at Geneva and on 1 June 1968 in respect of Manual Worker salary rates at Headquarters; an incentive payment, in the form of a non-pensionable salary differential, introduced on 1 September 1967 for General Service staff in the language typing units of the Stenographic Service of the Office of Conference Services at Headquarters; increases in the salary scales of local staff at ECA on 1 November 1967 and at the ECLA office at Santiago on 1 January 1968; costs related to the implementation of General Assembly resolution 2369 (XXII), under which the Staff Regulations of the United Nations were amended so as to provide for special salary and post adjustment rates

for the newly established level of Under-Secretary-General; and a projected increase in the salary scales of local staff at the ECLA office in Mexico retroactive to mid-1968.

3.3 The Secretary-General is, of course, aware of the recommendation of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies to the effect that increased costs of the nature described above be absorbed, in so far as possible, within the level of the appropriations voted by the General Assembly. The particular circumstances prevailing in 1968, however, are unlikely to allow any margin for this purpose. Thus, in order to meet the turnover deduction of some \$2,667,000 provided for within the appropriation for established posts for 1968, it would have been necessary to maintain throughout the year an average of 145 vacancies in the Professional category and above and a further 30 vacancies in the General Service category. In fact, vacancies in the Professional category and above, which totalled 164 on 1 January 1968, were reduced to 131 on 1 June and 119 on 1 September. Therefore, it would seem at this stage that the only means of realizing the total turnover deduction would be some slowing down of the present pace of recruitment. The Secretary-General is unable to advise such a course of action in view of the assurances given to the Fifth Committee at the twenty-second session of the General Assembly that the contemplated reduction in the number of posts which he had proposed for 1968 would not jeopardize

priority work programmes, particularly in the economic and social area.

#### Chapter II. Temporary assistance for meetings

3.4 Of the deficit of \$364,000 under chapter II, \$360,600 relates to temporary assistance requirements for the General Assembly. The shortfall in the current financial year is attributable in part to the following factors:

(a) Heavy carry-over costs incurred in 1968 in regard to the twenty-second session;

(b) The prolongation of the resumed twenty-second session from an estimated 3 weeks to 7 weeks;

(c) The need to continue to provide an additional 24 verbatim reporters and 18 typists during the twenty-third session in order to expedite the issuance of verbatim records of the First Committee and a further 8 interpreters to meet increasingly heavy demands placed upon the Office of Conference Services for interpretation services; and

(d) Increases in short-term rates of pay at Headquarters beyond those provided for in the estimates for 1968, including the introduction of gross rather than net daily rates for certain categories of staff.

It should also be taken into account that the Secretary-General had reduced his initial estimates for temporary assistance under chapter II on the assumption that his request under chapter I for a number of new established posts in the conference servicing area would be approved. In fact, the General Assembly not only significantly curtailed the number of the new posts requested under chapter I, but applied a further reduction to the minimum estimates which had been submitted under chapter II. As a consequence, it will not be possible to service the current session of the General Assembly adequately without incurring certain additional expenses for temporary assistance.

3.5 The remaining deficit of \$3,400 under chapter II derives from additional costs relating to temporary assistance for the third session of the Committee for Development Planning, held at Addis Ababa earlier this year.

3.6 With regard to temporary assistance for meetings in the United Nations Office at Geneva, it is anticipated that credits of \$297,000 approved for that Office will be sufficient to meet requirements. The cancellation of the sessions of the Commission on the Status of Women and the Committee on Housing, Building and Planning plus the fact that the session of the Commission on Narcotic Drugs was of shorter duration than anticipated allowed savings of the order of \$48,400 to be achieved under this chapter. On the other hand, meetings added to the initial programme include those of the Consultative Group on Prevention of Crime and Treatment of Offenders, the *Ad hoc* Expert Group on tax treaties between developed and developing countries and such smaller meetings as the Second International Conference on Input-Output Techniques, the Administrative Committee on Co-ordination, the Administrative Tribunal and the Working Group of the Committee on Development Planning, involving minimum temporary assistance costs of some \$17,000. Finally, some \$40,000 in additional costs accrued as a result of the acceptance by the Governing Council of the United Nations Development Programme of the invitation of the Austrian Government to hold the meeting of the Governing Council in Vienna rather than Geneva. These additional costs, however, will be reimbursed by the Government of Austria, as indicated under income section 3.

#### Chapter III. Other temporary assistance

3.7 Additional requirements of \$212,400 under item (i) (General temporary assistance) will be offset by savings of \$19,700 and \$106,800 under items (ii) (Individual experts and consultants) and (iii) (*Ad hoc* expert groups), respectively. The net revised estimate under the chapter, therefore, reflects an increase of \$85,900 over the appropriation.

3.8 The Secretary-General's initial estimates (A/6705<sup>1</sup>) allowed for reduced requirements under chapter III to the extent that additional established posts were requested for related purposes under chapter I. Only a certain number of these new posts were actually approved; moreover, the General Assembly approved a significant reduction in the already limited credits requested under chapter III. As a result it has proved necessary to maintain a number of General Service staff on a continuing temporary assistance basis in key areas. The staffing situation of the International Computing Centre is illustrative of the difficulty confronting the Secretary-General in 1968. In order to allow the Centre to continue with the performance of its functions it has been necessary to provide for the 9 new Professional posts requested for 1968 against vacancies in the global establishment under chapter I. Similar action has not been possible in regard to 13 new General Service posts requested for 1968, but not approved. The resultant over-expenditure of the temporary assistance credit of \$50,000 approved for the Computing Centre will total an estimated \$69,000. This clearly unsatisfactory *ad hoc* staffing arrangement for the Computing Centre for 1968 was brought to the attention of the Board of Auditors by the Directing External Auditor and was subsequently discussed with the Advisory Committee on Administrative and Budgetary Questions during the course of the Committee's review of the budget estimates for 1969. As a consequence, the estimates for 1969 for the Computing Centre, as presented by the Secretary-General, have been endorsed by the Advisory Committee and if approved by the General Assembly, should allow the Secretary-General to regularize the staffing situation in regard to the Centre.

3.9 It will be recalled, furthermore, that during the course of the Fifth Committee's consideration of the budget estimates for 1968, the Secretary-General assured the Committee that, in so far as possible, reductions in established posts recommended by the Advisory Committee and approved by the General Assembly would not impair priority work programmes in the economic and social field. A similar commitment was made by the Secretary-General in regard to the Library. Following a detailed analysis of work programmes to be undertaken in the economic and social areas, which had been carried out in conjunction with an assessment of requirements for 1969 by an internal review group, it was decided that a number of additional posts would need to be made available to the Department of Economic and Social Affairs in 1968. As in the case of the International Computing Centre, most professional requirements were financed through the flexible use of vacant posts. General Service posts, however, were made available on continuing temporary assistance account to the extent of some \$51,000, excluding \$4,500 required for the establishment of a small unit within the Statistical Office as a central point for assembling and

<sup>1</sup> Official Records of the General Assembly, Twenty-second Session, Supplement No. 5 and erratum.

evaluating information on the economic aspects of the sanctions against Southern Rhodesia, under the terms of Security Council resolution 253 (1968) of 29 May 1968. A further amount of \$27,300 represents the estimated cost of providing 2 Professional posts and 1 General Service post to the Centre for Housing, Building and Planning in accordance with paragraph 7 of Economic and Social Council resolution 1224 (XLII) of 6 June 1967. It will be recalled, in this latter connexion, that the Secretary-General had requested these additional resources on a continuing basis in his revised estimates<sup>2</sup> resulting from decisions taken by the Economic and Social Council at its forty-second and forty-third sessions and that the Advisory Committee, in its related report,<sup>3</sup> had suggested that the necessary staff be employed in the first place on a temporary basis, although no credits were provided for the purpose.

3.10 As indicated by the Secretary-General in his budget estimates for the financial year 1969 (A/7205, p. 96, para. 390), the Library has been faced with a tremendous backlog of unindexed documents. While no specific credits were approved to meet this problem, it was considered essential to make a limited number of Professional staff available against global vacancies under chapter I, to provide for necessary supporting General Service staff on temporary assistance account and to continue contractual arrangements, initiated during the latter part of 1967, with the Institute for Computer Research of New York University to conduct the necessary research on the technical aspects of using computer techniques for indexing. It is estimated that the resulting expenses for the Library will total some \$11,000.

3.11 Other temporary assistance requirements at Headquarters relate to the need for additional accounting clerks on a continuing basis in the Accounts Division, to secretarial assistance in the secretariats of the Advisory Committee and the Board of Auditors and to clerical assistance in the Budget Division. Similarly, the Office of Personnel has been hard-pressed for secretarial assistance for the Appointment and Promotion Board. To meet this need such assistance had had to be provided on a continuing temporary assistance basis throughout the year. In the case of the Office of General Services overtime requirements for security guards during weekends was such as to make it more economical to provide for six additional guards on a temporary assistance basis during the spring and summer months. Finally, an estimated amount of \$10,000 will be required for contractual translation and typing of the report of the Special Rapporteur on *Apartheid* as called for by resolution 3 (XXIV) of the Commission on Human Rights and as concurred in by the Advisory Committee under the terms of paragraph 1 of General Assembly resolution 2364 (XXII). These costs, together with requirements listed in the preceding paragraphs covering general temporary assistance, have been offset to some extent by strict economy in the appointment of temporary staff to undertake the work of updating the *Repertory of Practice of United Nations Organs* and the preparation of a *Repertory of the Rules of Procedure of the General Assembly* and by the allocation of regular staff resources to the work on the United Nations Development Decade, for which credits of \$20,000 had been made available under the terms of General Assembly resolution 2218 (XXI). Consequently, additional

requirements at Headquarters are estimated to total some \$160,400.

3.12 The balance of requirements under the general temporary assistance heading includes an additional amount of \$20,000 for the United Nations Office at Geneva to cope with a heavy backlog of work in the Printing Section during the early months of the year and to finance temporary staff for start-up costs of new internal reproduction equipment. These latter expenses, estimated to total some \$10,000, were found to be necessary subsequent to the endorsement by the General Assembly, at its twenty-second session, of the Advisory Committee's recommendations in regard to the purchase of the new equipment. A further \$20,000 arises as a result of staffing needs at ECAFE. The generous gift of the Netherlands Government of modern internal reproduction equipment and of funds for the construction of a new building to accommodate the enlarged reproduction shop and to provide additional office space has made it necessary for the Commission to provide for internal reproduction and custodial staff on a temporary assistance basis. Similarly, ECLA has had to incur expenses on temporary assistance account to provide for minimum local staff needs of the branch office in Rio de Janeiro. These expenses were borne in previous years by the National Bank for Economic Development in Brazil under the terms of an arrangement which expired on 31 December 1967. The new arrangement entered into with the Brazilian Government requires the absorption by ECLA of these costs.

3.13 With regard to chapter III, item (ii) (Individual experts and consultants), a saving of the order of \$19,700 is anticipated after taking into account additional needs of: (a) the Department of Economic and Social Affairs for the services of consultants for the Population Division to enable that Division to complete the revision of the study entitled *The Determinants and Consequences of Population Trends*, called for by the work programme approved by the Population Commission at its fourteenth session (\$27,000); for expert assistance in regard to arrangements for the transfer of operative technology to developing countries, in accordance with Economic and Social Council resolution 1311 (XLIV) and as detailed in the report<sup>4</sup> of the Secretary-General on the revised estimates resulting from decisions taken by the Economic and Social Council at its forty-fourth and forty-fifth sessions (\$5,000); for a consultant to assist in the preparation of documentation for inter-agency co-ordination (\$7,500); and for specialized editorial services (\$4,300); (b) the Division of Human Rights in connexion with the appointment of a Special Rapporteur on *Apartheid* and of consultants, as called for by resolution 3 (XXIV) of the Commission on Human Rights (\$14,700); (c) the Advisory Committee in regard to the engagement of a consultant to undertake a study, on behalf of the Committee, on a uniform budget presentation by the United Nations and the specialized agencies (\$16,000); and (d) the United Nations Office at Geneva, principally for studies required by the Division of Narcotic Drugs (\$14,000). The foregoing requirements, which were not initially foreseen, have been met within the totality of credits approved for individual experts and consultants for 1968, largely through the reallocation of funds originally earmarked for studies such as those called for by the Scientific Committee on the Effects of Atomic Radiation, the Committee on

<sup>2</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 74, document A/C.5/1114.

<sup>3</sup> *Ibid.*, document A/6854.

<sup>4</sup> *Ibid.*, Twenty-third Session, Annexes, agenda item 74, document A/C.5/1169, para. 6.



the Peaceful Uses of Outer Space and for work related to the examination of the question of the reservation exclusively for peaceful purposes of the sea-bed and the ocean floor. This work, called for by General Assembly resolution 2340 (XXII), was undertaken by regular staff of the Department of Political and Security Council Affairs in collaboration with the Department of Economic and Social Affairs and the Office of Legal Affairs.

3.14 The revised estimate for chapter III, item (iii), (*Ad Hoc* expert groups), represents a decrease of \$106,800, as compared with the appropriation. This decrease is largely due to the inability of certain offices to complete necessary preparatory work prior to the convening of expert groups. In addition, the visit to Latin America of two groups in connexion with sounding rocket launching facilities under the terms of General Assembly resolution 1802 (XVII) has been postponed until 1969, with resultant savings of \$30,000 in 1968.

#### Chapter IV. Overtime and night differential

3.15 The estimated year-end deficit of \$124,000 under this chapter is for the most part attributable to heavy expenses incurred at Headquarters during the first four months of the year. These expenses, which exclude costs related to the resumed twenty-second session of the General Assembly, represent an increase over the comparable period in 1967 of some \$90,000. While the heavy meeting schedule during the early months of 1968 has had some effect on overtime worked by staff of all departments and offices at Headquarters,

the major portion of the increase is attributable to the Office of Conference Services and the Office of General Services. In the Office of Conference Services, for example, heavy overtime costs were incurred in the Reproduction and Distribution Sections in connexion with the issuing of 30 million page units of documentation emanating from the twenty-second session of the General Assembly and the packing and moving of documentation for storage in new warehouses. This latter project called for four week-ends of work, on an overtime basis, on the part of 50 to 60 staff members. In the Office of General Services higher overtime costs have been incurred by the Security and Safety Section, principally as a result of the need to provide adequate security coverage for meetings of the Security Council and by the Communications, Archives and Records Service for cable and telephone coverage at night and on week-ends as a result of political developments during the early months of the year. In the circumstances described above, and having regard to added requirements of overseas offices such as ECAFE, where overtime work has not been fully compensated on a cash basis, and to Geneva, where overtime costs have risen as a result of salary increases, it is estimated that expenses under the chapter as a whole may exceed the appropriation by some \$124,000.

#### Section 4. Common staff costs

	<i>United States dollars</i>
Appropriation . . . . .	13,769,000
Revised estimate . . . . .	14,028,000
Increase . . . . .	259,000

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
	<i>United States dollars</i>		
I. Staff allowances (dependency allowances, education grants and related travel) . . . .	2,941,300	2,991,000	49,700
II. Social security payments (contributions to the United Nations Joint Staff Pension Fund and medical insurance, retirement allowance for former Secretaries-General, compensatory payments, staff welfare) . . . . .	7,497,700	7,613,000	115,300
III. Travel on appointment, transfer and separation, including installation allowance . . . . .	906,000	960,000	54,000
IV. Removal expenses on appointment, transfer and separation, including assignment allowance . . . . .	679,000	662,000	(17,000)
V. Separation payments . . . . .	1,258,000	1,315,000	57,000
VI. Staff training programmes . . . . .	487,000	487,000	—
TOTAL	13,769,000	14,028,000	259,000

4.1 The increase of \$259,000 shown under the section as a whole is attributable to a number of factors, as enumerated below:

(a) An increase in the number of dependants eligible for allowances under chapter I and in the number of staff entitled to social security payments under chapter II;

(b) Upward adjustments in salary rates, as described in paragraph 3.2 above, with consequentially higher costs under chapters II and V;

(c) Heavier costs than anticipated in regard to the effect of amendments to the Regulations of the United Nations Joint Staff Pension Fund under section II of General Assembly resolution 2191 (XXI), which pro-

vided for the abolition of the associate participation scheme for staff entering employment on or after 1 January 1967 and for entrance requirements for participation in the Fund, as from 1 January 1967, to be based on appointments for one year or longer or on completion of one year of continuous service;

(d) The inability to achieve the turnover deduction applied to costs under chapters I and II;

(e) Additional requirements under chapter III, in the light of expenses recorded to date and of anticipated recruitment during the last four months of the year; and

(f) Additional costs anticipated by the United Nations Office at Geneva in regard to separation payments.

Section 5. Travel of staff

	<i>United States dollars</i>
Appropriation . . . . .	2,182,500
Revised estimate . . . . .	2,228,500
Increase . . . . .	46,000

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
	<i>United States dollars</i>		
I. Travel of staff to meetings . . . . .	170,700	170,700	—
II. Travel of staff on other official business . . . . .	608,000	608,000	—
III. Travel of staff and dependants on home leave . . . . .	1,403,800	1,449,800	46,000
TOTAL	2,182,500	2,228,500	46,000

5.1 It is expected that the appropriations under chapters I and II will suffice although some adjustment may be necessary between the individual items under these two chapters.

5.2 Following a careful review of actual expenditures and obligations and taking into account known travel for the balance of this year, it is estimated that additional requirements of the order of \$46,000 will

be required under chapter III to cover home leave travel entitlements.

Section 6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; Hospitality

	<i>United States dollars</i>
Appropriation . . . . .	125,000
Revised estimate . . . . .	130,000
Increase . . . . .	5,000

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
	<i>United States dollars</i>		
I. Payments under annex I, paragraph 2 and 3, of the Staff Regulations . . . . .	80,000	80,000	—
II. Payments to other members of the Secretariat for official hospitality . . . . .	30,000	30,000	—
III. Hospitality expenditures for the General Assembly and for functions honouring Chiefs of State and visiting dignitaries . . . . .	15,000	20,000	5,000
TOTAL	125,000	130,000	5,000

6.1 It is expected that expenditures under chapters I and II can be kept within the amounts appropriated. As far as chapter III is concerned, it is difficult to forecast with any degree of accuracy the number of visits by Heads of State that the Secretary-General may be expected to entertain during the remainder of the year. At the time of the preparation of the present document it is estimated that a deficit of some \$5,000 may occur. An additional provision in that amount is therefore requested.

PART III. PREMISES, EQUIPMENT, SUPPLIES AND SERVICES

Section 7. Buildings and improvements to premises

	<i>United States dollars</i>
Appropriation . . . . .	4,861,200
Revised estimate . . . . .	4,828,200
Decrease . . . . .	33,000

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
	<i>United States dollars</i>		
I. Amortization of the Headquarters construction loan . . . . .	2,500,000	2,500,000	—
II. Alteration, improvement and major maintenance of premises and facilities at Headquarters, New York, and at Geneva . . . . .	2,272,200	2,239,200	(33,000)
III. United Nations building at Santiago, Chile . . . . .	89,000	89,000	—
TOTAL	4,861,200	4,828,200	(33,000)

7.1 The appropriation under chapter II included, under the item relating to major maintenance at Headquarters, a provision for the repainting of one conference room, the Council Chambers and the General Assembly lobby at an estimated cost of \$33,000.

Owing to the fact that the union painters were negotiating during the summer for a new contract containing significant wage and benefit increases, the painting contractors were reluctant to submit bids until such time as the new contracts had been settled. As a

result of this delay it was not possible to complete the work before the opening of the current session of the General Assembly, and it was therefore decided to defer this project until 1969, with a resulting surplus under this chapter of \$33,000 for 1968. A revised estimate for 1969 will be submitted for this purpose in due course.

### Section 8. Permanent equipment

	<i>United States dollars</i>
Appropriation .....	605,500
Revised estimate .....	775,900
Increase .....	170,400

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
	<i>United States dollars</i>		
I. Furniture and fixtures .....	89,300	89,300	—
II. Office equipment .....	194,400	194,400	—
III. Internal reproduction equipment .....	109,000	114,900	5,900
IV. Telecommunications equipment .....	109,000	268,000	159,000
V. Transportation equipment .....	37,300	39,200	1,900
VI. Other equipment .....	66,500	70,100	3,600
<b>TOTAL</b>	<b>605,500</b>	<b>775,900</b>	<b>170,400</b>

8.1 An increase of \$170,400 in the total requirements under this section is anticipated.

#### Chapter III. Internal reproduction equipment

8.2 The Secretary-General, in a report<sup>5</sup> to the General Assembly at its twenty-second session regarding the need for the rental in the Headquarters area of commercial storage space for publications and documents, based his cost estimates on a joint arrangement with UNICEF, which was already renting space in the proposed premises, and it was assumed that the United Nations would be afforded the use of related storage equipment owned by UNICEF. Accordingly, no separate provision was requested for such equipment under section 8 of the budget estimates for 1968. Negotiations for the rental of the proposed premises were subsequently terminated due to the owner's decision to convert the available area into usable office space. The alternative space obtained is being rented solely by the United Nations. Therefore, it became necessary to acquire items of equipment comprising special shelving and a fork lift which, under the former arrangement, would have been provided by UNICEF. An additional credit in the amount of \$5,400 is now requested to meet this expense.

8.3 A Hubex vacuum frame, essential to the efficient operation of the offset printing facilities of ECA, was lost in transit between London and Addis Ababa. In order to replace this equipment, an additional credit of \$500 is requested. This requirement, how-

<sup>5</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 74, document A/C.5/1132.

ever, is offset by a marine insurance payment in the amount of \$532, which has been reflected as miscellaneous income under income section 3.

#### Chapter IV. Telecommunications equipment

8.4 In response to the growing demand for colour television coverage of United Nations proceedings, the Secretary-General obtained the concurrence of the Advisory Committee to purchase in 1968 an additional camera and ancillary equipment at a cost of \$80,000 and of a video-tape recorder at a cost of \$79,000 for the Office of Public Information. The total related cost, however, will be fully offset by increased monthly subscription payments over an eighteen-month period from the television networks availing themselves of the service. The additional revenue so derived is estimated at \$65,000 in 1968 and \$97,000 in 1969 as reflected in the revised estimates of income under income section 3.

#### Chapter V. Transportation equipment

8.5 The automobile assigned to the sub-regional office of ECA at Lusaka, Zambia, was so severely damaged in an accident in 1968 that replacement at a cost of \$1,900 became necessary.

#### Chapter VI. Other equipment

8.6 The Ethiopian Government, as part of the reconstruction work on the conference building of Africa Hall, has built a sub-basement beneath the main floor of the rotunda which will be made available to ECA. In order to render this space usable it will be necessary to instal a small air-conditioning plant at an estimated cost of \$3,600.

### Section 9. Maintenance, operation and rental of premises

	<i>United States dollars</i>
Appropriation .....	4,135,000
Revised estimate .....	4,231,500
Increase .....	96,500

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
	<i>United States dollars</i>		
I. Contractual services .....	2,200,500	2,241,500	41,000
II. Utilities .....	1,139,200	1,172,700	33,500
III. Other expenses for maintenance of premises	795,300	817,300	22,000
<b>TOTAL</b>	<b>4,135,000</b>	<b>4,231,500</b>	<b>96,500</b>

9.1 Requirements under this section are expected to exceed the level of the appropriation by \$96,500. The revised estimates for each chapter are given in detail below.

*Chapter I. Contractual services*

9.2 An increase of \$41,000 is expected under this chapter.

9.3 At Headquarters additional requirements estimated at \$25,000 have arisen, of which \$17,000 relates to increased costs not provided for in the original estimates for contractual employees in regard to salaries and fringe benefits which are established by union agreements. The remaining \$8,000 arose as a consequence of the extension of the resumed twenty-second session of the General Assembly for a further four weeks beyond the anticipated duration.

9.4 At ECA increased expenditures estimated at \$16,000 have arisen as a result of the unanticipated need to waterproof the roof of the secretariat building and the corridor connecting that building with the rotunda which contains the main conference room; to improve the drainage channels at the North Gate to prevent flooding of the grounds and buildings below; and to enclose part of the garage space on the ground floor of the secretariat building to provide urgently required premises for expansion of the library, and for the storage of stationery and office supplies.

*Chapter II. Utilities*

9.5 The increase of \$33,500 under this chapter arises entirely at Geneva and is attributable in part to

increased consumption of electricity resulting from the more extensive use of heavy equipment such as elevators, of more modern reproduction equipment and of improved lighting in the Palais and its environs. The principal factor however is price increases of 33-1/3 per cent for fuel oil and other utilities, the full effect of which was not evident until 1968, even though the higher prices were applied in late 1967. An increase in water rates was also applied in 1968, retroactive to 1967.

*Chapter III. Other expenses for the maintenance of premises*

9.6 An additional requirement of \$22,000 under this chapter is expected at Geneva. Approximately \$11,000 is required for the essential overhaul of the radio transmitters at Prangins following upon the advice from Radio Suisse in July 1968 that the equipment represented a safety hazard to operating personnel. The balance, or \$11,000, relates to costs which were incurred for the rental of additional outside premises and related maintenance supplies to accommodate the supplementary temporary staff during months when the meeting programme was very heavy.

*Section 10. General expenses*

	<i>United States dollars</i>
Appropriation .....	5,627,000
Revised estimate .....	5,867,000
Increase .....	240,000

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
		<i>United States dollars</i>	
I. Communications .....	1,609,000	1,670,000	61,000
II. Rental and maintenance of equipment .....	954,000	992,000	38,000
III. Public information supplies and services .....	1,338,500	1,419,500	81,000
IV. Other supplies and services .....	259,000	279,000	20,000
V. Office and internal reproduction .....	1,260,700	1,295,700	35,000
VI. Library books, supplies and services .....	205,800	210,800	5,000
<b>TOTAL</b>	<b>5,627,000</b>	<b>5,867,000</b>	<b>240,000</b>

10.1 As indicated in the above table, total expenditures under this section are expected to exceed the appropriation by \$240,000. Although every effort has been made to keep expenditures to a minimum, it has not proved possible to provide for essential services and to meet, within the lower level of the appropriation as voted by the General Assembly for this section for 1968, the additional costs which have arisen during the year, particularly as a consequence of the extension of the resumed twenty-second session of the General Assembly and other heavy conference activity. More detailed explanations in support of the revised estimates as now presented for each chapter of the section are given below.

*Chapter I. Communications*

10.2 Additional expenditure in a total amount of \$61,000 is anticipated under this chapter. These additional requirements may be summarized as follows:

(a) Increased costs in an estimated amount of \$20,000 incurred at Headquarters on postage, pouch services and cables in connexion with the distribution of documents and information material concerning the

discussions which took place during the extension of the resumed twenty-second session of the General Assembly and in the Security Council;

(b) Increased expenditure in an estimated amount of \$9,000 in regard to normal regular pouch services and the shipment of material by air and sea freight from Headquarters;

(c) Additional expenditure in an estimated amount of \$22,000 expected to arise at the United Nations Office at Geneva, principally as a result of the level of postal, freight and telephone services required during the year, but also due in part to the relaying of cable traffic, originating in New York, to points beyond the Geneva network;

(d) Additional expenditure estimated at \$6,000 expected to arise at ECA as a consequence of an increase in the volume of documentation and other material dispatched by sea and air freight, and through the pouch service;

(e) Additional expenditure at the information centres, which are expected to exceed the appropriation by some \$4,000.

*Chapter II. Rental and maintenance of equipment*

10.3 Additional expenditure under this chapter is estimated at \$38,000. Higher costs were incurred in 1968 at Headquarters in an estimated amount of \$15,000. Of this amount some \$6,000 was due to the additional expenses for local transportation incurred as a consequence of the increase in New York City taxi-cab rates and the extension of the resumed twenty-second session of the General Assembly from 3 to 7 weeks. The balance, or \$9,000, relates to essential and unavoidable costs for the maintenance of office equipment. Additional expenses also arose at Geneva in an estimated amount of \$15,000 due to price increases in the rental and maintenance of office equipment and to the essential overhauling and repair to certain of the internal reproduction equipment. Finally, additional costs amounting to \$8,000 arose at ECAFE, particularly as a consequence of the need to undertake essential repairs to the interpretation system in the main conference room and to meet increased expenditures for the rental of data-processing equipment for the production of statistical and accounting data essential to the work of the Commission.

*Chapter III. Public information supplies and services*

10.4 Additional requirements under this chapter are estimated at \$81,000. Of this amount, \$26,000 related to the direct additional expenses incurred in providing essential radio, film and television coverage of the resumed twenty-second session of the General Assembly which lasted for four weeks longer than originally anticipated. A further need, amounting to \$15,000, arose as a consequence of overtime payments to contractual engineers for audio and visual coverage of the Security Council meetings held during the course of the year. Of the balance, or \$40,000, approximately \$22,000 related to the costs of the services of two additional telecommunication engineers which were required in connexion with the normal volume of work during the course of 1968, and which have been provided for within the budget estimates for 1969, an increase of \$6,000 was due to the rising costs for colour film and recording tape required for the production of a larger number of programmes in colour, and \$12,000 related to the publication of a summary of the report of the Special Rapporteur on *Apartheid* to the Commission on Human Rights at its twenty-fourth session entitled *Apartheid and racial discrimination in Southern Africa*. The costs related to the report of the Special Rapporteur were incurred initially with the prior concurrence of the Advisory Committee under the terms of General Assembly resolution 2364 (XXII) relating to unforeseen and extraordinary expenses in 1968. Compensating in part for the aforementioned additional expenses

under this chapter, revenue from television, radio and film services is expected to be some \$76,000 higher than the initial estimate of \$400,000, as reflected under income section 3.

*Chapter IV. Other supplies and services*

10.5 Additional requirements under this chapter heading are estimated at \$20,000. An additional provision of \$10,000 will be required at Headquarters to cover the costs of personnel recruitment advertising and examinations. These additional expenditures are essential to the success of current efforts to resolve the recruitment difficulties experienced during the year, particularly in regard to General Service staff. An additional provision in an estimated amount of \$10,000 will also be required at Geneva to cover increased costs related to: United Nations participation in the Joint Medical Scheme; recruitment advertising and examinations; and various miscellaneous supplies and services provided for under this chapter.

*Chapter V. Office and internal reproduction supplies*

10.6 The revised estimates under this chapter anticipate an additional requirement of \$35,000 for the following purposes:

(a) As a consequence of the extension of the resumed twenty-second session of the General Assembly and the meetings of the Security Council, together with a general increase in the normal volume of documentation and correspondence, additional photo-copy paper, stencils, duplicator masters and other expendable miscellaneous reproduction supplies will be required at Headquarters at an estimated cost of \$25,000;

(b) As a consequence of the recent acquisition of two offset presses for ECA more documentation is being produced internally rather than externally. This will ensure that the material is distributed more expeditiously. However, it does require an increased volume of paper and other supplies for internal reproduction, and the additional cost in this regard is estimated at \$10,000. As a result, some reductions have proved possible in regard to contractual printing costs for ECA under section 11.

*Chapter VI. Library books, supplies and services*

10.7 The additional requirements under this chapter amount to \$5,000, \$2,000 of which relating to the needs of ECA, \$2,000 to the Information Centres and \$1,000 to ECAFE. These needs relate principally to subscription payments for necessary publications and periodic journals.

*Section 11. Printing*

	<i>United States dollars</i>
Appropriation .....	1,624,400
Revised estimates .....	1,583,400
Decrease .....	41,000

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
	<i>United States dollars</i>		
I. Official Records .....	1,041,600	1,041,600	—
II. Recurrent publications .....	725,100	691,000	(34,100)
III. Studies and reports .....	184,500	177,600	(6,900)
IV. Office of Public Information .....	114,800	114,800	—
V. International Narcotics Control Board ...	26,200	26,200	—
VI. Other printing .....	82,200	82,200	—
VII. Deduction for internal reproduction .....	(550,000)	(550,000)	—
TOTAL	1,624,400	1,583,400	(41,000)

11.1 An unexpended balance of \$41,000 is anticipated under this section. Under chapter II an estimated amount of \$30,000 will remain unspent in respect of publication of the *Treaty Series*, a substantial backlog of translation work having arisen owing to unusual demands made during 1968 upon the services concerned as a result of the heavy programme of meetings and conferences. Under the same chapter, publication of Supplement No. 4 to the *Repertoire of the Practice of the Security Council, 1964-1965*, for which an amount of \$4,100 had been appropriated, will be postponed until 1969. Under chapter III the printing of a publication entitled *Survey of National and International Space Activities*, for which an

amount of \$6,900 had been made available, will be similarly deferred. To the extent required, revised estimates for 1969 in respect of the above-mentioned items will be submitted in due course.

## PART IV. SPECIAL EXPENSES

*Section 12. Special expenses*

	<i>United States dollars</i>
Appropriation .....	9,210,800
Revised estimate .....	9,152,500
Decrease .....	58,300

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
		<i>United States dollars</i>	
I. United Nations Memorial Cemetery in Korea .....	125,500	137,200	11,700
II. United Nations International School, New York .....	49,000	49,000	—
III. International School, Geneva .....	30,000	30,000	—
IV. United Nations bond issue .....	8,651,000	8,556,000	(95,000)
V. Triangular Fellowship Programme (Office of Public Information) .....	19,500	19,500	—
VI. United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law ..	50,000	50,000	—
VII. United Nations participation in the Joint Inspection Unit .....	125,000	125,000	—
VIII. United Nations participation in jointly-financed activities of administrative co-ordination .....	55,000	55,000	—
IX. Prizes for outstanding achievements in the field of human rights .....	5,800	10,800	5,000
X. Subvention to the integrated educational and training programme established by General Assembly resolution 2349 (XXII)	100,000	100,000	—
XI. Assistance in cases of natural disaster .....	—	20,000	20,000
TOTAL	9,210,800	9,152,500	(58,300)

12.1 It is estimated that there will be a net anticipated reduction of \$58,300 in expenditure under this section as a result of revised requirements under the four chapters dealt with below.

*Chapter I. United Nations Memorial Cemetery in Korea*

12.2 Under this chapter additional expenditures have arisen as a result of a 15 per cent increase in the salaries of administrative and technical services personnel, with effect from 1 July 1967, a 30 per cent salary increase for local staff with effect from 1 February 1968 and a statutory increase in the maintenance, security and custodial contract with effect from the same date.

*Chapter IV. The United Nations bond issue*

12.3 An unexpended balance of \$95,000 arose in respect of bond issue payments in January 1968 as a result of the devaluation during 1967 of several of the currencies in which these payments were made.

*Chapter IX. Prizes for outstanding achievements in the field of human rights*

12.4 Total requirements under this chapter are now estimated at \$10,800, an increase of \$5,000 as compared with the original appropriation. The Secretary-General had originally requested an amount of \$12,600 to provide for the implementation of General Assembly resolution 2217 A (XXI), of 19 December 1966, in which the General Assembly decided to award in 1968, in connexion with the celebration of the twentieth anniversary of the Universal Declaration of Human Rights, and at quinquennial intervals thereafter, a prize or prizes (up to a maximum of five), consisting of metal plaques, for outstanding achievements in the field of human rights. The amount requested by the Secretary-General included, *inter alia*, \$6,800 for the travel and subsistence costs of the members of the selection committee which, pursuant to recommendation C annexed to General Assembly resolution 2217 A (XXI), is to consist of the President of the General Assembly, the President of the Economic and Social

Council, the Chairman of the Commission on Human Rights, the Chairman of the Commission on the Status of Women and the Chairman of the Sub-Commission on Prevention of Discrimination and Protection of Minorities.

12.5 The Advisory Committee recommended to the General Assembly that the session of the selection committee be scheduled to coincide with other United Nations activities, so that members of the committee would not need to make special trips to Headquarters and, consequently, that the provision of \$6,800 for the travel and subsistence costs of the selection committee could be deleted. The General Assembly accepted this recommendation and approved an appropriation of \$5,800.

12.6 Two sessions of the selection committee are now scheduled to be held during the twenty-third session of the General Assembly. The first session is to be held at the end of September to determine the methods of selecting the winner or winners, the second in November to make the actual selections. As the Chairmen of the Commission on the Status of Women and of the Sub-Commission on the Prevention of Discrimination and Protection of Minorities will not be required to visit Headquarters in their usual capacity, an additional provision in the amount of \$5,000 is requested to cover the cost of their travel and subsistence for these purposes.

#### Chapter XI. Assistance in cases of natural disaster

12.7 In terms of General Assembly resolution 2034 (XX), the Secretary-General was authorized to draw

on the Working Capital Fund in the amount of \$100,000 for emergency aid in any one year, with a normal ceiling of \$20,000 per country in the case of any one disaster. To date, an amount of \$20,000 has been advanced from the Fund to cover the purchase and transportation of textile materials required to make clothes for relief of victims of the cyclone which struck Burma in May 1968.

#### PART V. TECHNICAL PROGRAMMES

<i>Section</i>	<i>Appropriation United States dollars</i>
13. <i>Economic development, social development and public administration</i> .....	5,113,600
14. <i>Industrial development</i> .....	991,400
15. <i>Human rights advisory services</i> .....	220,000
16. <i>Narcotic drugs control</i> .....	75,000
TOTAL	6,400,000

Expenditures under part V will be in accordance with appropriations.

#### PART VI. SPECIAL MISSIONS

##### *Section 17. Special missions*

	<i>United States dollars</i>
Appropriation .....	6,029,600
Revised estimate .....	6,652,400
Increase .....	622,800

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
	<i>United States dollars</i>		
I. United Nations Truce Supervision Organization in Palestine .....	4,230,400	4,508,300	277,900
II. United Nations Military Observer Group in India and Pakistan .....	1,028,100	1,083,300	55,200
III. United Nations Representative for India and Pakistan .....	30,300	36,900	6,600
IV. United Nations Commission for the Unification and Rehabilitation of Korea .....	245,000	260,000	15,000
V. <i>Ad Hoc</i> Working Group of Experts on Infringement of Trade Union Rights .....	40,000	138,000	98,000
VI. United Nations Middle East Mission .....	305,800	398,800	93,000
VII. Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples .....	150,000	157,200	7,200
VIII. United Nations Council and Commissioner for Namibia .....	—	39,400	39,400
IX. Representative of the Secretary-General to Nigeria on Humanitarian Activities .....	—	30,500	30,500
TOTAL	6,029,600	6,652,400	622,800

17.1 The total requirements under this section are estimated to exceed the appropriations by \$622,800. Of this amount a total of \$230,400 relates to expenditures which incurred under the terms of the General Assembly resolution relating to unforeseen and extraordinary expenses for the financial year 1968. Detailed explanations in support of the revised estimates are given below under the appropriate chapters.

#### Chapter I. United Nations Truce Supervision Organization in Palestine

17.2 Additional requirements for this mission are estimated at \$277,900, the major portion of which, or \$172,000, relates to a salary increase granted to administrative and technical services personnel on 1 July 1967 and for which no specific provision was made in the budget estimates for 1968. The mission currently has

an authorized complement of 186 administrative and technical services personnel.

17.3 A deficit of some \$43,200 is expected to arise in respect of travel and subsistence costs of military observers owing to the necessity of a longer overlap between incoming and outgoing observers and the more frequent rotation of observers than had been contemplated in the original estimates.

17.4 In respect of rental and maintenance of premises and equipment, it is estimated that an additional amount of \$19,700 will be required for repairs to Government House in Jerusalem and grounds following damage sustained in 1967 and to meet unforeseen needs which have arisen in the Syrian and Suez Canal sectors, including the construction of observation towers, renovation of the temporary stations to make them usable in both summer and winter, the repair of telecommunications equipment, and the rental of premises.

17.5 An additional sum of \$17,000 is needed as a consequence of increased general expenses for items such as uniforms, medical examinations and telecommunications supplies and services.

17.6 The balance of the requirements, or \$26,000, is needed to meet the cost of items ordered in 1967 but only delivered in 1968.

*Chapter II. United Nations Military Observer Group in India and Pakistan*

17.7 The revised estimate under this chapter reflects an increase of \$55,200 as compared with the appropriation. The additional costs are the following:

	<i>United States dollars</i>
Salary increase granted to administrative and technical services personnel effective 1 July 1967 and not provided for in the budget estimates for 1968	34,500
Revisions of post adjustment	9,000
Increase in local salary scales	5,600
Prior year's electricity charges	2,400
Miscellaneous general expenses	3,700
TOTAL	55,200

*Chapter III. United Nations Representative in India and Pakistan*

17.8 In distributing the credits made available under section 17 as a whole, the amount allotted by the Secretary-General for this mission was based on the expectation that the posts of Representative and his secretary would not be occupied by the present incumbents for the full twelve-month period. Total expenses based on actual tenure are currently expected to exceed the available appropriation by \$6,600.

*Chapter IV. United Nations Commission for the Unification and Rehabilitation of Korea*

17.9 An additional credit of \$15,000 will be required under this chapter to meet expenses resulting from the salary increases granted to administrative and technical services personnel.

*Chapter V. Ad Hoc Working Group of Experts established under resolution 2 (XXIII) of the Commission on Human Rights*

17.10 The Commission on Human Rights, under the terms of its resolution 2 (XXIII), on 6 March

1967, established an *Ad Hoc* Working Group of Experts for the following purposes:

(a) To investigate the charges of torture and ill-treatment of prisoners, detainees or persons in police custody in South Africa;

(b) To receive communications and hear witnesses and use such modalities of procedure as it may deem appropriate;

(c) To recommend action to be taken in concrete cases;

(d) To report to the Commission on Human Rights at the earliest possible time.

17.11 The Economic and Social Council at its forty-second session adopted resolution 1216 (XLII), under the terms of which the *Ad Hoc* Working Group of Experts was authorized to receive communications and hear witnesses, as necessary, and to consider the comments received from the Government of the Republic of South Africa on the communication received from the Director-General of the International Labour Office in its examination of the allegations regarding infringements of trade-union rights in South Africa. The *Ad Hoc* Working Group was requested to report to the Council at the earliest possible date on its findings and to submit its recommendations for action in specific cases. An appropriation of \$40,000 was included in the budget for 1968 to enable the *Ad Hoc* Working Group to fulfil this task.

17.12 At its twenty-fourth session, early in 1968, the Commission on Human Rights considered the report prepared by the *Ad Hoc* Working Group of Experts in response to resolution 2 (XXIII). It then adopted resolution 2 (XXIV), under the terms of which:

(a) The membership of the *Ad Hoc* Working Group of Experts was expanded so as to include an expert jurist from Asia;

(b) The *Ad Hoc* Working Group's mandate was enlarged so as to include the following:

(i) The investigation of allegations of ill-treatment and torture of prisoners, detainees or persons in police custody in South West Africa, in Southern Rhodesia and in Mozambique, Angola and all other Portuguese territories in Africa;

(ii) The investigation, in particular, of the consequences which flow from the illegal arrest and arraignment by the South African authorities of nationals of South West Africa, a territory under the direct responsibility of the United Nations;

(iii) A thorough investigation of the conclusion contained in paragraph 1137 of the report of the *Ad Hoc* Working Group of Experts issued as document E/CN.4/950;<sup>6</sup>

(c) The *Ad Hoc* Working Group was invited to submit its report to the Commission on Human Rights at its twenty-fifth session.

17.13 In compliance with Economic and Social Council resolution 1216 (XLII), the *Ad Hoc* Working Group of Experts presented its report E/4459<sup>7</sup> to the Council during the forty-fourth session. After consideration of the report, the Council adopted resolution 1302 (XLIV), by which it requested the *Ad Hoc* Working Group of Experts:

<sup>6</sup> Mimeographed document.

<sup>7</sup> See *Official Records of the Economic and Social Council, Forty-fourth Session, Annexes*, agenda item 16.



(a) To examine further the question of the continuing infringements of trade-union rights in the Republic of South Africa;

(b) To examine infringements of trade-union rights in the Territory of South West Africa;

(c) To carry out similar examinations of the denial and infringements of trade-union rights in Southern Rhodesia;

(d) To report to the Council at its forty-sixth session on its findings and to submit its recommendations for any action to be taken in specific cases.

17.14 Information on the estimated costs in 1968 of the activities of the *Ad Hoc* Working Group of Experts under both resolutions was submitted to the Commission on Human Rights and to the Economic and Social Council prior to their adoption. They can be summarized as follows:

	<i>United States dollars</i>
Meeting at Headquarters .....	25,345
Mission to Europe and to countries in Africa ...	101,205
Temporary assistance .....	34,250
TOTAL	160,800

17.15 The Secretary-General sought the prior concurrence of the Advisory Committee to enter into commitments under the terms of General Assembly resolution 2364 (XXII) relating to unforeseen and extraordinary expenses or 1968, to provide for the new activities of the *Ad Hoc* Working Group. The Advisory Committee gave its concurrence to a maximum expenditure of \$130,800.

17.16 Included in the above was provision to visit Prague to interview officials of the World Federation

of Trade Unions. However, at a meeting on 3 September 1968, the *Ad Hoc* Working Group decided not to visit Prague but to delegate three of its members, who reside in Europe, to hear Prague trade union witnesses in Geneva from 26 December to 31 December 1968. The costs of this meeting are estimated at \$2,200, of which \$700 relates to members' subsistence costs, \$700 to secretariat staff travel and subsistence costs, \$600 to the travel and subsistence costs of witnesses, and \$200 to miscellaneous expenses.

17.17 Including the costs of the meeting at Geneva, the total amount required under this chapter is now estimated at \$138,000, an increase of \$98,000 as compared to the original appropriation.

#### *Chapter VI. United Nations Middle East Mission*

17.18 The appropriation of \$305,800 under this chapter was designed to cover the requirements during the first six months of 1968 of the United Nations Middle East Mission established under the terms of Security Council resolution 242 (1967) of 22 November 1967. Actual expenditures during that period totalled \$240,800. Expenditures beyond 31 July 1968 were incurred under the authority granted to the Secretary-General in paragraph 1 (a) of General Assembly resolution 2364 (XXII), relating to unforeseen and extraordinary expenses for the financial year 1968. On the assumption that the mission will remain in existence during the balance of the year, total expenditures for the twelve-month period are estimated at \$398,800. Accordingly an additional appropriation of \$93,000 will be required.

17.19 Details of the requirements referred to above are set forth in the following table:

	<i>Appropriations 1 Jan.- 30 June</i>	<i>Expenses 1 Jan.- 30 June</i>	<i>Additional requirements 1 July- 31 Dec.</i>	<i>Total requirements 1 Jan.- 31 Dec.</i>	<i>Increase or (decrease)</i>
<i>United States dollars</i>					
Salaries and common staff costs .....	69,900	75,100	53,200	128,300	58,400
Travel and subsistence					
(a) Travel .....	1,700	4,000	3,600	7,600	5,900
(b) Subsistence .....	24,300	11,600	6,800	18,400	(5,900)
Rental of premises .....	9,000	26,700	12,100	38,800	29,800
Rental of vehicles .....	5,700	2,100	700	2,800	(2,900)
Rental of aircraft .....	192,800	117,800	79,200	197,000	4,200
General expenses .....	2,400	3,500	2,400	5,900	3,500
TOTAL	305,800	240,800	158,800	398,800	93,000

#### *Chapter VII. Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples*

17.20 The requirements under this chapter are expected to exceed the appropriation of \$150,000 by an amount of \$7,200.

17.21 Of the total revised estimate of \$157,200 an amount of \$10,500 relates to the cost of travel and subsistence of 3 representatives and 3 staff members who attended the Conference on Human Rights in

Teheran, \$1,000 to subsistence costs for members of the Secretariat who attended the session of the Special Committee in Africa in May and June of 1967, \$7,000 to late charges for salaries of Geneva personnel assigned to the Special Committee during its mission to Africa in 1967, and \$1,000 to the travel and subsistence costs of 1 representative of the Special Committee who attended the forty-fifth session of the Economic and Social Council at Geneva.

17.22 Further expenses in the amount of \$33,700 have arisen in respect of the translation and printing costs of 3 of the 4 pamphlets the Secretary-General

proposed to issue (see A/C.5/1160)<sup>8</sup> in response to the request of the General Assembly in paragraph 20 of its resolution 2326 (XXII) of 16 December 1967, that the Secretary-General take concrete measures through all the media at his disposal, including publications, radio and television, to give effect to the provisions of its resolutions 2105 (XX), 2189 (XXI), 2262 (XXII), 2270 (XXII) and 2288 (XXII) concerning the widespread and continuous publicizing of the work of the United Nations in the field of decolonization, of the situation in the colonial Territories and of the continuing struggle for liberation being waged by the colonial peoples.

17.23 By resolution 2355 (XXII), of 19 December 1967, the General Assembly, *inter alia*, requested the Secretary-General to take appropriate action, in consultation with the administering Power and the Special Committee to ensure the presence of the United Nations in the Territory of Equatorial Guinea for the supervision of the preparation for, and the holding of, elections in the Territory and to participate in all other measures leading towards the independence of the Territory.

17.24 Prior to the adoption of the aforementioned resolution by the General Assembly, the Secretary-General had indicated in a note on the administrative and financial implications of the resolution (A/C.5/1164)<sup>8</sup> that, in the absence of detailed arrangements concerning the United Nations presence in the Territory and pending consultations with the administering Power on the scope and nature of the arrangements to be made, it was not possible for him to provide an estimate of the costs involved. Accordingly, he proposed that the expenditures be met with the prior concurrence of the Advisory Committee under the terms of the resolution relating to unforeseen and extraordinary expenses for 1968.

17.25 The Secretary-General subsequently informed the Advisory Committee of the arrangements which were made for ensuring the United Nations presence in the Territory of Equatorial Guinea for the purposes envisaged in paragraph 7 of General Assembly resolution 2355 (XXII) and of the related financial requirements which were then estimated at \$135,800. He suggested to the Advisory Committee that he meet the expenses related to the United Nations Mission for the Supervision of the Referendum and the Elections in Equatorial Guinea against the uncommitted balance of the appropriation of \$150,000 approved by the General Assembly for the activities of the Special Committee in 1968. The Advisory Committee agreed to the proposal of the Secretary-General and to an expenditure of up to \$120,000. On the basis of the latest report from the Mission the cost is now expected to total \$104,000.

17.26 The Secretary-General understands that the Special Committee is not at this time contemplating undertaking any other activities relating to its programme of work which would give rise to additional expenses in 1968.

#### *Chapter VIII. United Nations Council and Commissioner for Namibia*

17.27 The General Assembly by resolution 2325 (XXII) of 16 December 1967 reaffirmed its resolution 2248 (S-V) establishing the United Nations Council

for South West Africa<sup>9</sup> and, by paragraph 2 of the resolution requested the Council to fulfil by every available means the mandate entrusted to it. By paragraph 8, the Security Council was requested to take all appropriate measures to enable the Council to discharge fully the functions and responsibilities entrusted to it by the General Assembly. The Secretary-General, in his note on the financial implications, (A/C.5/1159)<sup>10</sup> presented an estimate of the requirements for the Acting Commissioner and his staff for 1968. In regard to paragraphs 2 and 8 of the resolution, he informed the General Assembly that at that time he was unable to provide an estimate of any costs which might arise as a consequence of further action to be taken by the United Nations Council for Namibia.

17.28 At its 10th meeting, on 31 January 1968, the United Nations Council for Namibia decided to proceed to Namibia, accompanied by the Acting Commissioner for Namibia, in fulfilment of its mandate established under the terms of General Assembly resolution 2248 (S-V), section IV, paragraph 3, whereby the Council was requested to proceed to Namibia with a view to, *inter alia*, taking over the administration of the Territory, ensuring the withdrawal of South African police and military forces and the withdrawal of South African personnel and their replacement by personnel operating under the authority of the Council.

17.29 The Council departed from New York on 5 April 1968 and stayed in the area until 18 April 1968. During that period, it visited Lusaka and Dar es Salaam.

17.30 The Secretary-General obtained the concurrence of the Advisory Committee to incur expenditures not exceeding \$55,000 under the terms of paragraph 1 of General Assembly resolution 2364 (XXII) relating to unforeseen and extraordinary expenses for 1968. The actual cost of the mission was \$39,400. An additional credit in this amount is requested to cover these expenditures.

#### *Chapter IX. Representative of the Secretary-General to Nigeria on Humanitarian Activities*

17.31 On 1 August 1968, the Secretary-General announced the appointment of Mr. Nils-Göran Gussing as his representative to assist in relief and humanitarian activities for the civilian victims of the hostilities in Nigeria. In September, in agreement with the Federal Government of Nigeria, the Secretary-General designated Mr. Gussing as an observer to visit the war-affected areas in Nigeria. He will report to the Secretary-General on the situation of the population in those areas, make an assessment of relief needs and recommend ways and means for expediting the distribution of relief supplies.

17.32 The staff proposed for the mission includes the representative of the Secretary-General (D-1), 1 Legal Officer (P-4), 1 Social Affairs Officer (P-3) and 2 secretaries (G-4 and G-3). It is not expected at this stage that replacement costs will arise in respect of the Legal Officer, the Social Affairs Officer and the

<sup>9</sup> By its resolution 2372 (XXII), paragraphs 1 and 3, dated 12 June 1968, the General Assembly decided that as of that date South West Africa shall be known as "Namibia", that the United Nations Council for South West Africa shall be called "United Nations Council for Namibia" and that the United Nations Commissioner for South West Africa shall be called "United Nations Commissioner for Namibia".

<sup>10</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 64.

<sup>8</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 23.

two secretaries. Should such costs arise, the Secretary-General will endeavour to meet them within the credits made available to their respective departments. It is considered necessary, however, to make some provision for the interim replacement of the representative, whose services have been made available by the Office of the High Commissioner for Refugees and whose position cannot be left vacant for a prolonged period without detriment to the work of the branch office where he was located.

17.33 On the assumption that it will be necessary to continue the mission to the end of the year, the Secretary-General requests a supplementary appropriation of \$30,500 to cover the related expenses.

17.34 These additional expenses are summarized as follows:

	<i>United States dollars</i>
Replacement costs to be incurred by the Office of the High Commissioner for Refugees .....	7,500
Travel and subsistence of staff .....	17,000
Communications .....	4,000
Stationery and office supplies .....	500
Hospitality .....	500
Local transport .....	500
Miscellaneous expenses .....	500
<b>TOTAL</b>	<b>30,500</b>

PART VII. OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

*Section 18. Office of the United Nations High Commissioner for Refugees*

	<i>United States dollars</i>
Appropriation .....	3,469,000
Revised estimate .....	3,493,000
Increase .....	24,000

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
		<i>United States dollars</i>	
I. Salaries and wages .....	2,486,000	2,472,000	(14,000)
II. Common staff costs .....	578,000	616,000	38,000
III. Travel of staff .....	160,000	160,000	—
IV. Public information activities .....	26,000	26,000	—
V. Hospitality .....	5,000	5,000	—
VI. Permanent equipment .....	16,000	16,000	—
VII. General expenses .....	189,000	189,000	—
VIII. Contractual printing .....	9,000	9,000	—
<b>TOTAL</b>	<b>3,469,000</b>	<b>3,493,000</b>	<b>24,000</b>

18.1 The revised estimate under this section is in the total amount of \$3,493,000, an increase of \$24,000 as compared to the appropriation for 1968. This net increase arises as a result of additional needs in the amount of \$38,000 for common staff costs offset by an anticipated surplus of \$14,000 in respect of salaries and wages.

18.2 The net increase in the estimate under chapter II results from:

(a) Increased requirements for dependency allowances (\$7,000);

(b) A higher level of contributions to the United Nations Joint Staff Pension Fund (\$11,000);

(c) A higher level of travel and removal expenses on appointment, transfer and separation, primarily as a result of a larger incidence of transfers of Pro-

fessional staff from European to African offices to cope with new or expanding refugee situations, or to provide replacement of staff stationed in offices subject to difficult climatic conditions (\$15,000);

(d) Increased requirements for separation payments (\$7,000);

(e) A reduction in requirement for home leave travel (\$2,000).

PART VIII. INTERNATIONAL COURT OF JUSTICE

*Section 19. International Court of Justice*

	<i>United States dollars</i>
Appropriation .....	1,356,350
Revised estimate .....	1,412,350
Increase .....	56,000

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
		<i>United States dollars</i>	
I. Salaries and expenses of members of the Court	731,000	747,000	16,000
II. Salaries, wages and expenses of the Registry	504,250	544,250	40,000
III. Common services .....	112,000	112,000	—
IV. Permanent equipment .....	9,100	9,100	—
<b>TOTAL</b>	<b>1,356,350</b>	<b>1,412,350</b>	<b>56,000</b>

19.1 In accordance with General Assembly resolution 2364 (XXII) of 19 December 1967, the Secretary-General has approved additional expenditures in an amount of \$16,000 for the payments to *ad hoc* judges under chapter I.

19.2 It is estimated, furthermore, that an additional amount of \$40,000 will be required for temporary assistance under chapter II, item (ii) (Temporary assistance). The appropriation for 1968 was based on the assumption that the Court would hold a short administrative session only. In fact, substantial new questions arose, including a review of the Rules of Court, which resulted in proceedings of much

longer duration and required the recruitment of additional précis writers, translators, interpreters and typing staff.

PART IX. UNITED NATIONS CONFERENCE ON TRADE AND DEVELOPMENT

Section 20. *United Nations Conference on Trade and Development*

	<i>United States dollars</i>
Appropriation .....	9,175,000
Revised estimate .....	8,881,000
Decrease .....	294,000

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
		<i>United States dollars</i>	
I. Second session of the Conference .....	1,844,000	1,917,000	73,000
II. Sessions of expert and advisory bodies ....	115,000	15,000	(100,000)
III. Salaries of the UNCTAD secretariat			
(i) Established posts .....	2,938,600	2,795,600	(143,000)
(ii) Consultants .....	200,000	278,000	78,000
(iii) Temporary assistance .....	50,000	50,000	—
(iv) Overtime and night differential .....	25,000	25,000	—
TOTAL (chapter III)	3,213,600	3,148,600	(65,000)
IV. Common staff costs .....	834,000	813,200	(20,800)
V. Travel of staff .....	135,000	102,000	(33,000)
VI. Hospitality .....	10,000	8,000	(2,000)
VII. Permanent equipment .....	17,000	17,000	—
VIII. General expenses .....	271,000	310,500	39,500
IX. Printing .....	124,000	107,000	(17,000)
X. Services provided by other offices of the United Nations			
(i) Established posts .....	1,458,900	1,424,000	(34,900)
(ii) Temporary assistance .....	649,500	576,000	(73,500)
(iii) Overtime .....	30,000	28,000	(2,000)
TOTAL (chapter X)	2,138,400	2,028,000	(110,400)
XI. Common staff costs .....	383,000	324,700	(58,300)
XII. UNCTAD/GATT International Trade Centre .....	90,000	90,000	—
GRAND TOTAL	9,175,000	8,881,000	(294,000)

20.1 An unexpended balance in the amount of \$294,000 is anticipated under this section. The revised requirements are set forth by chapter below.

*Chapter I. Second session of the Conference*

20.2 The General Assembly by resolution 2206 (XXI) of 17 December 1966 decided that the second session of the Conference would be held from 1 February to 25 March 1968, a period of about eight weeks. However, on the recommendation of the Advisory Committee the appropriation was based on a session of only seven weeks in the belief that with the co-operation of the member States of UNCTAD the work programme of the Conference could be concluded within that period. In actual fact, the Conference continued for about one week beyond the closing date originally foreseen by the General Assembly. The increased duration of the session resulted in an over-expenditure of \$158,000. This additional requirement is offset in part by a savings of \$85,000 on the publication of the Conference proceedings. The

material to be printed will consist of 1,200 pages rather than the total 2,000 pages originally estimated. On this basis, the net additional requirements under this chapter are in the amount of \$73,000.

*Chapter II. Sessions of expert and advisory bodies*

20.3 The Secretary-General's original estimates under this chapter provided for 8 experts or advisory bodies to be convened in 1968. In fact, meetings of only 2 such groups have been scheduled, namely the Advisory Committee to the Board and to the Committee on Commodities and the group of experts on special problems of land-locked development countries. As a consequence reduced expenditures in the amount of \$100,000 may be anticipated.

*Chapter III. Salaries of the UNCTAD secretariat*

20.4 An unexpended balance of \$143,000 is expected in respect of established posts, resulting mainly from vacancies during the earlier part of the year.

20.5 However, additional credits in the amount of \$78,000 will be required for consultants in implementation of the following decisions taken by the Conference at its second session:

(a) Resolution 11 B (II), by which UNCTAD requested that a group of experts be established to carry out a comprehensive examination of, and to report on, the special problems involved in the promotion of trade and economic development of land-locked developing countries, and that a special study be made of trade problems;

(b) Resolution 21 (II), by which UNCTAD called for the establishment of a Special Committee on Preferences to consider the progress made towards the early establishment of a generalized non-reciprocal, non-discriminatory system of preferences in favour of the developing countries. This will be a main committee requiring extensive substantive servicing. The first meeting has been scheduled for November 1968.

(c) Resolution 33 (II), on increasing the flow of private capital to developing countries by which UNCTAD requested a study of the economic effects of foreign investment. In this regard, it is planned to carry out under a contractual arrangement, a pilot study in respect of one country. The same resolution requests that 14 enumerated problems be kept in mind when dealing with the report on the promotion of foreign private investment in developing countries.

#### Chapter IV. Common staff costs

20.6 It is estimated savings in the amount of \$20,800 will be achieved under this chapter, owing to the vacancies which existed during the earlier part of the year.

#### Chapter V. Travel of staff

20.7 An unexpended balance of \$33,000 may be anticipated under this heading. During the first quarter of the year normal travel was considerably curtailed owing to activities connected with the second session of the Conference.

#### Chapter VIII. General expenses

20.8 Increased requirements under this chapter are estimated at \$39,500. Unforeseen expenses were incurred because the United Nations Sugar Conference and the sixth session of the Trade and Development Board could not be accommodated in the Palais des Nations at Geneva and had to be held in rented premises. Additionally, expenditures on postage, pouches and freight have been considerably higher than provided for in the appropriations. These increases have been partly offset by lower costs in respect of internal reproduction supplies.

#### Chapter IX. Printing

20.9 Reduced expenditures in the amount of \$17,000 are anticipated under this chapter owing to difficulties

experienced in the recruitment of a sufficient number of temporary language staff to complete work on official records and a number of the items approved by the Publications Board for the 1968 printing programme.

#### Chapter X. Services provided by other offices of the United Nations

20.10 A total surplus of \$110,400 is expected to arise under this chapter for the reasons indicated below.

##### (i) Established posts

20.11 Vacancies due to recruitment delays may account for an unexpended balance of \$34,900 under this heading.

##### (ii) Temporary assistance

20.12 The new calendar of meetings for 1968, as compared to that on which the appropriations for 1968 were based, provides for the postponement to 1969 of two main committees (the Committee on Shipping and the Committee on Invisibles and Financing related to Trade) and reduces the length of the sessions of the Committee on Commodities and the Committee on Manufactures by one week each. These reductions will be partially offset by the addition of the new Special Committee on Preferences created by the Conference at its second session, an increase in meetings of groups of intergovernmental consultants on certain commodities not covered by international bodies and the reconvening of the United Nations Sugar Conference. Nevertheless, it is anticipated that some \$73,500 will remain unspent in respect of temporary assistance for meetings.

##### (iii) Overtime

20.13 Reduced expenditures in the amount of some \$2,000 are expected under this item.

#### Chapter XI. Common staff costs

20.14 The anticipated savings of \$58,300 under this chapter relate in part to the reduced expenditure on salaries expected under chapter X and in part to a downward revision of needs under certain other items of common staff costs.

### PART X. UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

#### Section 21. United Nations Industrial Development Organization

	<i>United States dollars</i>
Appropriation .....	8,232,000
Revised estimate .....	8,055,000
Decrease .....	177,000

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
<i>United States dollars</i>			
I. Second session of the Industrial Development Board and meetings of its subsidiary bodies .....	50,000	140,000	90,000
II. Meetings of expert and advisory bodies ...	96,000	67,000	(29,000)

<i>Chapter</i>	<i>Appropriation</i>	<i>Revised estimate</i>	<i>Increase or (decrease)</i>
<i>United States dollars</i>			
III. Salaries and wages			
(i) Established posts .....	5,000,000	4,575,000	(425,000)
(ii) Temporary assistance .....	60,000	110,000	50,000
(iii) Individual experts and consultants ...	260,000	388,000	128,000
(iv) Overtime and night differential .....	8,000	18,000	10,000
(v) Computer services .....	20,000	—	(20,000)
TOTAL (chapter III)	5,348,000	5,091,000	(257,000)
IV. Common staff costs and travel on home leave ..	1,615,000	1,460,000	(155,000)
V. Travel of staff on official business .....	150,000	170,000	20,000
VI. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; hospitality ....	10,000	10,000	—
VII. Permanent equipment .....	140,000	305,000	165,000
VIII. Maintenance, operation and rental of premises .....	70,000	170,000	100,000
IX. General expenses .....	175,000	315,000	140,000
X. Publications programme and contractual reproduction services .....	300,000	205,000	(95,000)
XI. International Symposium on Industrial Development .....	278,000	52,000	(226,000)
XII. Headquarters Planning and Administrative Management .....	—	70,000	70,000
GRAND TOTAL	8,232,000	8,055,000	(177,000)

21.1 Since 1968 is the first year of operation of JNIDO in Vienna, a number of imponderables have necessarily been involved. Indeed, the Secretary-General, in his statement to the Fifth Committee on 8 October 1967, pointed out that his budget estimates for 1968 as they related to UNIDO were "in many respects of a tentative nature".<sup>11</sup>

21.2 Considerable variation from the original estimates for many of the chapters of section 21 was accordingly to be expected in the course of 1968. The processes of recruitment of staff and installation of services are even now not fully completed, and UNIDO is not yet in a position to review its probable expenditures in respect of communications and house-keeping activities on the basis of actual experience. It may be necessary, in fact, for the Secretary-General to submit further revised estimates for certain chapters before the conclusion of the General Assembly's twenty-third session.

21.3 At the present juncture, based on the best available information, it is estimated that expenditures under section 21 will be \$177,000 less than the amount originally appropriated. The surplus arises after the absorption of \$70,000 in respect of a newly established Office of Headquarters Planning and Administrative Management, for which no provision was made in the budget estimates for 1968 and for which a new chapter has been introduced (chapter XII).

*Chapter I. Second session of the Industrial Development Board and meetings of the subsidiary bodies*

21.4 Actual requirements under this chapter exceed the funds appropriated by some \$90,000. Several reasons contribute to this situation, including the doubling of the number of meetings held by the Board as compared with the original estimates, a large increase in the volume of documentation and, above all, the necessity which UNIDO faced of relying to a considerable extent on temporary language staff. This not only entailed extra expenditure in respect of travel and subsistence, it also necessitated the employment of more personnel to compensate for the sharply lower output of temporary staff as compared with that of permanent translators.

*Chapter II. Meetings of expert and advisory bodies*

21.5 The 1968 work programme of UNIDO provided for 12 meetings of experts and advisory bodies to be held in the course of 1968. It is now apparent that only 8 of these meetings will be held before the end of the year. An under-expenditure of \$29,000 is therefore anticipated.

*Chapter III. Salaries and wages*

*(i) Established posts*

21.6 The reduced expenditure in respect of established posts is a direct consequence of the difficulties and delays encountered in filling the vacancies which existed at the beginning of the year. As at 31 August 1968 UNIDO's staffing position was as follows:

<sup>11</sup> *Ibid.*, agenda item 74, document A/C.5/1127, para. 20.

	Substantive Divisions		Division of Administration, Conference and General Services		Total	
	Profes-sional	General Service	Profes-sional	General Service	Profes-sional	General Service
Established posts .....	181	133	77	163	258	296
Occupied posts .....	141	128	72	162	213	290
Appointments in progress ..	6	—	5	1	11	1
<i>Unencumbered posts</i> .....	34	5	—	—	34	5

21.7 As against the original appropriation of \$5,000,000 for established posts, the amount of the savings directly attributable to vacancies is estimated at approximately \$645,000. This amount is reduced, however, by some \$220,000 representing the effect of the Vienna cost-of-living adjustments which came into force on 1 January 1968—5 per cent for Professional staff and 7.2 per cent for General Service staff—for which no provision was made in the appropriation. The net surplus under this heading is therefore estimated at \$425,000.

(ii) *Temporary assistance*

21.8 An amount of \$60,000 was appropriated for expenditure on temporary assistance in 1968. As a result of the various factors described below it is estimated that actual requirements for the year will amount to \$110,000.

21.9 In his budget estimates for the terminal year 1968 (A/6705,<sup>12</sup> table 20-5) the Secretary-General requested a total of 357 General Service posts for UNIDO. The General Assembly reduced this number to 296. The impact of the reduction has been felt particularly in the Division of Administration, Conference and General Services, and the Technical Co-operation Division, that is generally in the areas providing supporting services to technical assistance operations for which UNIDO on 1 January 1968 assumed full administrative responsibility. In order to provide essential clerical and related services for this work it has been necessary to have recourse to temporary assistance. In addition, experience of actual operation under local conditions has demonstrated the inadequacy of the original estimate for technicians and manual workers, whose number has had to be increased by 50 per cent. An expenditure of \$70,000 in temporary assistance funds is anticipated for these two purposes.

21.10 It is planned that UNIDO will occupy a further building and additional storage space some time in October 1968. While a final decision on the buildings has not been made, it is clear that the operation of a further separate facility will require additional staff, such as security guards, maintenance workers and messengers. An additional provision of \$10,000 is required for this purpose.

21.11 Owing in part to the timing of UNIDO's move to Vienna and the holding of the International Symposium on Industrial Development in November and December 1967, the documentation for the second session of the Industrial Development Board was not produced until early 1968. Apart from being uneconomical, this time schedule would not permit UNIDO

to meet the various deadlines for the preparation of its programme of work and its budget and planning estimates. It is therefore essential to undertake during the last months of 1968 a large part of the preparation, translation and reproduction of the documentation for the third session of the Industrial Development Board, which is to be held in April and May 1969. In this connexion, it is estimated that additional expenditures for temporary assistance amounting to a total of \$30,000 will be incurred in 1968.

(iii) *Individual experts and consultants*

21.12 An amount of \$260,000 was appropriated for individual experts and consultants. It is anticipated that additional resources of \$128,000 will be needed by the end of the year. The vacancy position has necessitated the added use of experts and consultants for the completion of approved projects included in UNIDO's work programme for 1968. The activities to which these requirements relate are: industrial policies and programming, industrial services and institutions, industrial technology, technical co-operation the joint UNIDO/IAEA medical service and the activities of the Office of the Executive Director.

(iv) *Overtime and night differential*

21.13 Expenditure for overtime and night differential is expected to exceed the appropriation of \$8,000 by an amount of \$10,000. The additional cost is the result of the difficulties experienced earlier in the year in regard to the recruitment of staff, and because of the peak demands created by the work schedule.

(v) *Computer services*

21.14 Planning for the conversion of UNIDO's accounts and records has not yet advanced to the point where expenditure in respect of computer services appears likely in 1968, although studies on this subject are under way. A saving of the total appropriation of \$20,000 is therefore anticipated.

*Chapter IV. Common staff costs and travel on home leave*

21.15 In view of the reduced expenditure in respect of established posts, a corresponding reduction in an amount of \$155,000 is expected in the level of expenses for related common staff costs.

*Chapter V. Travel of staff on official business*

21.16 In the original budget estimates for 1968 the appropriation requested under this chapter was distributed under three headings: (i) travel of staff to meetings; (ii) travel of staff on other official business; and (iii) travel of Industrial Development

<sup>12</sup>*Ibid.*, *Twenty-second Session, Supplement No. 5* and erratum.

Field Advisers (UNIDO). In practice it has proved difficult to maintain a meaningful distinction, as a considerable part of the travel undertaken combines assignments under two or three of these headings. Thus, advantage is consistently taken of travel to meetings to include other official business, and a staff member travelling to an area where such an adviser has not yet been stationed is expected whenever feasible to undertake those local contacts and assignments which would normally be the responsibility of the appropriate field adviser.

21.17 Taken as a whole, it now appears that the requirements under this chapter will exceed the appropriation by \$20,000. This amount will cover only part of the costs arising from several activities which were not provided for in the original appropriation.

(a) Owing to the delay in UNIDO's transfer to Vienna, a number of essential administrative and support services were not fully operative in 1968. In order to obtain the experience and training required for the full establishment of these services, it has been necessary during the year to utilize the expertise of United Nations Secretariat Headquarters and the Office at Geneva to assist UNIDO in its beginning phase of operation. Expenditure in this category amounted to \$15,000 as at the end of August 1968.

(b) In its resolution 10 (II) the Industrial Development Board requested the Executive Director of UNIDO "to promote through direct contacts with the Governments of the developed and the developing countries their effective support by means of appropriate voluntary contributions . . ." to UNIDO. Several missions have been or are planned to be undertaken by staff or consultants under this resolution of the Board, and it is expected that the added costs under this heading will amount to at least \$10,000.

(c) The pace of recruitment of experts and negotiation of contracts in implementation of the work programme has lagged under the normal procedures of the United Nations and it has been necessary to take accelerated action entailing visits to developed countries to seek out additional sources of expertise. This activity has resulted in unanticipated travel expense.

#### *Chapter VI. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; hospitality*

21.18 Expenditures under this chapter are expected to correspond to the amount appropriated.

#### *Chapter VII. Permanent equipment*

21.19 Practical experience during the year has shown the original appropriation under this chapter to be highly insufficient. As the Advisory Committee was informed at its summer session in 1968, an additional \$165,000 is required, essentially because of the difficulties in forecasting needs of equipment and furnishings in the absence of detailed knowledge of the physical conditions and local practices under which UNIDO would have to operate. These difficulties were aggravated by the fact that the essential administrative services in Vienna were not sufficiently well established and co-ordinated by the time the initial budget estimates were prepared to make a complete and detailed inventory of UNIDO's equipment holdings in 1967 and a close estimate of its needs for 1968.

21.20 The additional requirements relate to the following:

(a) Equipment received in 1967 for which obligations were not raised owing to an administrative oversight (\$25,300);

(b) Equipment omitted from the supplementary estimates for 1967 or for which the need became apparent only at the time of UNIDO's installation in the various premises and for which commitments have been incurred:

(i) An IBM composer system, which will permit savings in the production of publications estimated at some \$20,000 a year (\$25,000);

(ii) An offset printing press, which will form part of the joint UNIDO-IAEA reproduction services (\$16,000);

(iii) Miscellaneous equipment, representing generally small items requested by UNIDO services (\$13,500);

(c) Anticipated further 1968 commitments:

(i) Office machines, including typewriters, calculating machines and dictating equipment (\$26,200);

(ii) Building management equipment, comprising twelve air-conditioners for the restaurant, the cafeteria and the language classroom (\$3,600), carpets and curtains (\$7,200), tools for workmen (\$1,800) and other items, for a total cost of \$16,500;

(iii) Installations for kitchens and lobbies (\$10,800);

(iv) Furniture required to accommodate the staff of UNIDO as it is anticipated on 31 December 1968 (\$27,000);

(v) Additional requirements resulting from the occupancy of new facilities in the latter part of 1968, comprising one vehicle (\$1,600), minimal reproduction facilities (\$600) and furnishings and fixtures (\$2,500), for a total cost of \$4,700.

#### *Chapter VIII. Maintenance, operation and rental of premises*

21.21 Table 21-15 of the budget estimates for the financial year 1969 (A/7205) presents a breakdown of the expenditures expected to be incurred in 1968 in respect of chapter VIII. As at the end of August 1968 invoices for the major categories of expenditure had not yet been received, and the amount of \$170,000 continues to represent the best available estimate.

#### *Chapter IX. General expenses*

21.22 As in the case of chapter VIII, details of revised estimates for 1968 under this chapter are given in the budget estimates for 1969 (table 21-16). In many respects the rate of expenditure under the various items included in this chapter during the early months of 1968 is not indicative of the second half of the year, and the experience so far gained does not provide a conclusive basis for forecasts of over-all 1968 requirements. As at the time of the preparation of the present report the amount of \$315,000 for chapter IX therefore continues to represent the best available estimate of total requirements for the year.

#### *Chapter X. Publications programme and contractual reproduction services*

21.23 Like other aspects of UNIDO's work, the publications programme has been adversely affected



by the delayed filling of posts, which has resulted in delays in the submission of manuscripts. As a consequence it is estimated that expenditures for printing will be limited to \$105,000. Expenditures for contractual translation, typing and editing are forecast at \$50,000. Total requirements for contractual reproduction of documentation are expected to amount to \$50,000.

*Chapter XI. International Symposium on Industrial Development*

21.24 As indicated in the budget estimates for 1969, a sum of \$140,000 under this chapter is to be expended in 1969, rather than in 1968, for the publication of a series of monographs on the main topics discussed at the Symposium. The provision of \$140,000 requested for 1969 is offset by a reduction of the corresponding amount in the present revised estimate. Of the remaining \$138,000, it is now expected, following a further review of the 1968 publication requirements connected with the Symposium, that a saving of some \$86,000 may be achieved. Apart from minor residual expenses of the Symposium, obligations in the current year will be limited to the cost of processing and publishing three reports related to the Symposium, namely, the final report of the Symposium, a report on the Industrial Promotion Service and an industrial development survey at an estimated cost of \$52,000.

*Chapter XII. Headquarters planning and administrative management*

21.25 In section 21, chapter XII, of the budget estimates for the financial year 1969 (A/7205) the Secretary-General has described the purposes of the Office of Headquarters Planning and Administrative Management. The Office was established in Vienna on 1 July 1968. It is estimated that expenditures in 1968 will amount to \$70,000.

**B. Estimates of income**

PART I. INCOME FROM STAFF ASSESSMENT

*Income section 1. Income from staff assessment*

	<i>United States dollars</i>
Approved estimate .....	14,620,700
Revised estimate .....	14,753,000
Increase .....	132,300

1.1 An increase of \$132,300 in income from staff assessment is anticipated, owing mainly to increased requirements under section 3 of the expenditure estimates, offset by decreased requirements under sections 20 and 21. In arriving at the revised estimate under this heading, actual experience up to 31 August 1968 has also been taken into consideration.

PART II. OTHER INCOME

*Income section 2. Funds provided from extra-budgetary accounts*

	<i>United States dollars</i>
Approved estimate .....	2,436,150
Revised estimate .....	2,408,550
Decrease .....	27,600

2.1 Under this income section a decrease of \$27,600 occurs in the grant-in-aid to be received from the vol-

untary funds for the programme of the High Commissioner for Refugees. The grant-in-aid had been estimated at \$440,000 and was based upon an anticipated programme commitment of \$4,400,000. However, the programme of 1968 as approved by the Executive Committee of the High Commissioner's Programme in November 1967 amounted to \$4,120,400. As a result, the actual grant-in-aid for 1968 will amount to \$412,400.

*Income section 3. General Income*

	<i>United States dollars</i>
Approved estimate .....	3,901,000
Revised estimate .....	3,977,600
Increase .....	76,600

3.1 It is anticipated that the net revenue under this income section will exceed the approved estimate by some \$76,600 as follows:

	<i>United States dollars</i>
(a) Reimbursement by the Government of Greece of additional expenses incurred in connexion with the International Symposium on Industrial Development, held in Athens between 29 November and 20 December 1967, for which payment had not been received prior to the closing of the 1967 accounts .....	69,864
(b) Reimbursement by the Government of Austria of additional expenses incurred in connexion with the sixth session of the Governing Council of the United Nations Development Programme, which was held in Vienna rather than in Geneva as initially planned .....	40,000
(c) Reimbursement by the Latin American Institute for Economic and Social Planning to ECLA, Santiago, Chile, in respect of increased electricity rates .....	3,200
(d) Repayment by the United Nations Joint Staff Pension Fund of one half of the contribution made in respect of guides and dispatchers in the Visitors' Service at Headquarters, whose fixed-term contracts expire prior to five years of service .....	30,000
(e) Increased monthly subscription payments by major television networks for colour coverage of United Nations activities at Headquarters .....	76,000
(f) Refund of prior years' expenditures .....	30,000
TOTAL	249,064

3.2 The above-mentioned increases are offset in part by a lower level of estimated income under certain headings as follows:

	<i>United States dollars</i>
(a) A reduction in respect of the estimated expenses to be reimbursed by the Government of Iran in connexion with the actual costs of the International Conference on Human rights, held in Teheran .....	50,400
(b) A reduction in the estimated expenses to be reimbursed by the Government of Austria based on the actual costs incurred in connexion with the United Nations Conference on Road Traffic, the International Conference on the Law of Treaties, and the International Conference on Outer Space, all held in Vienna .....	18,500
(c) A reduction in the contribution to be received from non-member States resulting from the lower level of actual expenses incurred in 1967 from the United Nations Conference on Trade and Development .....	68,200

	<i>United States dollars</i>
(d) A reduction in the dollar value of the annual contribution actually received in escudos from the Government of Chile in 1968 towards the cost of the construction of the United Nations building at Santiago, based on the value of the escudo as determined at the time the funds were appropriated by the Government .....	35,385
TOTAL	172,485

*Income section 4. Revenue-producing activities*

	<i>United States dollars</i>
Approved estimate .....	2,677,150
Revised estimate .....	2,810,850
Increase .....	133,700

4.1 The income to be derived from all activities under this section is expected to exceed the estimate by \$133,700. Anticipated increases are as follows:

(a) An increase in gross revenue from the sale of United Nations postage stamps of the order of \$368,000 with a proportionate increase in operating expenses, resulting in a net increase in revenue of \$158,400;

(b) An increase in the net revenue from sales in the Souvenir Shop of some \$25,000.

These increases are offset in part by the following:

(a) A deficit of \$32,700 arising in the Visitors' Service at Headquarters principally as a result of the inclusion of the guides and dispatchers in the United Nations Joint Staff Pension Fund;

(b) An operating loss of approximately \$17,000 in respect of the catering service, as a result of the fact that, while prices in the coffee shop and the dining room were adjusted early in the year to offset the higher operating costs, increases in the cafeteria's prices could not be effected until 16 May 1968.

4.2 With regard to the deficit in the Visitors' Service, the General Assembly, by its resolution 2191 (XXI), of 15 December 1968 approved certain amendments to the Regulations of the United Nations Joint Staff Pension Fund with effect from 1 January 1967. These amendments abolished the associate participation scheme for staff entering employment on or after 1 January 1967 and provided for refunds to member organizations by the Fund of one half of their contribution of 14 per cent in those instances where participants withdraw within five years without qualifying for a death or disability benefit. The full effect of such participation with respect to the guides and dispatchers who are employed on fixed-term contracts was not felt until 1968 with the result that the increased common staff costs in respect of the Pension Fund contribution for these staff more than offset the net revenue to be gained from this activity. The refund of approximately \$30,000 representing one half of the contribution, is reflected under income section 3 (see para. 3.1 (d), above).

**ANNEX**

**Draft resolution on the supplementary estimates for the financial year 1968**

[For the text of this resolution, as subsequently amended by the Fifth Committee, see document A/7466, para. 18.]

**DOCUMENT A/7258**

**Report of the Advisory Committee on Administrative and Budgetary Questions**

[Original text: English]  
[8 October 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the supplementary estimates for the financial year 1968 (A/7242).

**GENERAL ANALYSIS OF THE SUPPLEMENTARY ESTIMATES**

2. The Secretary-General's revised estimates of requirements under the expenditure sections of the budget for 1968 amount to \$142,057,750, representing an increase of \$1,626,800 over the total amount of \$140,430,950 appropriated by the General Assembly under its resolution 2363 (XXII), of 19 December 1967.

3. The increased requirements are the result of anticipated over-expenditure under sections 3, 4, 5, 6, 3, 9, 10, 17, 18 and 19 in a total amount of \$2,781,900, which is partly offset by anticipated under-expenditure of \$1,155,100 under sections 2, 7, 11, 12, 20 and 21. The details of over-expenditure or under-expenditure anticipated by the Secretary-General are as follows:

<i>Section</i>	<i>Anticipated over-expenditure</i>	<i>Anticipated under-expenditure</i>
	<i>United States dollars</i>	
2. Special meetings and conferences		551,800
3. Salaries and wages .....	1,262,200	
4. Common staff costs .....	259,000	

<i>Section</i>	<i>Anticipated over-expenditure</i>	<i>Anticipated under-expenditure</i>
	<i>United States dollars</i>	
5. Travel of staff .....	46,000	
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; hospitality .....	5,000	
7. Buildings and improvements to premises .....		33,000
8. Permanent equipment .....	170,400	
9. Maintenance, operation and rental of premises .....	96,500	
10. General expenses .....	240,000	
11. Printing .....		41,000
12. Special expenses .....		58,300
17. Special missions .....	622,800	
18. Office of the United Nations High Commissioner for Refugees	24,000	
19. International Court of Justice ....	56,000	
20. United Nations Conference on Trade and Development .....		294,000
21. United Nations Industrial Development Organization .....		177,000
TOTAL	2,781,900	1,155,100

Section	<i>Anticipated over- expenditure</i>	<i>Anticipated under- expenditure</i>	<i>United States dollars</i>
<i>United States dollars</i>			
Supplementary appropriations requested by the Secretary-General:			
Anticipated over-expenditure..	2,781,900		470,000
<i>Less:</i>			
Anticipated under-expenditure	1,155,100		700,000
TOTAL	1,626,800		330,000
			100,000

4. The report of the Secretary-General indicates that several factors have contributed to the anticipated over-expenditure shown above. Broadly speaking they are as follows:

	<i>United States dollars</i>
(a) Additional requirements which necessitated recourse to General Assembly resolution 2364 (XXII) on unforeseen and extraordinary expenses in 1968 .....	442,100

- (b) Under-budgeting under sections 3 and 17 in respect of certain requirements which were known during the twenty-second session of the General Assembly, but for which no provision was made in the revised estimates .....
- (c) Inflationary pressures in various parts of the world which necessitated an adjustment in the rates of pay of general service and local staff, and impost adjustment classes .....
- (d) Under-estimation of requirements relating to entitlements under Staff Regulations and Rules .....
- (e) Rises in prices and rates of goods and services .....

The balance, on approximately \$740,000, is attributed to increased requirements arising out of certain developments in 1968 which could not have been foreseen during the twenty-second session of the General Assembly, and to other over-expenditure.

5. The additional commitments initially entered into under the terms of General Assembly resolution 2364 (XXII) on unforeseen and extraordinary expenses have been as follows:

	<i>United States dollars</i>		
(a) <i>Expenses incurred under paragraph 1 of resolution 2364 (XXII) with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions:</i>			
<i>Section 3, chapter III</i>			
Fees and travel costs of the Special Rapporteur on <i>Apartheid</i> appointed by the Commission on Human Rights; costs of consultants assisting him in the performance of his duties, and costs of contractual translation and typing related to the preparation of the Special Rapporteur's report to the Commission at its twenty-fifth session .....		24,700	
<i>Section 8, chapter IV</i>			
Procurement of colour television equipment ...		159,000	
<i>Section 10, chapter III</i>			
Publication of a pamphlet, in six languages, containing a summary of the first report of the Special Rapporteur on <i>Apartheid</i> .....		12,000	
<i>Section 17, chapter V</i>			
Activities during 1968 of the <i>Ad Hoc</i> Working Group of Experts established under resolution 2 (XXIII) of the Commission on Human Rights .....		98,000	
<i>Section 17, chapter VIII</i>			
Cost related to the visit of the United Nations Council for Namibia to the area .....	39,400	137,400	333,100
(b) <i>Expenses relating to the maintenance of peace and security incurred under the authority granted to the Secretary-General in paragraph 1 (a) of resolution 2364 (XXII):</i>			
<i>Section 17, chapter VI</i>			
United Nations Middle East Mission .....			93,000
(c) <i>Expenses incurred under paragraph 1 (b) (i) of resolution 2364 (XXII):</i>			
<i>Section 19, chapter I</i>			
<i>Ad hoc</i> judges .....			16,000
TOTAL			442,100

The amount of \$20,000 expended under section 12, chapter XI, for assistance in cases of natural disaster, has not been included in the above table, because it relates to a section in which no over-expenditure is anticipated.

6. The amount of \$470,000 relating to requirements which were known during the twenty-second session of the General Assembly but which were not provided for in the revised estimates for 1968 is divided almost equally between sections 3 and 17. The under-budgeting under section 3 covers:

- (a) Cost of implementing the salary and post adjustment rates for the level of Under-Secretary-General, pursuant to General Assembly resolution 2369 (XXII), of 19 December 1967; the Secretary-General had informed the Fifth Committee that the extra amount would be absorbed within the total appropriation under section 3, but that could not be achieved;
- (b) Additional temporary assistance requirements in respect of (i) editorial staff for work on the *Official Records* of the twenty-second session of the General Assembly; (ii) verbatim reporters, typists and interpreters for the the twenty-third session of the General Assembly; and (iii) security guards. The amount under-budgeted under section 17 relates to increases in rates of pay of administrative and technical services personnel which were implemented on 1 July 1967.

7. Of the total of \$700,000 under paragraph 4 subparagraph (c), above, an amount of approximately \$300,000 is attributable to the introduction of class 6 of the post adjustment scales in New York on 1 July 1968 and \$400,000 to upward adjustments in the rates of pay of General Service and local staff, the introduction of an extra class of post adjustment at Santiago and other minor changes under section 3, chapters I and I, and section 17. The under-budgeting of \$330,000 in respect of entitlements under the Staff Regulations and Rules of the United Nations has occurred under sections 4, 5 and 18.

8. An amount of some \$100,000 attributable to rises in prices and rates relate to goods and services under sections 9, 10 and 17.

9. The balance of over-expenditure amounts to some \$740,000 distributed between sections 3, 6, 8, 9, 10, 17 and 19. Included in this total are additional requirements arising out of the prolongation of the resumed twenty-second session of the General Assembly and of the session of the International Court of Justice, requirements attributable to meetings of the Security Council, extra expenses caused by the situation in the Middle East and Nigeria, and certain other expenses not subject to control by the Secretary-General.

10. Certain other elements in this over-expenditure of \$740,000 are, however, due neither to rises in prices and wages nor to additional requirements related to new developments in 1968. While it is difficult to identify this type of over-expenditure with absolute accuracy, the Advisory Committee feels that it accounts for at least one third of the above amount of \$740,000. The Committee believes that this over-expenditure should have been avoided as it was inconsistent with the decision of the General Assembly to hold down expenditures under certain sections of the budget.

11. As regards the sections under which the Secretary-General anticipates an under-expenditure totalling \$1,155,100, the Advisory Committee notes that this amount includes under-expenditure which is due to the postponement of certain activities until 1969, and which, therefore, cannot be regarded as savings. The items in question relate to section 2,

chapters IV, VIII, X and XI, and sections 7, 11 and 21, and the total amount involved is just under \$400,000.

12. In his report on the supplementary estimates for 1968, the Secretary-General also indicates that he anticipates increases of \$132,300 under income section 1 and \$182,700 under other income sections. Accordingly, he estimates that the net additional amount which needs to be covered by assessment of additional contributions on Member States will be \$1,311,800.

OBSERVATIONS ON INDIVIDUAL SECTIONS

*Section 1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies*

13. The Advisory Committee notes that the expenses under chapter I relating to the Board of Auditors have risen appreciably in recent years. The Committee intends to discuss various aspects of this question with the Board, including the allocation of audit operations, in order to try and reduce the attendant expenditure.

*Section 2. Special meetings and conferences*

14. The Advisory Committee welcomes the savings effected under chapters II, III, VI, VII, XII and XIV as a result of more economical deployment of staff and other improved administrative arrangements.

*Section 3. Salaries and wages*

15. The main contributing factor to the total over-expenditure of \$1,262,200 under this section has been upward changes in remuneration due to inflationary pressures. The details of such increases in 1968 are as follows:

	<i>United States dollars</i>
<i>Chapter I. Established posts</i>	
<i>Post adjustment classifications</i>	
New York—from class 5 to class 6 on 1 July 1968 .....	300,000
Santiago, Chile (ECLA) — from class 0 to class 1 on 1 November 1967 .....	50,000
<hr/>	
<i>General Service and Manual Worker salary rates</i>	
Geneva—increases retroactive to 1 January 1967 and 1 January 1968 in excess of the amount included in the budget appropriations for 1968 in respect of the General Service and Manual Worker categories .....	87,000
Headquarters—increase on 1 June 1968 in excess of the amount included in the budget appropriations in respect of manual Worker staff .....	22,600
ECLA—an increase on 1 January 1968 for Santiago, and anticipated with retroactive effect to 1 June for Mexico, in respect of local staff at those offices ....	64,600
ECA—increase in local salary rates as of 1 November 1967 ...	20,000

	<i>United States dollars</i>
Incentive payment introduced on 1 September 1967 for General Service staff in the language typing units of the Stenographic Service of the Office of Conference Services at Headquarters	72,000
<i>Chapter II. Temporary assistance for meetings</i>	
Increases in short-term rates of pay at Headquarters, including the introduction of gross daily rates for certain categories of staff	63,000
TOTAL	679,200

16. A further over-expenditure of approximately \$250,000 is accounted for by under-budgeting in 1968 in respect of requirements for additional temporary assistance for editing the *Official Records* of the twenty-second session of the General Assembly, additional verbatim reporters, typists and interpreters needed for the twenty-third session, and a strengthening of the Security and Safety Section; and by the introduction of the new rates of pay for the level of Under-Secretary-General.

17. Leaving aside the amount of \$24,700 under chapter III, expended under the provisions of General Assembly resolution 2364 (XXII) on unforeseen and extraordinary expenses, there remains a balance of over-expenditure in the amount of approximately \$308,000, mostly under chapters II, III and IV. Part of this over-expenditure is attributed to circumstances beyond the Secretary-General's control. Having analysed the information submitted to it, the Advisory Committee feels, however, that between one third and one half of this amount constitutes over-expenditure on programmes and activities for which the necessary budgetary provisions had been made by the General Assembly. In this connexion, the Committee cannot agree with the argument that reductions made by the General Assembly in the number of established posts initially requested by the Secretary-General constitute by themselves a justification for exceeding approved appropriations.

#### *Section 9. Maintenance, operation and rental of premises*

18. The Advisory Committee notes that over-expenditure under this section includes an item of \$11,000 for "the essential overhaul of the radio transmitters" at Prangins, near Geneva, inasmuch as the equipment "represented a safety hazard to operating personnel" (see A/7242, para. 9.6). The Committee believes that such items should be included in a comprehensive long-term schedule of maintenance and repairs and should be provided for in the initial appropriations approved by the General Assembly.

19. As regards the rental of additional outside premises which was responsible for an over-expenditure of \$11,000, the Advisory Committee is of the opinion that such requirements ought to have been anticipated in the budget appropriations since they related to an approved programme of meetings.

#### *Section 10. General expenses*

20. The Advisory Committee notes with concern that, as can be seen in particular from paragraph 10.4

of the Secretary-General's report, over-expenditure has been allowed to occur under this section in respect of normal activities, provision for which is made in the budget.

#### *Section 12. Special expenses*

21. The Advisory Committee notes that two sessions are now scheduled for the selection committee on prize for outstanding achievements in the field of human rights, with a consequential over-expenditure of \$5,000 under chapter IX. The Committee regrets that the preparatory arrangements have not been so organized as to enable the selection committee to conclude its work in the course of one session. The Advisory Committee recommends that a more economical procedure should be adopted in connexion with the next award of these prizes.

#### *Section 17. Special missions*

22. The estimate under chapter V, relating to the expenses of the *Ad Hoc* Working Group of Experts established by the Commission on Human Rights amounts to \$138,000, i.e. \$98,000 more than the original appropriation of \$40,000. The Advisory Committee notes in this connexion that in paragraph 17.15 of his report the Secretary-General indicates that, in response to his request, under the terms of General Assembly resolution 2364 (XXII) on unforeseen and extraordinary expenses in 1968, the Advisory Committee gave its concurrence in respect of a maximum expenditure of \$130,800 for the activities of the *Ad Hoc* Working Group.

23. The Advisory Committee has now obtained additional information from the Secretary-General as to the details of the expenditure. The Committee understands that although only 4 members of the *Ad Hoc* Working Group took part in the mission to Africa in August and September 1968, they were accompanied by 13 members of the Secretariat. The Committee understands further that the total credit of \$138,000 being requested by the Secretary-General includes \$21,100 in respect of fees for members of the Group.

24. As regards the question of fees, the Advisory Committee would recall that, in its report on the budget estimates for the financial year 1969, it had stated that:

"... it would not feel justified in concurring in the payment of fees to all members of the Working Group. Although the Committee had approved such payments in 1967, it had not at that time appreciated that persons who represented their Governments to the Commission on Human Rights and who were in certain cases, also members of permanent missions would be appointed to the *Ad Hoc* Group; indeed it assumed that the Group would be composed of non-governmental experts within the meaning of Economic and Social Council resolution 9 (II) of 21 June 1946, under the terms of which the activities of the Commission on Human Rights were to be financed. When this assumption proved to be ill-founded the Advisory Committee considered that it would be more appropriate to treat the *Ad Hoc* Working Group as a subsidiary body of the Human Rights Commission at least in so far as the majority of the members were concerned. In consequence, the Advisory Committee concluded that due regard should be had to the position taken by the General Assembly

at its sixteenth session on the recommendation<sup>13</sup> of the Fifth Committee. . . ."<sup>14</sup>

25. The Advisory Committee notes that under chapter IX the Secretary-General is requesting \$30,500 or expenses relating to the appointment of the Secretary-General's representative to assist in relief and humanitarian activities for the civilian victims of hostilities in Nigeria.

*Section 20. United Nations Conference on Trade and Development*

26. Despite the over-expenditure of \$73,000 under chapter I, due to the extension of the second session of the Conference beyond the date originally set by the General Assembly, the section as a whole shows an anticipated under-expenditure of \$294,000. The main reasons for this result are: a reduction in the number of sessions of expert and advisory bodies, with a consequential saving of \$100,000 under chapter II; a net under-expenditure of \$65,000 under chapter III because of a higher number of vacancies than had been anticipated; and an under-expenditure of \$110,400 under chapter X due to delays in recruitment and to reduced temporary assistance requirements.

*Section 21. United Nations Industrial Development Organization*

27. The constituent chapters of section 21 show considerable variations compared with the approved appropriations. Although the Secretary-General anticipates an over-all under-expenditure of \$177,000 due to delays in recruitment and to the non-fulfilment of the publications programme of UNIDO, the Advisory Committee notes that the original appropriations under some chapters will be exceeded by 80 to 180 per cent. Thus, the requirements under chapter I are now estimated at \$140,000, as against the initial appropriation of \$50,000; the Secretary-General indicates that this is due, *inter alia*, to the fact that the Industrial Development Board held double the number of meetings on which the original estimates were based, and that there has been a large increase in the volume of documentation. Considerable over-expenditure has also been permitted under chapters VII, VIII and IX; expenditure under these chapters, originally estimated at a total of 385,000, is now expected to amount to \$790,000, i.e. more than double the approved appropriation. Within chapter III the requirements for temporary assistance are now calculated at \$110,000, nearly double the original appropriation of \$60,000, and those for individual experts and consultants at \$388,000, nearly 50 per cent in excess of the appropriation of \$260,000. The Advisory Committee hopes that strenuous efforts will be made by all concerned to effect savings under these chapters between now and the end of the year.

28. The under-expenditure, anticipated under chapter III, item (i) amounting to \$425,000, is due to the

difficulties and delays encountered by UNIDO in filling vacancies on its manning table. Out of a total Professional establishment of 258 posts, only 213 are occupied, with appointments in progress for 11 additional posts; this means that as of the date of the Secretary-General's report 1 in 6 Professional posts was vacant. Moreover, all but 5 of these vacancies were in the substantive divisions. The under-expenditure of \$155,000 under chapter IV is also attributable to the number of vacancies. The under-expenditure under chapters X and XI, amounting to \$95,000 and \$226,000, respectively, is attributable to delays in the submission of the material intended for publication.

29. The Advisory Committee notes that, while the substantive work of UNIDO is behind schedule, its administrative and other "housekeeping" expenses continue to rise. It hopes that the necessary corrective steps will be taken by all concerned.

*Recommendations of the Advisory Committee*

30. The Advisory Committee has endeavoured in this report to provide an analysis of the types and causes of expenditures for which the Secretary-General is seeking authority in the supplementary estimates. Since much of this expenditure has already been incurred, the Committee has not attempted to recommend reductions on a section-by-section basis. Nevertheless, the Committee believes that, provided strenuous efforts are made by all concerned, significant savings can be achieved between now and the end of the year. In this connexion, the Committee notes that in recent years the approval of supplementary appropriations by the General Assembly was followed by an end-of-year surplus for the budget as a whole. The Committee accordingly recommends a reduction of \$270,000—to be found so far as possible from economies in the sections for which over-expenditure is anticipated—in the amount of \$1,626,800 requested by the Secretary-General. If the General Assembly accepts this recommendation, the amount of \$140,430,950 appropriated for the financial year 1968 by resolution 2363 A (XXII), of 19 December 1967, should be increased by \$1,356,800 to a total of \$141,787,750.

31. The Advisory Committee recommends further that the revised estimates of income proposed by the Secretary-General for 1968 in the total amount of \$23,950,000 should be increased by \$30,000 to a total of \$23,980,000, the increase to be applied to income section 4. Accordingly, the estimates of income in 1968 approved by General Assembly resolution 2363 B (XXII) should be adjusted as follows:

(a) Part I (Income from staff assessment) should be increased by \$132,300 to a total of \$14,753,000;

(b) Part II (Other income) should be increased by \$212,700 to a total of \$9,227,000.

32. After taking into account the increase of \$345,000 for the income sections as a whole the net increase in expenditure for the financial year 1968 would amount to \$1,011,800.

<sup>13</sup> *Ibid.*, Sixteenth Session, Annexes, agenda item 54, document A/5005, para. 10.

<sup>14</sup> *Ibid.*, Twenty-third Session, Supplement No. 7, para. 278.

## DOCUMENT A/7466\*

## Report of the Fifth Committee

[Original text: English/Spanish  
[19 December 1968

1. At its 1235th to 1239th meetings, held on 14, 15, 16 and 17 October 1968, respectively, the Fifth Committee considered the supplementary estimates for the financial year 1968 on the basis of the report of the Secretary-General (A/7242) and the related report of the Advisory Committee on Administrative and Budgetary Questions (A/7258).

2. In his report the Secretary-General requested credits that would increase the estimated expenditures for 1968 by \$1,626,800 to a total of \$142,057,750, and estimated income by \$315,000 to a total of \$23,950,000. The net increase to be covered by the assessment of contributions on Member States would therefore be \$1,311,800. In determining his request for additional credits, the Secretary-General took into account commitments in the amount of \$462,100, which had been initially entered into under the terms of General Assembly resolution 2364 (XXII) on unforeseen and extraordinary expenses for 1968, or within the provision of General Assembly resolution 2034 (XX) relating to United Nations assistance in cases of natural disaster. In addition, the Secretary-General's request included further increases of an unavoidable nature which had since become apparent, offset by unexpended balances which were anticipated under a number of other budget headings.

3. In its related report the Advisory Committee recommended an increase of \$1,356,800 in the appropriations for 1968, a reduction of \$270,000 in the amount requested by the Secretary-General. On this basis, the amount appropriated for 1968 would be increased to a total of \$141,787,750. In addition, the Advisory Committee recommended that the revised estimates of income proposed by the Secretary-General for 1968, totalling \$23,950,000 should be increased by \$30,000 to a total of \$23,980,000, the increase to be applied to income section 4. After taking into account the total increase of \$345,000 under all income sections, the net additional amount to be covered by assessed contributions by Member States would be \$1,011,800.

4. In recommending a total reduction of \$270,000, in the expenditure estimates submitted by the Secretary-General, the Advisory Committee did not attempt to suggest a distribution by sections of the budget since much of the additional expenditure had already been incurred. It felt, however, that the reduction could possibly be met by means of special economies to be sought during the balance of the year. The representative of the Secretary-General noted that for the same reason as that stated by the Advisory Committee and in the absence of any information additional to that used in forecasting the revised requirements for 1968, it was equally difficult for him at that time to make a distribution of the total reduction recommended. However, in order that the Fifth Committee might proceed to the vote on a section-by-section basis, he proposed, as a practical measure, that \$160,000 of the total be applied to section 3, and \$40,000 to section 4, since these sections jointly accounted for the major part of the supplementary requirements. The balance,

namely \$70,000, could be divided equally between sections 20 and 21, where larger surpluses might well be anticipated. Although a few delegations were apprehensive of the possibility of further reductions affecting adversely the work programmes of the Organization and would have preferred the recommended reduction to be applied to the budget as a whole, the suggestion put forth by the representative of the Secretary-General was generally accepted.

5. In the course of the discussion, some of the representatives observed that because of their complex and political nature United Nations activities did not lend themselves to rigorous financial management. In the view of one representative, present budgetary procedures, whereby the Secretary-General is required to present initial estimates one and one half years prior to the final accounting for the year, precluded any rigid policy in respect of the submission of supplementary estimates.

6. Some delegations, on the other hand, called attention to the unsatisfactory practice of the past few years whereby reductions approved by the General Assembly on the Advisory Committee's recommendation seemed to return to the Fifth Committee in the form of supplementary requests. A number of delegations were of the opinion that, in principle, a more comprehensive system of long-term planning would obviate the necessity of annual supplementary requirements and the habitual recurrence of a surplus on the over-all budget at the end of the financial year. Moreover, they maintained that unavoidable expenditure under certain sections of the budget should be met, as far as possible by a judicious allocation of savings which accrued under other sections.

7. A number of representatives believed that much of the additional expenditure which had been incurred such as that reflected under section 3 resulting from inflationary pressure which necessitated adjustment in the rates of pay to the staff, should have been foreseen at the time of the presentation of the budget estimate for 1968. In this connexion, several representatives stated that they were anxiously awaiting the Advisory Committee's recommendations on an appropriate definition of "unforeseen and extraordinary expenses" as requested by the General Assembly in its resolution 2370 (XXII).

8. Some delegations were seriously concerned with the size and nature of expenditures under section 1, and more specifically with those under chapter V in respect of the *Ad Hoc* Working Group of Experts established by resolution 2 (XXIII) of the Commission on Human Rights. These delegations associated themselves with the Advisory Committee's observation on the disproportion between the number of members (4) of the Working Group sent to Africa to investigate the infringement of trade union rights and the number of accompanying staff members (13) of the Secretariat, as well as with the Committee's non-concurrence in the payment of fees to members of the Working Group who were simultaneously serving as representatives of their Governments. In this regard the representative of the Secretary-General suggested that the

\* Incorporating document A/7466/Corr.1, dated 20 December 1968.

was not necessarily a relationship between the size of the body and its supporting staff since the same basic services, such as translation, interpretation and proof-reading, were required for all bodies, irrespective of their size. Referring to the payments of fees, he stated that the appointment of governmental representatives by members of the Working Group had not been foreseen; by the time this was known, the Secretary-General, in view of certain precedents, had decided not to discontinue the payment of these fees for the time being. However, the Secretary-General had undertaken a review of such situations and would present a detailed report to the Fifth Committee with the hope that the General Assembly would be able to give him specific guidance on similar cases in the future.

9. Referring to the implementation of duly authorized work programmes in the economic and social fields leading to the submission of supplementary estimates, certain representatives cited examples where they believed that priority programmes had been allowed to suffer because of lack of funds. They recalled that the reductions recommended by the Advisory Committee in the budget estimates for 1968 had been accepted on the assurance that such programmes would not be jeopardized. Taking into account the importance of these programmes for developing countries, the Secretary-General should be allowed to resort to supplementary appropriations for their continued implementation.

10. The Chairman of the Advisory Committee stated that there were usually several reasons why programmes could not be implemented, such as staff shortages, and other delays, and that it was unlikely that the sole reason in every case was lack of funds. He believed that the Secretary-General used his best judgement in applying the recommendation according to the priorities of programmes.

11. Regarding sections 20 and 21, relating to UNCTAD and UNIDO, respectively, a number of delegations were concerned with the large savings which had accrued under some of the chapters while, at the same time, expenditures had greatly exceeded appropriations under other headings. They felt that although administrative costs could be expected to be high in the early stages of organization, the significance of these bodies in fulfilling the aspirations of developing countries in the fields of trade and industry was such that their work programmes should not be allowed to suffer because of delays in recruitment in respect of their substantive divisions. One representative suggested that the relevant observations of the Secretary-General and the Advisory Committee in their respective reports be brought to the attention of the governing bodies of UNCTAD and UNIDO.

12. Reservations were expressed by a number of delegations on a number of items under sections 12 and 17, including expenditures for the United Nations bond issue, the United Nations Memorial Cemetery in Korea and the United Nations Commission for the Unification and Rehabilitation of Korea. Another delegation was unable to support the provision under section 17 for the *Ad Hoc* Working Group of Experts appointed by the Commission on Human Rights under its resolution 2 (XXIII). Certain of these delegations considered the inclusion in the regular budget of the items to which they had referred to be in contravention of the Charter of the United Nations.

#### *Decisions of the Committee*

13. At its 1237th, 1238th and 1239th meetings held on 15, 16 and 17 October 1968 respectively, the Committee voted, by section, on the revised estimates as follows:

<i>Section</i>	<i>Revised estimate</i>	<i>In favour</i>	<i>Against</i>	<i>Abstentions</i>
	<i>United States dollars</i>			
2. Special meetings and conferences . . . . .	2,385,300	69	0	0
3. Salaries and wages . . . . .	60,523,000	68	7	2
4. Common staff costs . . . . .	13,988,000	67	0	8
5. Travel of staff . . . . .	2,228,500	68	0	8
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; hospitality . . . . .	130,000	74	0	0
7. Buildings and improvements to premises . . . . .	4,828,200	74	0	0
8. Permanent equipment . . . . .	775,900	73	0	0
9. Maintenance, operation and rental of premises . . . . .	4,231,500	70	0	4
10. General expenses . . . . .	5,867,000	64	0	8
11. Printing . . . . .	1,583,400	71	0	0
12. Special expenses . . . . .	9,152,500	52	9	16
17. Special missions . . . . .	6,652,400	58	10	9
18. Office of the United Nations High Commissioner for Refugees . . . . .	3,493,000	70	0	9
19. International Court of Justice . . . . .	1,412,350	79	0	0
20. United Nations Conference on Trade and Development . . . . .	8,846,000	85	0	0
21. United Nations Industrial Development Organization . . . . .	8,020,000	85	0	0



14. Since no change was proposed in the level of the original appropriations under sections 1, 13, 14, 15 and 16 the Committee took no vote on these sections of the budget.

15. The Committee approved by 74 votes to 1, with 10 abstentions, part A of a draft resolution relating to the supplementary estimates for the financial year 1968, thereby recommending to the General Assembly a revised appropriation of \$141,787,750 for the financial year 1968.

16. The Committee adopted unanimously part B of the same draft resolution, establishing a revised estimate of income for the financial year 1968 totalling \$23,980,000.

### Recommendations of the Fifth Committee

18. The Fifth Committee therefore recommends to the General Assembly the adoption of the following draft resolutions:

#### SUPPLEMENTARY ESTIMATES FOR THE FINANCIAL YEAR 1968

##### A

#### Budget appropriations for the financial year 1968 The General Assembly

Resolves that for the financial year 1968:

1. The amount of \$US 140,430,950 appropriated in its resolution 2363 A (XXII), of 19 December 1967 shall be increased by \$US 1,356,800 as follows:

Section	Amount appropriated by resolution 2363 A (XXII)	Increase or (decrease)	Revised approp- riation
<i>United States dollars</i>			
<i>Part I. Sessions of the General Assembly, the councils, commissions and committees; special meetings and conferences</i>			
1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies . . . . .	1,270,700	—	1,270,700
2. Special meetings and conferences . . . . .	2,937,100	(551,800)	2,385,300
TOTAL, PART I	4,207,800	(551,800)	3,656,000
<i>Part II. Staff costs and related expenses</i>			
3. Salaries and wages . . . . .	59,420,800	1,102,200	60,523,000
4. Common staff costs . . . . .	13,769,000	219,000	13,988,000
5. Travel of staff . . . . .	2,182,500	46,000	2,228,500
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; hospitality . . . . .	125,000	5,000	130,000
TOTAL, PART II	75,497,300	1,372,200	76,869,500
<i>Part III. Premises, equipment, supplies and services</i>			
7. Buildings and improvements to premises . . . . .	4,861,200	(33,000)	4,828,200
8. Permanent equipment . . . . .	605,500	170,400	775,900
9. Maintenance, operation and rental of premises . . . . .	4,135,000	96,500	4,231,500
10. General expenses . . . . .	5,627,000	240,000	5,867,000
11. Printing . . . . .	1,624,400	(41,000)	1,583,400
TOTAL, PART III	16,853,100	432,900	17,286,000
<i>Part IV. Special expenses</i>			
12. Special expenses . . . . .	9,210,800	(58,300)	9,152,500
TOTAL, PART IV	9,210,800	(58,300)	9,152,500
<i>Part V. Technical programmes</i>			
13. Economic development, social development and public administration . . . . .	5,113,600	—	5,113,600
14. Industrial development . . . . .	991,400	—	991,400
15. Human rights advisory services . . . . .	220,000	—	220,000
16. Narcotic drugs control . . . . .	75,000	—	75,000
TOTAL, PART V	6,400,000	—	6,400,000
<i>Part VI. Special missions</i>			
17. Special missions . . . . .	6,029,600	622,800	6,652,400
TOTAL, PART VI	6,029,600	622,800	6,652,400

<i>Section</i>	<i>Amount appropriated by resolution 2363 A (XXII)</i>	<i>Increase or (decrease)</i>	<i>Revised appropriation</i>
<i>United States dollars</i>			
<i>Part VII. Office of the United Nations High Commissioner for Refugees</i>			
18. Office of the United Nations High Commissioner for Refugees . . . . .	3,469,000	24,000	3,493,000
TOTAL, PART VII	3,469,000	24,000	3,493,000
<i>Part VIII. International Court of Justice</i>			
19. International Court of Justice . . . . .	1,356,350	56,000	1,412,350
TOTAL, PART VIII	1,356,350	56,000	1,412,350
<i>Part IX. United Nations Conference on Trade and Development</i>			
20. United Nations Conference on Trade and Development . . . . .	9,175,000	(329,000)	8,846,000
TOTAL, PART IX	9,175,000	(329,000)	8,846,000
<i>Part X. United Nations Industrial Development Organization</i>			
21. United Nations Industrial Development Organization . . . . .	8,232,000	(212,000)	8,020,000
TOTAL, PART X	8,232,000	(212,000)	8,020,000
GRAND TOTAL	140,430,950	1,356,800	141,787,750

2. The Secretary-General shall be authorized to transfer credits between sections of the budget with the concurrence of the Advisory Committee on Administrative and Budgetary Questions;

3. The appropriations for technical assistance programmes under part V shall be administered in accordance with the Financial Regulations of the United Nations, except that the definition of obligations and the period of validity of obligations shall be in accordance with the procedures and practices established for the Technical Assistance component of the United Nations Development Programme;

4. The provisions under sections 1, 3, 5 and 11, in total amount of \$239,200 relating to the International Narcotics Control Board shall be administered as a unit;

5. The provisions under sections 1, 3, 4, 5, 6 and 10, in total amount of \$565,100 relating to the United Nations Joint Staff Pension Board and the United

Nations Staff Pension Committee, shall be administered in accordance with article XXVII of the Regulations of the United Nations Joint Staff Pension Fund;

6. In addition to the appropriations voted under paragraph 1 above, an amount of \$19,000 is appropriated from the accumulated income of the Library Endowment Fund for the purchase of books, periodicals, maps and library equipment and for such other expenses of the Library at the Palais des Nations as are in accordance with the objects and provisions of the endowment.

B

*Income estimates for the financial year 1968*

*The General Assembly*

*Resolves that for the financial year 1968:*

1. The estimates of income approved by its resolution 2363 B (XXII) of 19 December 1967 shall be revised as follows:

<i>Income section</i>	<i>Estimate approved by resolution 2363 A (XXII)</i>	<i>Increase or (decrease)</i>	<i>Revised estimate</i>
<i>United States dollars</i>			
<i>Part I. Income from staff assessment</i>			
1. Income from staff assessment . . . . .	14,620,700	132,300	14,753,000
TOTAL, PART I	14,620,700	132,300	14,753,000
<i>Part II. Other income</i>			
2. Funds provided from extra-budgetary accounts . . . . .	2,436,150	(27,600)	2,408,550
3. General income . . . . .	3,901,000	76,600	3,977,600
4. Revenue-producing activities . . . . .	2,677,150	163,700	2,840,850
TOTAL, PART II	9,014,300	212,700	9,227,000
GRAND TOTAL	23,635,000	345,000	23,980,000

2. The income from staff assessment shall be credited to the Tax Equalization Fund in accordance with the provisions of General Assembly resolution 973 (X) of 15 December 1955.

3. Direct expenses of the United Nations Postal

Administration, services to visitors, catering and related services, television services and the sale of publications not provided for under the budget appropriation shall be charged against the income derived from those activities.

### ACTION TAKEN BY THE GENERAL ASSEMBLY

At its 1752nd plenary meeting, on 21 December 1968, the General Assembly voted on draft resolutions A and B submitted by the Fifth Committee (A/7466, para. 18); it adopted draft resolution A by 108 votes to none, with 14 abstentions, and draft resolution B unanimously. For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolutions 2468 A (XXIII) and 2468 B (XXIII).

### CHECK LIST OF DOCUMENTS

NOTE. This check list includes the documents mentioned during the consideration of agenda item 73 which are not reproduced in the present fascicle.

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/7125	Budget performance of the United Nations for the financial year 1967: report of the Secretary-General	<i>Official Records of the General Assembly, Twenty-third Session, Annexes addendum to agenda item 72</i>
A/7205 and Corr.1	Budget estimates for the financial year 1969 and information annexes	<i>Ibid., Twenty-third Session Supplement No. 5</i> an erratum
A/7207	First report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid., Supplement No. 7</i>
A/7353	Administrative and financial implications of the decision of the Second Committee as contained in document A/7345: report of the Fifth Committee	<i>Ibid., Twenty-third Session Annexes, agenda item 37</i>
A/C.5/1193	Administrative and financial implications of the decision of the Second Committee as contained in document A/7345: note by the Secretary-General	<i>Ibid.</i>
A/C.5/980	Draft report of the Fifth Committee	For the text of this document, as amended by the Fifth Committee at its 1294th meeting, see A/7466



**Agenda item 74:\*\* Budget estimates for the financial year 1969\*\*\***

**C O N T E N T S**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
<b>General statements</b>		
A/C.5/1176	Statement made by the Secretary-General at the 1238th meeting of the Fifth Committee.....	3
A/C.5/1177	Statement made by the Chairman of the Advisory Committee on Administrative and Budgetary Questions at the 1238th meeting of the Fifth Committee . . . . .	7
<b>Particular questions relating to the budget</b>		
UNFORESEEN AND EXTRAORDINARY EXPENSES		
A/7336	Report of the Advisory Committee on Administrative and Budgetary Questions .....	11
UNITED NATIONS REGULAR BUDGET: INTEGRATED SCHEDULE OF MEETINGS OF PROGRAMME-FORMULATING BODIES		
A/C.5/1175	Note by the Secretary-General .....	15
EXTENSION OF THE PALAIS DES NATIONS AT GENEVA		
A/C.5/1179	Report of the Secretary-General .....	17
A/7337	Report of the Advisory Committee on Administrative and Budgetary Questions .....	23
PROGRAMME OF MAJOR MAINTENANCE AND IMPROVEMENT OF THE PALAIS DES NATIONS AT GENEVA		
A/C.5/1189	Report of the Secretary-General .....	31
A/7367	Report of the Advisory Committee on Administrative and Budgetary Questions .....	35
CONFERENCES, DOCUMENTATION AND RECORDS		
A/7400	Report of the Advisory Committee on Administrative and Budgetary Questions .....	35
<b>Revised estimates</b>		
SECTION 1		
<i>Expenses to be incurred by the United Nations in respect of individuals or groups of experts appointed by organs or subsidiary organs for the performance of special ad hoc tasks</i>		
A/C.5/1200	Report of the Secretary-General .....	36
A/7414/Rev.1	Report of the Advisory Committee on Administrative and Budgetary Questions .....	42
SECTIONS 1, 3, 5 AND 10		
<i>Revised estimates resulting from decisions taken by the Economic and Social Council at its forty-fourth and forty-fifth sessions</i>		
A/C.5/1169	Report of the Secretary-General .....	43
A/7255	Report of the Advisory Committee on Administrative and Budgetary Questions .....	47
SECTIONS 1, 17 AND 20		
<i>System of travel and subsistence allowances to members of organs and subsidiary organs of the United Nations</i>		
A/C.5/1178	Report of the Secretary-General .....	48
A/7304	Report of the Advisory Committee on Administrative and Budgetary Questions .....	50
SECTIONS 3, 4, 7, 8 AND 9 AND INCOME SECTION 1		
<i>Language training programme</i>		
<i>Inclusion of Russian among the working languages of the General Assembly and the Security Council</i>		
A/7334	Report of the Secretary-General .....	52
A/7386	Report of the Advisory Committee on Administrative and Budgetary Questions .....	52
SECTIONS 3, 4, 17, 18, 19, 20 AND 21 AND INCOME SECTIONS 1 AND 4		
<i>Salary scales for the Professional and higher categories</i>		
A/7236	Report of the Secretary-General .....	52
A/7280	Report of the Advisory Committee on Administrative and Budgetary Questions .....	60

\* Document A/7359 is published in the addendum to agenda item 74.

\*\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Fifth Committee, 1238th, 1240th to 1261st, 1264th to 1268th, 1270th to 1280th, 1283rd to 1288th and 1290th to 1296th meetings*; and *ibid., Plenary Meetings, 1752nd meeting*.

\*\*\* Since 1962, the annual budget estimates have been discussed by the General Assembly as follows: seventeenth session (agenda item 62), eighteenth session (agenda item 58), twentieth session (agenda item 76), twenty-first session (agenda item 74), twenty-second session (agenda item 74).

## CONTENTS (continued)

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
	SECTIONS 3, 8, 9 AND 10	
	<i>Accommodation at Headquarters: rental of outside office space</i>	
A/C.5/1182	Report of the Secretary-General .....	65
A/7341	Report of the Advisory Committee on Administrative and Budgetary Questions .....	68
	SECTIONS 4, 17, 18, 20 AND 21	
	<i>Education grant</i>	
A/C.5/1170	Report of the Secretary-General .....	71
A/7295	Report of the Advisory Committee on Administrative and Budgetary Questions .....	71
	SECTION 7	
	<i>Accommodation at Headquarters: proposed new construction and major alterations of existing premises</i>	
A/C.5/1183	Report of the Secretary-General .....	72
A/7366	Report of the Advisory Committee on Administrative and Budgetary Questions .....	75
	<i>Language training facilities: programme of alteration and improvement of the 39th floor of the Secretariat Building</i>	
A/C.5/1185	Report of the Secretary-General .....	79
A/7340	Report of the Advisory Committee on Administrative and Budgetary Questions .....	79
	<i>United Nations building at Santiago, Chile</i>	
A/C.5/1186 and Add.1	Report of the Secretary-General .....	80
A/7373	Report of the Advisory Committee on Administrative and Budgetary Questions .....	83
	SECTION 9	
	<i>Sound recordings of meetings of United Nations bodies</i>	
A/C.5/1187	Note by the Secretary-General .....	87
A/7356	Report of the Advisory Committee on Administrative and Budgetary Questions .....	90
	SECTION 12	
	<i>Grant towards extension and improvement of the physical facilities of the International School at Geneva</i>	
A/C.5/1188	Report of the Secretary-General .....	91
A/7351	Report of the Advisory Committee on Administrative and Budgetary Questions .....	94
	SECTION 20	
	<i>International Trade Centre</i>	
A/C.5/1168	Report of the Secretary-General containing the report of the Secretary-General of UNCTAD and the Director-General of GATT on the budget estimates of the International Trade Centre for the financial year 1969 .....	95
A/7339	Report of the Advisory Committee on Administrative and Budgetary Questions .....	104
	* * *	
	BUDGET ESTIMATES AS A WHOLE	
	<i>Revised requirements</i>	
A/C.5/1214	Report of the Secretary-General .....	105
A/7454	Report of the Advisory Committee on Administrative and Budgetary Questions .....	119
	* * *	
A/7476	Report of the Fifth Committee .....	122
<b>Action taken by the General Assembly</b> .....		150
<b>Check list of documents</b> .....		150
Documents concerning administrative and financial implications of proposals made during the session .....		152

## Abbreviations

ACC	Administrative Committee on Co-ordination
ECA	Economic Commission for Africa
ECAFE	Economic Commission for Asia and the Far East
ECE	Economic Commission for Europe
ECLA	Economic Commission for Latin America
FAO	Food and Agriculture Organization of the United Nations
GATT	General Agreement on Tariffs and Trade
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development
ICSAB	International Civil Service Advisory Board
ILO	International Labour Organisation
ITU	International Telecommunication Union
ONUC	United Nations Operation in the Congo
UNCITRAL	United Nations Commission on International Trade Law
UNCTAD	United Nations Conference on Trade and Development

UNDP	United Nations Development Programme
UNEF	United Nations Emergency Force
UNFICYP	United Nations Peace-keeping Force in Cyprus
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
UNMOGIP	United Nations Military Observer Group in India and Pakistan
WHO	World Health Organization
WMO	World Meteorological Organization

## GENERAL STATEMENTS

### DOCUMENT A/C.5/1176

#### Statement made by the Secretary-General at the 1238th meeting of the Fifth Committee

[Original text: English]  
[16 October 1968]

1. I welcome this opportunity to share with the Fifth Committee at this early stage of its deliberations my views on a number of the more important issues to which you will be addressing yourselves during the current session. My comments will, for the most part, be of a general nature, dealing with the broader aspects of the questions involved. On points of detail, I shall let my reports and those of the Advisory Committee on Administrative and Budgetary Questions speak for themselves.

2. Turning first to the level of the initial estimates for 1969, let me repeat what I have said in my foreword to the budget document [A/7205], namely, that I have endeavoured to provide for total foreseeable needs at the lowest possible cost. In many respects the estimates have been prepared with greater thoroughness than ever before. On the other hand, the reductions to those initial estimates, as recommended by the Advisory Committee [see A/7207], are not unreasonable—if, indeed, reductions must be made—and need not cause any serious impediment to the execution of the particular work programmes and other activities on which the estimates were based. Such differences of opinion as might exist between that Committee and myself in regard to its observations and comments on the budget estimates can, I think, be more easily dealt with during the course of the customary detailed examination. In any event, since the estimates are compiled some nine months in advance of the operational year to which they relate, and because of the very nature of the activities of the Organization, the need to adjust to some extent the basis on which the estimates were originally framed often becomes necessary in the light of subsequent developments. Accordingly, I shall, as usual, report to the Advisory Committee at mid-year on actual experience. Moreover, I must, of course, retain the possibility of submitting to that Committee and to the General Assembly at its twenty-fourth session any adjustments to the initial appropriations which may be called for as a result of developments beyond my control or which, for other reasons, I deem to be in the best interests of the Organization.

3. In addition to the appropriations already recommended by the Advisory Committee on the basis of the estimates submitted to date, a number of further proposals involving additional requirements will have to be presented in the course of the current session. At

this stage I wish to confine my comments to those additional items having the most substantial financial implications.

4. In the first instance, as the Committee knows, the initial estimates contained a *pro memoria* provision in respect of technical programmes under part V for which since 1962 the General Assembly has seen fit to appropriate an annual amount of \$6.4 million. Certain proposals emanating from the Governing Council of the United Nations Development Programme on the one hand and the Industrial Development Board on the other involve a total recommended sum somewhat in excess of the previous level. In its consideration of this matter this Committee will no doubt wish to take into account the deliberations of the Second Committee which has on its agenda the general reports of the two bodies to which I have referred.

5. I shall also be submitting to the General Assembly at its current session a number of reports which deal with the question of adequate office and other facilities at a number of United Nations locations, notably at Headquarters, at Geneva and at Santiago, Chile. I have reported on several occasions that the problem at New York, particularly as far as office accommodation is concerned, was becoming increasingly critical. The point has now been reached where a hard decision must be made either to seek immediately the rental of additional outside premises or, if for financial or other reasons that course is unacceptable, to face the consequences, for an indefinite period, of a virtual recruitment freeze. Clearly, as Secretary-General, I would regard it as extremely unfortunate if the Organization were to find it necessary to usher in the Second Development Decade under conditions of severe retrenchment in economic and social programmes and activities. In order, therefore, that the Assembly may carefully weigh the advantages and disadvantages of the alternatives before it, I will shortly be submitting two reports on the situation at Headquarters. The first will suggest the possibility of resolving the present crisis, at least for a limited period, by the rental of outside premises; the second report will present proposals for a more permanent solution, involving a general expansion of the Headquarters facilities, including new construction.

6. The Committee should also expect to receive reports on the further extension of the conference

facilities and of related office space in the Palais des Nations at Geneva, as well as a report on certain adaptations of, and improvements to, the United Nations building at Santiago, Chile. The budgetary impact of these several proposals, if approved, would of course not be felt in 1969 alone. It is regrettable that it should be necessary to impose upon the General Assembly at one time such an accumulation of problems related to United Nations premises. On the other hand, at least in the case of Headquarters, Geneva and Santiago, the Assembly has been seized of the problem for a number of years. More recently, I might add, similar problems at the ECAFE headquarters in Bangkok, and at ECA headquarters in Addis Ababa, have become scarcely less acute. Accordingly, apart from the situations on which decisions must be taken at the present time, I hope Members will agree with me that the whole question of adequate facilities for the effective conduct of our international activities is one which urgently calls for a broad and realistic look into the foreseeable future.

7. May I now turn briefly to the question of improving the use of the working languages within the Secretariat. The matter will be dealt with separately in my annual report on the composition of the Secretariat. At this stage I merely wish to make some general observations.

8. In reaffirming its interest in the use of the working languages and in the related problems of staff administration, the Fifth Committee last year recommended a number of measures, including the expansion of the language training programme and the institution of a language bonus for the Professional staff. Since these measures involved financial implications, they were examined by the Advisory Committee. However, on the basis of the preliminary information which could be provided at the time, the Advisory Committee was unable to reach any conclusions. As a result, the draft resolution which contained the proposed measures was amended<sup>1</sup> to allow for a closer examination of their administrative and financial aspects during the current year.

9. I mention this procedural background to General Assembly resolution 2359 B (XXII) because it has an important bearing on our sustained effort to preserve and enhance the effectiveness of the Secretariat as the administrative arm of the Organization. The resolution gave us an opportunity to explore more fully what measures could be applied to achieve its aim. It thus followed a long tradition in the United Nations regarding personnel management. In essence, this tradition reflects a general recognition that the processes of establishing policy for the Secretariat and of conducting the affairs of the Secretariat are interdependent. Under our constitutional division of labour between the General Assembly and the Secretary-General in staff matters, it is clearly desirable that policy be based upon, and respond to, the realities of administration in much the same manner as administration must be attuned to the changing demands placed upon it by the Organization.

10. Having profited from the time allowed for a study of the language question both within the Secretariat and in the context of the United Nations common system as a whole, I am glad to inform the Com-

mittee that we have been able to work out a number of proposals which appear to us to be best designed to accomplish the objective of bringing about a more equitable use of the languages of the Secretariat. It is my hope that these proposals, besides meeting the test of feasibility, will also be found to represent a reasonable balance between the need to intensify our efforts to enrich the linguistic skills of the staff and the need to ensure unimpaired performance of the work of the Secretariat.

11. When I refer to the test of feasibility, I have in mind such special circumstances affecting the administration of the Secretariat as the great diversity of educational backgrounds of its staff members, the varying degrees of their mastery of the language in which they normally work and the relatively large number of working languages found in the United Nations family of organizations.

12. Before I leave the subject, I should like to stress that our proposals on the use of languages in the Secretariat reflect the administrative judgement of the organizations in the common system as to what methods are most likely to produce the results desired. It is realized at the same time that the question transcends purely administrative considerations. I will, therefore, follow with interest the deliberations of the Fifth Committee, fully confident that whatever is decided will take account of the somewhat unique conditions under which we must operate.

13. The Committee will also be seized of two further proposals which closely affect the staff and on which I wish to make a strong appeal for your support.

14. The first is a recommendation by the International Civil Service Advisory Board that the gross salaries of Professional staff should be increased by 5 per cent from 1 January 1969. Full particulars of this proposal have been provided in my report as contained in document A/7236. This is a matter on which differences of opinion are bound to exist. There are, however, two basic aspects which I should like the Committee to take into account. The first and perhaps the most important of these is the fact that ICSAB is a very distinguished, very experienced and totally disinterested body. As such, its conclusions deserve the most careful consideration, a course which the General Assembly has indeed seen fit to follow on similar occasions in the past. Furthermore, I and my colleagues in the Administrative Committee on Co-ordination did not propose any particular figure of increase; we simply gave ICSAB information about national civil service salary changes since 1964—for which the Board itself had asked—and let the Board draw its own conclusions. On behalf of ACC I commend these conclusions to the General Assembly, since in our view some upward adjustment based on outside salary movements, no matter how conservative, is fully justified.

15. The Board has recommended an increase also in the maximum amount of the education grants which are currently payable. I shall refrain from commenting on the details of the ICSAB proposal, which will be set forth at length in a special report. I would merely wish to stress at this point that it is a human problem as much as a financial one. I feel sure that many of you know from experience that one of the most difficult questions facing an expatriated official is to secure for his children an education which is appropriate to their particular circumstances. A variety of cultural, family and religious considerations are involved. I feel sure the Assembly will wish to ensure that the dilemma

<sup>1</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 82, document A/7001, para. 41.

in which these staff members find themselves is not made more difficult because of financial burdens.

16. I wish next to present to the Committee certain views on the general subject of budget presentation in its relation to programme formulation.

17. One of the main conclusions reached by the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies, as contained in its second report to the General Assembly,<sup>2</sup> was that the further development and application by the United Nations family of organizations of an integrated system of long-term planning on a programmed basis was an essential ingredient in improving their programming and budgetary processes and ensuring throughout the United Nations system the most rational use of available resources. In addition to its endorsement of the related recommendations of the *Ad Hoc* Committee, the Assembly at its twenty-second session added an important piece of legislation in furtherance of this general objective when in resolution 2370 (XXII) it decided to request the Secretary-General to suggest to the General Assembly at each regular session a planning estimate for the United Nations regular budget for the second succeeding budgetary period. As recognized in the resolution, a basic requirement for the establishment of such a planning estimate was the development by all the relevant programme-formulating bodies of a system of long-term planning and programme formulation within their respective fields of competence.

18. The establishment of a total work programme in the economic, social and human rights fields, taking into account the related budgetary requirements, had for a number of years been the special pre-occupation of the Economic and Social Council's Committee on Programme and Co-ordination. That Committee has been undertaking its difficult task on the basis of material prepared by the appropriate substantive sectors of the Secretariat in collaboration with the Office of the Controller. At the same time certain new features have been introduced in the budget document in the past few years which were designed to achieve a closer relationship between programme and budget presentation. The main innovation occurred in the text of section 3 which provides for the salaries and wages of the greater part of the Secretariat. Thus, in addition to the traditional presentation under four chapters of the global requirements in respect of established posts, temporary assistance for meetings, other temporary assistance, and overtime payments, these credits were distributed among the major organizational units involved. Since, to all intents and purposes, these organizational units each represent a specific field of work, this distribution tended to present requirements by main activity as well as by object of expenditure. In the budget estimates for 1969, this presentation has been amplified by the addition of a considerable volume of information on the actual work programmes to be undertaken by each unit and the manpower and other resources available or requested for their implementation, particularly in respect of the economic, social and human rights sectors. This expanded budget text was considered particularly suitable for submission in the form of appropriate extracts to the Committee on Programme and Co-ordination at its session in the spring of this year. It is entirely possible that by this device

considerable duplication of work in connexion with the preparation of reports to that Committee may in the future be avoided.

19. This more detailed presentation of the budget text was made possible by the introduction of a new internal procedure for the assessment of requirements in the sectors to which I have referred. This new procedure involved the creation of an internal review group, comprising officials of the Office of the Controller and the Department of Economic and Social Affairs who jointly undertook, in close consultation with the various programme supervisory personnel, an assessment of resources required for the next financial period based on a detailed analysis of the work programmes actually to be undertaken by the latter Department, the secretariats of the four regional economic commissions, the United Nations Economic and Social Office in Beirut and of the Division of Human Rights. The same procedure will be followed in respect of the establishment of the budget requirements for 1970 and the planning estimate for 1971, which under General Assembly resolution 2370 (XXII) I have been asked to suggest to the Assembly by 1 December 1969. As was implicit in the provisions of the latter resolution, the establishment of planning estimates covering long-term levels of activity will require the active participation of Member States at the legislative level. In this regard, I have drawn attention in paragraph 13 of my foreword to the budget estimates to the need for some strengthening of the procedures which currently govern the formulating, development and approval of programmes. I indicated at the same time that the Secretariat could contribute by providing to the appropriate programme reviewing bodies a more specific and co-ordinated appraisal of both past and proposed activities. To this end, the internal review to which I have referred will commence in the next few weeks, that is some three months earlier than in past years, in order that the results may be submitted to the main programme-formulating bodies at meetings to be held early in 1969. The instructions issued to the appropriate departments and offices on the preparation of their submissions to the review group take into account certain recent recommendations and proposals made by the Committee for Programme and Co-ordination and the Economic and Social Council in regard to long-term planning and the establishment of priorities. As a result, it is hoped that the conclusions of the review group can again serve the dual purpose of providing a basis not only for the preparation of the budget, but for the fulfilment by the Committee for Programme and Co-ordination and other programme-formulating bodies of their responsibilities for programme review, including the establishment of a target for 1971, as required by General Assembly resolution 2370 (XXII). In accordance with the request contained in that resolution, I shall shortly submit a report on an integrated schedule of meetings of the various bodies which will be most intimately involved in the programming and budgeting process.

20. The scope of the joint review procedure will also be broadened to deal with the requirements of offices and departments at Headquarters other than those in the economic, social and human rights sectors. Moreover, to the extent possible, it is hoped to make arrangements whereby the submissions for 1970 and 1971 by the regional economic commissions and other main offices abroad might be reviewed on the spot in consultation with all concerned.

<sup>2</sup> *Ibid.*, Twenty-first Session, Annexes, agenda item 80, document A/6343, para. 68.



21. It is my hope that the various internal management measures to which I have referred, together with the initiatives taken by the various programme-formulating bodies, will enable me to place before the General Assembly in due course an organized body of information which will enable it to reach a consensus on what constitutes during any given period a reasonable financial outlay for the activities of the United Nations, particularly in the economic and social field. In the last analysis, it is incumbent on Member States to agree amongst themselves on priorities in the light of the total resources they are jointly able to make available. At the same time, I think it is necessary, in the context of resolution 2370 (XXII), to think of a new role for the Secretary-General in the preparation of programmes and budget, particularly in the economic and social field. Thus, if I were given the authority to prepare a realistic draft programme and budget on the basis of the decisions taken by the various legislative bodies, but without being too literally bound by the letter of those decisions, and without being debarred from proposing certain adjustments, proposals could be made which would ensure that expenditures originating in so many centres of decision would fall more than at present into some coherent pattern. This is an aspect to which I drew attention in paragraph 13 of my foreword to the budget estimates for 1969 and I am grateful for the favourable reaction of the Advisory Committee as contained in paragraph 35 of its related report [A/7207]. I have also taken note of the emphasis placed on the question of priorities by the Committee for Programme and Co-ordination in its report to the Economic and Social Council<sup>3</sup> as well as the role assigned to the Secretariat in the establishment of those priorities in the related resolution adopted by the Council [see resolution 1378(XLV)].

22. It is partly against this background that, in conclusion, I wish to comment on the recommendation made by the Advisory Committee in paragraph 50 of its report on the initial estimates for 1969, to the effect that I should undertake on an urgent basis a careful and detailed survey, preferably desk by desk, of existing personnel available to me, their deployment and utilization. The Committee suggests further that such a survey might be carried out either with the help of external management specialists, by the Administrative Management Service of the United Nations, or by teams specifically selected for this purpose. Finally, in the Committee's opinion such a survey should be undertaken in 1969 or if possible even earlier.

23. I should say at once that this subject is also touched upon among the recommendations made to me by the Committee of Seven,<sup>4</sup> whose report on the organization and functioning of the Secretariat and related matters I received, as members of the Fifth Committee will probably know, the day before yesterday.<sup>5</sup> Before deciding on a precise course of action on this and other valuable recommendations made to me by the Committee of Seven I should, of course, wish to have an opportunity of studying the report more carefully.

24. Meanwhile, however, I have one or two points of a purely practical nature to make today on the specific proposal of the Advisory Committee. In the first place it is clear to me that such a survey, if it is to be

conducted in a truly methodical and effective fashion, will require considerable preparatory work in which all key areas of the Secretariat will have to participate. In my considered view it should be undertaken by responsible officials with a thorough knowledge and experience of our particular circumstances. Moreover, to ensure the application of the same criteria to all offices and departments, the entire survey should be conducted ideally by the same group, or at the very least, by teams equipped and briefed to apply the same standards. This is a considerable undertaking and it will take time. In normal circumstances the preparatory work for such a survey could be put in hand at once. However, in view of the demands currently being made upon the Secretariat in connexion with the internal review of work programmes and the assessment of related requirements for 1970, as well as for 1971, I am extremely hesitant to assume this added responsibility at once. There can be no doubt that in any immediate survey operation of the kind envisaged by the Advisory Committee, many of the same key personnel will need to be actively involved. Again, some of the preparatory work will have to cover the same ground and, in certain respects, the objectives will be identical. It would seem to me, also, that the new review procedure which was introduced this year for the establishment of the budget estimates and which will be further developed in considering the requirements for 1970 and 1971, already marks a step in the direction the Advisory Committee would wish me to take. I am conscious that it is only a beginning and that the machinery for a more detailed and, perhaps, continuous survey along these lines will have to be developed.

25. I would ask the Fifth Committee to reflect carefully on the circumstances as I have described them and to consider whether the implementation of the Advisory Committee's recommendation, to which I certainly take no exception in principle, might not be deferred for a few months to allow us to devote the right resources to it.

26. I would also ask the Committee to consider whether the survey in question might not be extended over a somewhat longer period than contemplated. At all events, I would certainly hope the Committee would allow me a little more time before embarking on the survey proposed by the Advisory Committee, especially as this will enable me to take into account the closely related recommendations on this point by the Committee of Seven, which I have just received.

27. Throughout the seven years that I have been privileged to serve as Secretary-General of the United Nations I have each year found it necessary to call the attention of the General Assembly to the Organization's unsatisfactory financial situation. I regret that on this occasion I am compelled to do so once again.

28. In addressing this Committee a year ago<sup>6</sup> I stated that in the case of the regular budget and the Working Capital Fund, as at 30 September 1967, the amount of unpaid assessed contributions for 1967 and prior years totalled \$67.1 million. As at 30 September 1968, the total of such unpaid assessed contributions for 1968 and prior years had increased to \$84.1 million.

29. Last year I was able to state that the Organization's cash position during 1967 had been such as to enable it to meet its immediate obligations without recourse to further borrowing. I added that the situa-

<sup>3</sup> See *Official Records of the Economic and Social Council, Forty-fifth Session, Supplement No. 9*, chap. II, sect. A.

<sup>4</sup> Committee on the Reorganization of the Secretariat.

<sup>5</sup> Subsequently circulated as document A/7359.

<sup>6</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 74, document A/C.5/1127.

tion at that time, while not immediately critical, nevertheless was precarious. In fact, it has been necessary from time to time during the current year to utilize sizable amounts of funds available in certain trust and special accounts, ranging from \$10 million to \$15 million, in order to meet normal budgetary expenditures, including the monthly payroll. In addition, operational bank balances have had to be reduced to dangerously low working levels.

30. A realistic estimate of the amount of assessed contributions likely to be collected and of the cash disbursements required to be made during the balance of 1968 indicates that the cash position, if not already highly critical, will surely become so before the end of this year.

31. Although the ONUC and UNEF peace-keeping operations were terminated in 1963 and 1967, respectively, the fact remains that an amount of \$25.1 million is still required to settle the Organization's debts in respect of UNEF and \$12.8 million in respect of the Congo operation, assuming in the latter case—and it is a somewhat questionable assumption—that the equivalent of \$2 million now available in non-convertible Congolese currency will somehow be usable in settling outstanding obligations.

32. From the viewpoint of the Organization's financial obligations, the position is different in the case of UNFICYP in that operations in Cyprus are required to be financed on a strictly voluntary basis. In the absence of further pledges, however, the Special Account for the United Nations Force in Cyprus is expected to show a deficit of approximately \$12 million when the present mandate of the Force expires on 15 December 1968.

33. The debts in respect of these operations are almost entirely owed to individual Member States for reimbursement of the extra and extraordinary costs they have incurred in providing men and material for those peace-keeping operations. As I have stated on earlier occasions, failure to settle these obligations within a reasonable period of time can only result in those countries, which have consistently responded to United Nations needs for troops and logistical support, having also to bear a wholly disproportionate share of the financial costs involved.

34. In the case of the regular budget and the Working Capital Fund, the situation has deteriorated further during the past year as a result of the non-participation of some Members, as from 1963, in the financing of certain items of expenditure, notably the servicing of United Nations bonds. As at 30 September 1968, the cumulative shortfall attributable to such non-participation amounted to \$16.9 million. In addition it has not yet been possible to utilize some \$5.8 million in non-convertible local currencies which have been offered by certain Members as their pro-rata share of appropriate

tions for the regular programme of technical assistance under part V of the budget, and accordingly it has not been possible to credit this amount as contributions received. The total shortfall, therefore, as at 30 September 1968 was \$22.7 million.

35. On the assumption that all assessed contributions to the regular budget and Working Capital Fund advances are to be paid in due course, except for the \$22.7 million to which I have just referred and which I must deem to be "uncollectable", and after taking account of some \$20.3 million of voluntary contributions already paid or pledged to the United Nations Special Account, net additional resources of approximately \$10 million would be needed, according to my best estimates, to cover the General Fund deficits.

36. A year ago I reported to this Committee that since the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies began its deliberations in 1966, the cumulative shortfall in the collection of contributions to the regular budget and the Special Account of the United Nations Emergency Force exceeded the additional voluntary contributions received to help the Organization out of its financial difficulties, and that, taking as a basis the *Ad Hoc* Committee's lower range of estimates in its first report to the General Assembly at its twenty-first session,<sup>7</sup> a total of approximately \$36.5 million to \$38.5 million of new voluntary contributions might be considered as the minimum needed to restore the Organization's solvency.

37. Today, as will be evident from the figures I have given, my minimum estimate of the amount required for that same purpose is \$47 million to \$48 million. Additional resources of that order of magnitude should enable UNEF and ONUC commitments to be honoured; the General Fund deficit to be covered and working capital to be made available again for the purposes for which it is intended including provision of minimal cash balances for operational needs.

38. I am only too conscious of the seemingly irreconcilable differences of opinion and principle which have so far frustrated all efforts to resolve our financial difficulties. The effort cannot, however, be abandoned. The Committee of Fourteen<sup>8</sup> was a first and useful step. The task now, it seems to me, is to turn our attention once again to those issues which were left unresolved three years ago in the hope that in the course of the next year or two, and with patience and perseverance, ways and means may yet be found that will hold out the promise of the United Nations celebrating its twenty-fifth anniversary as a financially sound and solvent undertaking.

<sup>7</sup> *Ibid.*, *Twenty-first Session, Annexes*, agenda item 80, document A/6289 and Add.1 and 2.

<sup>8</sup> *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies.

## DOCUMENT A/C.5/1177

### Statement made by the Chairman of the Advisory Committee on Administrative and Budgetary Questions at the 1238th meeting of the Fifth Committee

[Original text: English]  
[16 October 1968]

1. I am grateful for this opportunity to introduce the recommendations of the Advisory Committee on Administrative and Budgetary Questions on the Secretary-General's budget estimates for the financial year

1969 [A/7205], and to offer a few personal comments on matters of administration and finance.

2. As required under the terms of General Assembly resolution 14 A (I), the Advisory Committee has re-

viewed the budget estimates in detail. The Committee, after careful consideration of the Secretary-General's proposals, has made certain recommendations to the Assembly in regard to the financial resources required for carrying out the programmes and activities of the United Nations in 1969. Those recommendations are contained in the Advisory Committee's first report to this General Assembly [A/7207].

3. The Advisory Committee is of the opinion that the programme of work of the Organization can, without prejudice to its effectiveness, be implemented at a lower cost than that envisaged in the Secretary-General's initial estimates. If the General Assembly adopts the Advisory Committee's recommendations the estimates will be reduced by \$2,203,260. An over-all comparison of the budget figures in the estimates for 1969 with the appropriations for 1968 cannot easily be made since the Secretary-General's initial estimates for 1969—as he has just informed the Fifth Committee—in addition to making *pro memoria* provision for the usual items, include, for the first time, similar provisions for other important items, financial requirements for which will be submitted to the Assembly at a later stage. I can understand in some measure the reasons for a *pro memoria* provision for some of the items, reasons which the Secretary-General touched upon today [see A/C.5/1176], but the Advisory Committee feels obliged to draw the attention of the Fifth Committee to paragraph 1 of its report, indicating the probable effect of such items, which may well be in the order of magnitude of \$10 million, a figure which eventually may be even higher.

4. The Advisory Committee feels that Member States are entitled to receive a more accurate idea of the total amount for which they are to be assessed. Accordingly, the Committee, as noted in paragraph 39 of its report, intends to request the Secretary-General in the future to indicate the estimated total of the submissions which, in his best judgement, may reasonably be expected for the ensuing budget year.

5. The measure of the activity of our Organization, as with so many large enterprises, is the human component. The human component, the element of personal and often unselfish dedication, the element of talent that cannot be mechanized or computerized, is not only the measure of action but the very basis of it. Controlled growth of the staff is extremely important if the Organization is to cope with its increasing responsibilities. At the same time, staff costs represent the major element in the growth of the budget. Strict control of staff resources, however unpopular, is therefore imperative. The cost of personnel requirements, more than any other component of the budget, determines the financial effort required of Member States to ensure that the Organization functions as they want it to function, effectively and economically. Accordingly, the Advisory Committee, as in the past, devoted considerable attention to the Secretary-General's request for new staff requirements. The statutory strength of the staff of our Organization in the Professional, General Service and other categories, as approved by the General Assembly for 1968, stands at 7,833. This includes staff serving in New York, Geneva, Vienna, the headquarters of the regional economic commissions and other overseas offices. The Secretary-General now proposes an increase of 607 posts for 1969, to a maximum establishment of 8,435 posts. Having given careful consideration to the Secretary-General's proposals, the Advisory Committee came to the conclusion that

an increase of that order in the personnel establishment is not warranted or necessary. In the Committee's opinion, justification has been submitted for a maximum increase of 461 posts. It is the Committee's considered view that an increase of this order will prove adequate to ensure implementation of the essential programmes and activities of the Organization in 1969. Accordingly, the Advisory Committee recommends a total establishment of 8,294 posts for 1969.

6. It will be apparent to members that the Advisory Committee has recognized that there are valid reasons for recommending a sizable increase in staff resources for 1969. At the same time, the Committee is concerned about another aspect of paramount importance regarding the personnel establishment, namely, its full utilization. The Advisory Committee is far from convinced that the present system of staff-utilization and, in particular, the implementation of that system throughout all sectors of the Secretariat, is fully consistent with the essential requirement of optimum use of available resources. In expressing its concern the Advisory Committee is not implying that unevenness exists in the utilization of staff resources in all or even the majority of the many units and segments of the Secretariat. In certain areas many staff members are, of their own volition, working much harder and in broader fields than should reasonably be expected. In other areas, however, staff members are under-employed. I am fully aware that this situation is not unique to the United Nations and that it is bound to occur in all large establishments to some degree; perhaps it is inevitable in an international organization like ours, but certainly it should be kept to the lowest possible minimum. The Advisory Committee, therefore, considers that there is need for a reorganization or redeployment of staff to ensure the best use of staff resources. The Committee appreciates that not every staff member with specialized training can be assigned duties of a broader nature outside his particular field of expertise. However, greater flexibility in the use of available talent is desirable and necessary. Whether or not this can be accomplished by a policy of recruitment under which preference would be given to candidates with wide interests and experience in addition to their specialized knowledge for posts of a continuing nature remains to be examined. In any event the Advisory Committee still considers that the concept of a consolidated manning table for flexible utilization of staff is as valid today as when it was adopted by the General Assembly in 1956.

7. Having these considerations in mind, the Advisory Committee, in paragraph 50 of its budget report, recommends that the Secretary-General undertake a detailed study, preferably desk by desk, of existing personnel available to him, their deployment and utilization. The Committee attaches particular importance to this recommendation as it is closely linked to its detailed recommendations and suggestions on the level and the growth of staff for 1969. While calling for such a study at the earliest opportunity, the Advisory Committee also acknowledges that the totality of such an undertaking will require adequate time, and that initially consideration might be given to particular sectors of the Secretariat. Though I regretted the reservation the Secretary-General felt obliged to make this morning in regard to this specific recommendation of the Advisory Committee, it gave me some consolation to note that the Secretary-General does not intend to defer the detailed study by more than a few months.

8. As stated in paragraph 141 of its report, the Advisory Committee would not expect to see any substantial change in the level of staff resources to be proposed for 1970; in any event such proposals will need to be looked at in the light of the aforementioned study.

9. These two recommendations qualify the proposals of the Advisory Committee on the staff establishment for 1969, which, while not supporting fully the submission of the Secretary-General in his initial budget estimates, still provide a considerable easing of the present staffing situation, particularly in the economic, social and human rights fields and in the administrative and conference servicing areas.

10. There were three specific factors which, among others, influenced the considerations and conclusions of the Advisory Committee on the Secretary-General's proposals pertaining to the staff. There is, in the first place, the establishment of an inter-departmental review group to determine as far as possible the net minimum resources which would be required to meet the demands made upon the Secretariat for economic and social activities. While the Advisory Committee considers this innovation a step in the right direction, the procedure—for various reasons—should not be considered perfect at this experimental stage. The Committee has particularly in mind the extent to which the man-months projections can be considered as the yardstick or ideal tool for determining staff requirements.

11. The second factor kept in mind by the Advisory Committee is the possible impact of the preparation for the planning estimate for 1971, as called for under the terms of General Assembly resolution 2370 (XXII). Although the planning estimate is not to be decided upon before late 1969, it is not unreasonable to assume that planning commenced earlier this year. Early consideration and preparation for the first planning estimate is essential to ensure smooth transition to the new system of programming and budgeting. The Committee appreciates the fact that the Secretary-General has given thought to this process.

12. The third factor taken into account by the Advisory Committee relates to the application of a 50 per cent reduction in the costs of all new Professional posts requested by the Secretary-General for 1969, to take account of anticipated delays in recruitment as compared with a reduction of 40 per cent in the estimates for 1968. While acknowledging this realistic approach, the Advisory Committee is well aware that the influence of the high turnover factor will be felt in 1969 only, and that the full budgetary impact of the new posts to be added in 1969 will be reflected in the budget estimates for 1970.

13. I need not add that, in addition to devoting its attention to these three special factors, the Advisory Committee examined in considerable detail the needs of the various Secretariat units to carry out the approved programmes, projects and other activities of the Organization.

14. As will be seen from paragraph 142 of its report the Advisory Committee has suggested a more detailed allocation of the new posts it has recommended for the respective Departments and Offices at United Nations Headquarters and for the secretariats of the regional economic commissions. The Committee trusts that this suggested distribution will facilitate the task of the Secretary-General in allocating the number of new posts recommended for 1969.

15. Before concluding my observations on the budget for 1969 and the level of the estimates, permit me to say a word about the longer-term financial implications resulting from the need to provide a numerically adequate, highly competent and valued staff establishment. There can be no doubt that not only the Secretary-General, who is responsible for the performance of the Secretariat, but also all Member States want to have well-qualified, experienced staff serving on middle-term or permanent contracts. The staff should receive adequate remuneration and be given a large measure of security in office. This means that the United Nations must continue to undertake long-term financial commitments, the extent of which may be difficult to assess precisely at any given time. The liquid assets of the Organization are very limited as everyone knows. However, this is not an exceptional situation; it occurs in many international and national organizations and institutions, and in non-profit enterprises. What is exceptional in our Organization is the magnitude of the obligations and the increasing gap between those obligations and our liquid assets. The Organization is not equipped financially to cope with situations requiring unanticipated large withdrawals of funds, or other similar eventualities which might arise. In drawing attention to this situation I must add immediately that I am not suggesting that the Organization and its Member States would ever fail to meet their obligations. The United Nations could not exist without the continuing confidence of its Members in the Organization, and their will to maintain that confidence. But such considerations as those I have just mentioned should be kept in mind when requesting new actions, new resources, new staff and new facilities. I can assure the members of the Fifth Committee that the Advisory Committee has not lost sight of these wider considerations.

16. I should like to make one general observation pertaining to the budget process. It is gratifying to note that the programming organs are paying more attention to the budgetary implications of their recommendations and decisions than heretofore. It proves that the processes of programming and budgeting are coming closer together, an essential prerequisite to balancing that which is desirable and that which is possible. However, parallel to this healthy development is the tendency of some programming organs to look at the financial implications of their own particular programmes in isolation, or as separate budgets, each having high priority in the over-all budget of the Organization. Absolute priority for every project and activity is of course unrealistic, and in many respects dangerous. Such an approach would not only have a severe and uncontrolled impact on the over-all level of the budget and relegate it to a mathematical sum total of a large number of programme budgets, but it would also lead to an undermining of the budgetary and fiscal authority of the General Assembly, an authority incorporated in the Charter of the United Nations for good reasons. Fortunately, such hazards are appreciated by those who administer the programmes, and the Secretariat officials who service the programming organs. These same organs also appreciate the necessity for upholding proper administrative and budgetary procedures, although this is not always readily apparent from their deliberations. Yet, I acknowledge that it may be difficult for governmental representatives, particularly those serving only on one specific organ and deeply devoted to one specific cause or programme, to understand fully these procedures and, therefore, to appreciate them. Accordingly, it is

important to ensure that all Secretariat officials assigned to major and subsidiary organs are fully cognizant of the administrative and budgetary rules and procedures of the United Nations and that they realize their responsibility to explain these rules and procedures to the members of Committees and Commissions in a factual and purely objective manner.

17. Allow me to say a word on General Assembly resolution 2370 (XXII), which I mentioned earlier. The Secretary-General, in his foreword to the budget estimates for 1969, describes in detail the procedures foreseen for its application. We all know the history of that resolution and the different concepts considered for the future budgets of the Organization which were merged into it. The resolution prescribes the procedure necessary for arriving at a planning estimate—a figure which, if my understanding is correct, represents a guide and an indication of future requirements. The procedure should, however, bring some order and awareness of the trends affecting the level of the United Nations budget, a level which is influenced by unavoidable increases in wages and prices and the changes to and expansion of programmes requested by Member States represented on programme-oriented organs. The Secretary-General has a major role to play in implementing the resolution, and the programming organs also have their respective co-ordinating responsibilities. The Advisory Committee, for its part, must take a candid and unbiased look at the estimate suggested by the Secretary-General, and the General Assembly, of course, has to decide on the final amount of the planning figure. On the basis of my experience in the Advisory Committee, I can assure members of the Fifth Committee that our recommendations on this subject will be purely objective and will take into consideration, to the fullest extent possible, the views and trends of thought expressed in the Assembly.

18. Resolution 2370 (XXII) calls for closer co-operation between the Committee for Programme and Co-ordination and other organs engaged in programming the activities of the United Nations on the one side, and the Advisory Committee on the other, and for a better understanding of each other's work and objectives. The Committee for Programme and Co-ordination is making progress in regard to long-term programme planning and in the establishment of priorities within those programmes. A clearer concept is emerging of the respective responsibilities of the inter-governmental organs and sub-organs, and also of the role which the Secretary-General should be authorized to play in the programme and budget formulation process. I see no reason for any basic change in the relationship between the programme and budgetary organs which has developed over the last few years. What is essential, as I have already stated, is a better understanding of each other's responsibilities. The Advisory Committee follows with interest the work of the Committee for Programme and Co-ordination through its reports and recommendations. The Advisory Committee appreciates the serious effort made by that Committee to arrange its work schedule to meet the requirements of other organs and sub-organs engaged in programming, and also of those engaged in administrative and budgetary responsibilities. The Advisory Committee regrets that, in view of the required arrangements for the submission of the Secretary-General's budget estimates and its own consequential time schedule, it is unable to adjust its own schedule to those of the programming organs. However, the

Committee looks forward to the report of the Secretary-General on an integrated schedule of meetings requested in General Assembly resolution 2370 (XXII), paragraph 5.

19. On a different subject some welcome progress is evident in the limitation of the issuance of records and documentation, though it is a first step only. On the other hand, efforts to bring order in the pattern of conferences are still at an early stage, but I am certain that progress can and will be made if adequate authority is given to, and exercised by, the Committee on Conferences.

20. The Fifth Committee soon will be seized with important proposals regarding office space and other facilities at Headquarters, Geneva and Santiago, Chile, proposals to which the Secretary-General has just referred. The Advisory Committee has not yet had an opportunity to study all these proposals. Having in mind my earlier remarks on the level of the budget and the long-term financial obligations of the Organization, it is not surprising that the Advisory Committee is awaiting those proposals with some apprehension. On the other hand, in the light of the increasing workload of the Secretariat here in New York and at Geneva and the concomitant growth of the staff, I am sure everyone understands that the buildings available at present cannot continue to provide adequate working and servicing facilities.

21. To come back to resolution 2370 (XXII) for just a moment, members will recall that in paragraph 6 the Advisory Committee is requested, in consultation with the Secretary-General, to recommend an appropriate definition of "unforeseen and extraordinary expenses". I had hoped that a report of the Committee on this important subject would have been submitted to the General Assembly before the Fifth Committee begins its annual discussion of major budgetary questions. This problem has many complicated and interwoven aspects, and I cannot at this moment indicate when the report will be available to the Fifth Committee. I can only promise that the work on the report will be speeded up as much as possible.

22. In conclusion, permit me to make two observations in regard to the work of the Advisory Committee. In the first place, the Committee is somewhat concerned about its own role in the organizational system, not solely as regards the United Nations but also its responsibilities in the United Nations family of organizations. If you will allow me to strike a personal note when, after having for many years devoted my attention to the development programmes of the United Nations, I also became interested in the Organization's administration, I was at that time under the impression that administrative matters attracted the attention of but a limited number of supporters, and also that only a few organs paid any particular attention to the questions involved. I therefore felt that there was need for establishing a better balance between programmes and administration. I think I was right at that time. But now we see greater interest on the part of budgetary organs in programme decisions, more awareness of financial implications in programming organs, better integration. This is a healthy development. During the last four or five years general administrative matters have demanded more attention. The *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies started a chain

of actions simultaneously with the emergence of new organizational requirements resulting from new programming procedures. We are now witnessing a proliferation of initiatives in fields which hitherto were confined mainly to the Fifth Committee and to the Advisory Committee in the United Nations, and to ACC and its sub-organs in inter-agency co-ordination. In addition to its traditional responsibilities on administrative co-ordination, the Advisory Committee is charged now with examining the administrative and budgetary procedures of the specialized agencies, and a study of the possibility of more uniform budget presentation for all the organizations in the system. The Joint Inspection Unit is investigating important administrative and management questions similar to those which are also under active study by the General Assembly, the Advisory Committee, by the administrations of the respective organizations themselves, and by ACC. The External Auditors are moving into areas of management and administration. The Committee for Programme and Co-ordination and the Expanded Committee for Programme and Co-ordination are also interested in many of the same questions now under review by other bodies. Interest is also being shown in matters pertaining to the budget from other sides, some in a restrictive and others in a more liberal sense. All this great interest and concern is undoubtedly beneficial. But there is also danger in this multiplication of effort, which can cause confusion and create unnecessary work in many areas. I have wondered whether the creation of a new administrative bodies and the urge felt by others to undertake additional tasks in matters of administration, management and budget, could be a reflection on the work performed by the Advisory Committee. I came to the conclusion that this is not really so. However, I must also add, and I feel my colleagues on the Advisory Committee share this view, that, under the existing arrangements, the Committee would be

hard put to undertake substantial duties additional to its present work-load.

23. In stating this so frankly, I hope I will not be misunderstood. I do not wish to imply that the Advisory Committee is trying to avoid its responsibilities. The function of the Advisory Committee is to review on behalf of the General Assembly, and to make recommendations to it, on all administrative and budgetary matters on which the Assembly has to make decisions. At the same time, the burden on the Committee would be less heavy if other expert groups were to prepare and submit proposals which in due course would be put before the Assembly. But this in no way diminishes the responsibilities of the Advisory Committee to make recommendations on those proposals to the General Assembly. For a number of years the Committee has required some five to five and one-half months to complete its work each year. The members of the Committee, who represent the major schools of thought in the General Assembly, have a full-time task. Most members have other important duties. The duration of the Committee's sessions cannot easily be extended. The members are elected in a personal capacity and cannot have deputies. I am convinced that this system must be maintained if the Committee is to retain its expert character as well as its detailed knowledge and experience, all equally essential to its authority. As I see it, there is no need at this time to suggest changes in the nature of the Advisory Committee, its terms of reference, its composition and size, nor in its working methods. But the time may come when it will be necessary to re-evaluate the respective duties of decision-making and advisory organs, in the light of future requirements and the growing interest in administrative and management matters. The Advisory Committee, for its part, will consider its own role and responsibilities in this complex machinery and see how it can best serve the General Assembly.

## PARTICULAR QUESTIONS RELATING TO THE BUDGET

### Unforeseen and extraordinary expenses

#### DOCUMENT A/7336

#### Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[18 November 1968]

1. Paragraph 6 of General Assembly resolution 2370 (XXII), of 19 December 1967, on the United Nations regular budget, reads as follows:

["The General Assembly,]

"6. Further requests, bearing in mind the above intent with respect to the planning estimates, that the Advisory Committee on Administrative and Budgetary Questions, in consultation with the Secretary-General, recommend for consideration by the General Assembly at its twenty-third session an appropriate definition of 'unforeseen and extraordinary expenses', together with a resolution—and such other action as may be appropriate—to cope with the inter-related problems identified in paragraph 73 of its first report to the Assembly at its twenty-second

session,<sup>9</sup> and in chapter III of the second report of the *Ad Hoc* Committee [of Experts to Examine the Finances of the United Nations and the Specialized Agencies], especially those recommendations relating to transfers and supplementary estimates found in paragraphs 35 to 46 thereof<sup>10</sup>."

2. In response to this directive, the Advisory Committee on Administrative and Budgetary Questions has reviewed the question in consultation with the Secretary-General and recommends the action on these matters set forth in paragraphs 24 to 31 below.

3. The wording of the annual General Assembly resolution on unforeseen and extraordinary expenses

<sup>9</sup> Official Records of the General Assembly, Twenty-second Session, Supplement No. 7 and errata.

<sup>10</sup> See annex II below.



has remained unchanged in its essentials since the third session of the General Assembly, except that by resolution 1615 (XV), of 21 April 1961, the Assembly introduced an additional limitation on commitments relating to the maintenance of peace and security.

4. Except as may have been otherwise provided for in the relevant resolution on unforeseen and extraordinary expenses, the two factors which have had to be present to enable the Secretary-General to enter into commitments under that resolution have been:

(a) The prior concurrence of the Advisory Committee;

(b) Conformity with the provisions of the Financial Regulations of the United Nations.

5. As regards the former, the Advisory Committee pointed out in its report<sup>11</sup> on the budget estimates for the financial year 1965, and again in its report<sup>12</sup> on the budget estimates for 1968, that it:

“... The Advisory Committee is not a sort of court of appeal in which appropriations approved by the General Assembly can be reconsidered. Its sole authority for concurring in an addition to the approved appropriations resides in the annual resolution adopted by the General Assembly with respect to extraordinary expenditures which were unforeseen at the time when the General Assembly approved the budget for the financial year in question. Under the terms of this resolution the Advisory Committee can only entertain requests for additional expenditure submitted by the Secretary-General. It cannot entertain requests presented directly by individual bodies. Further, any such requests submitted by the Secretary-General must be considered by him to fall within the category of ‘unforeseen and extraordinary expenditures’...”

6. As regards the latter, financial regulation 13.2 reads as follows:

“Where, in the opinion of the Secretary-General, the proposed expenditure cannot be made from the existing appropriations, it shall not be incurred until the General Assembly has made the necessary appropriations, unless the Secretary-General certifies that provision can be made under the conditions of the resolution of the General Assembly relating to unforeseen and extraordinary expenses.”

It might be noted that this wording has remained unchanged since the adoption of General Assembly resolution 456 (V), of 16 November 1950, and differs only slightly from the second paragraph of regulation 38 of the provisional financial regulations annexed to General Assembly resolution 163 (II), of 20 November 1947.

7. The general definitions of the terms “unforeseen expenses” and “extraordinary expenses” appear as follows in foot-notes to General Assembly resolution 68 C (I), of 14 December 1946:

“The term ‘Unforeseen Expenses’ means expenses arising from, or incidental to, the carrying out of a programme in accord with General Assembly approved policies, which expenses were not foreseen when the estimates were made.

“The term ‘Extraordinary Expenses’ means expenses for items or objects outside the scope of the

budget estimates, i.e., outside the programme on which the estimates were based.”

8. Over the years the General Assembly incorporated in the annual resolution on unforeseen and extraordinary expenses a number of specific provisions. Broadly speaking, they have been as outlined in the following paragraphs.

9. *Maintenance of peace and security.* Since the adoption of General Assembly resolution 166 (II), on 20 November 1947, the Secretary-General has been authorized to enter into commitments—without the need for the prior concurrence of the Advisory Committee—not exceeding a total of \$2 million, if they relate to the maintenance of peace and security. At its fifteenth session the General Assembly decided, by its resolution 1615 (XV), that if, as a result of a decision of the Security Council, commitments relating to the maintenance of peace and security should arise in an estimated total exceeding \$10 million before the next regular session of the General Assembly, a special session of the Assembly would be convened by the Secretary-General to consider the matter. A provision embodying this decision has been incorporated in the annual resolutions on unforeseen and extraordinary expenses since the adoption of resolution 1735 (XVI), of 20 December 1961. The Advisory Committee’s comments on this provision, as stated in paragraph 95 of its report<sup>13</sup> to the General Assembly at its nineteenth session, were repeated in paragraph 126 of the Committee’s report on the budget estimates for 1968.<sup>14</sup>

10. *Economic rehabilitation.* General Assembly resolution 166 (II) and subsequent annual resolutions on unforeseen and extraordinary expenses until resolution 1585 (XV), of 20 December 1960, treated commitments relating to economic rehabilitation—from then on phrased as “urgent economic rehabilitation”—on the same footing as commitments relating to the maintenance of peace and security. Resolutions adopted since the sixteenth session of the Assembly have not contained this reference.

11. *Expenses of the International Court of Justice.* Provisions authorizing the Secretary-General to enter into commitments—without the need for the prior concurrence of the Advisory Committee—in respect of expenses certified by the President of the Court as relating to action taken under the Statute of the Court, have been included in the annual resolutions on unforeseen and extraordinary expenses since the first session of the General Assembly. The maximum amounts of such expenses have been specified in each resolution.

12. A number of resolutions on unforeseen and extraordinary expenses, especially in the early years of the Organization,<sup>15</sup> also contained provisions mostly with an indication of a maximum amount—relating to specific activities where a decision in principle had been taken or was expected, but where the detailed financial implications remained unknown.

13. Article 17, paragraph 1, of the Charter of the United Nations states that the General Assembly shall consider and approve the budget of the Organization. By the time the Assembly adopts its annual budget appropriation resolution, the Organization’s total foreseeable work programme and its related financial implications have been reviewed, both by the appropriate

<sup>13</sup> *Ibid.*, Nineteenth Session, Supplement No. 7.

<sup>14</sup> *Ibid.*, Twenty-second Session, Supplement No. 7 and errata.

<sup>15</sup> General Assembly resolutions 252 C (III), 357 (IV), 472 (V), 584 (VI), 675 (VII), 787 (VIII), 891 (IX).

<sup>11</sup> *Official Records of the General Assembly, Nineteenth Session, Supplement No. 7, para. 39.*

<sup>12</sup> *Ibid.*, Twenty-second Session, Supplement No. 7, para. 68.

principal organs and by the Main Committees of the General Assembly. The annual budget appropriation resolution which the General Assembly adopts each year indicates in detail the funds that are available to the Secretary-General for the following financial year to provide for the implementation of the many activities to be undertaken by the United Nations, as authorized by its Member States. The decision of the General Assembly in this matter is binding on all principal and subsidiary organs. However, from the very inception of the Organization the General Assembly has recognized the need for arrangements to deal with situations which could not have been anticipated prior to the adoption of the appropriate resolution or, if anticipated, could not have been budgeted for with sufficient accuracy.

14. Under the terms of the annual resolution on unforeseen and extraordinary expenses, the General Assembly "authorizes the Secretary-General, with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions and subject to the Financial Regulations of the United Nations . . . to enter into commitments to meet unforeseen and extraordinary expenses in the financial year" in question.

15. This provision of the annual resolution must be read in conjunction with financial regulations 4.1, 4.5 and 13.2. Regulation 4.1 stipulates:

"The appropriations voted by the General Assembly shall constitute an authorization to the Secretary-General to incur obligations and make payments for the purposes for which the appropriations were voted and up to the amounts so voted."

Regulation 4.5 states:

"No transfer between appropriation sections may be made without authorization by the General Assembly."

Regulation 13.2 was quoted in paragraph 6 above.

16. As has been indicated in paragraph 7, the only definitions given of "unforeseen expenses" and "extraordinary expenses" are to be found in foot-notes to General Assembly resolution 68 C (I).

17. It should be noted in this connexion that the Advisory Committee, in a report to the General Assembly at its fifteenth session, expressed the belief that:

". . . those definitions are broadly indicative of the type of expenditures in question rather than precise concepts which can be easily and decisively applied in practice in all cases of new expenditure. Possibly for this reason, the General Assembly itself has moved away, since 1948, from a separate treatment of the two types of expenditure."<sup>16</sup>

18. For a better understanding of the question of unforeseen and extraordinary expenditure, a distinction must be drawn between present methods of authorizing such expenditure and of providing the necessary funds.

19. As regards the authorization of unforeseen and extraordinary expenditure, the Secretary-General has interpreted financial regulation 4.1 to mean that he has sufficient authority for incurring expenditure which, though unforeseen, arises from or is incidental to the carrying out of the programme approved by the General Assembly, if it can be met within the appropriations voted for such purposes by the General Assembly; and

that if necessary he can, in so doing, transfer credits between items or chapters within a section of the budget. The greater part of unforeseen expenditure incurred in past years has been accommodated in this way—that is by savings and/or transfer of credits between items and chapters within the various budget sections. Thus, without having recourse to the annual resolution on unforeseen and extraordinary expenses, the Secretary-General has at his disposal the possibility of accommodating to a large degree expenditure which was not foreseen when the initial appropriations were approved. His latitude in this regard, however, varies from year to year, depending upon the extent to which the work programme and other activities provided for in the initial appropriations can be fully implemented. Moreover, it is restricted by the terms of regulation 4.1, which only confers authority upon the Secretary-General "to incur obligations and make payments for the purposes for which the appropriations were voted and up to the amounts so voted".

20. As regards the provision of the necessary funds, they have been provided:

(a) From savings within sections, with or without transfers between items and chapters which the Secretary-General is authorized to make;

(b) By transfers between sections. The Secretary-General has two main occasions during the year to propose transfers between budget sections:

(i) During the regular session of the General Assembly held in the financial year to which the appropriations relate;

(ii) In connexion with the closing of the accounts at the end of the financial year.

On the first occasion the necessary authorization is given by the General Assembly on the recommendation of the Advisory Committee. On the second occasion the Advisory Committee's concurrence in the transfers is requested to sanction and eliminate such deficits as have occurred under particular sections of the budget. The request for concurrence is, of course, made *ex post facto*;

(c) By the introduction of supplementary estimates during the regular session of the General Assembly.

21. The Advisory Committee would recall in this connexion that the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies recommended in paragraph 40 of its second report<sup>17</sup> to the General Assembly that:

"Unavoidable increases in expenditure in certain sectors should, as far as possible, be financed in the first instance by savings in other sectors. This applies in particular to increases due to rises in prices (including in this term salaries and wages) which should so far as possible be absorbed by reassessment of priorities, redeployment of resources, and, where necessary, by adjustments within the budget."

22. As regards the purpose of an annual resolution on unforeseen and extraordinary expenses, the Committee is of the view that machinery must exist by which expenditure can be authorized and controlled where the proposed expenditure is in the nature of an emergency and therefore cannot be deferred without serious detriment to the United Nations until provision therefor can be made by the General Assembly in the normal manner for the next financial year. This

<sup>16</sup> See *Official Records of the General Assembly, Fifteenth Session, Annexes*, agenda item 50, document A/4715, paragraph 7, foot-note.

<sup>17</sup> *Ibid.*, *Twenty-first Session, Annexes*, agenda item 80, document A/6343.



machinery should not be resorted to because of lack of orderly programme planning.

23. Necessary budgetary provision should of course be made for expenses which are "foreseeable in general, but not in detail" at the time the initial appropriations are voted, unless the General Assembly itself decides that such expenses should be met under either the terms of the annual resolution relating to unforeseen and extraordinary expenses or under the special appropriation line for minor contingency expenses suggested in paragraph 27 below. For this reason the Advisory Committee agrees with the current practice that the necessary provision should be made in the budget for foreseeable upward movements in post adjustment for staff in the Professional and higher categories or in the General Service salary rates. Admittedly, price and wage movements cannot always be forecast at the time the initial estimates are drawn up by the Secretary-General; revised estimates to meet such anticipated increases can be submitted, however, as and when necessary before the adoption of the budget by the General Assembly. The same approach might be adopted for expenditures relating to the activities of bodies whose programme of work had not been defined in good time. The Committee believes that since the budget for a given year is approved by the General Assembly only a few days before the beginning of that year, the work programmes of the Economic and Social Council, the Trusteeship Council, commissions and committees should, as a rule, be known in sufficient detail to enable the Assembly to make appropriate budgetary provision therefor. If, for a valid reason, the work programme of a given body in the appropriation year remains to be defined, the budget appropriation should include an appropriate *ad hoc* amount. The financial implications of the body's detailed work programme would, in due course, be submitted by the Secretary-General to the Advisory Committee for comment; as a general rule such implications should not exceed the *ad hoc* provision made in the budget. A subsidiary body whose work programme is too vague to enable the General Assembly to make even an *ad hoc* appropriation should not be entitled to seek funds under the terms of the resolution on unforeseen and extraordinary expenses. It is to be expected that the need for such *ad hoc* appropriations will virtually disappear with the implementation of the procedures laid down in General Assembly resolution 2370 (XXII).

#### RECOMMENDATIONS

24. In the light of the considerations set forth above, the Advisory Committee recommends the approach—described below—to the interrelated problems (a) of providing the Secretary-General with a reasonable degree of flexibility within the approved budget (in some cases after concurrence by the Advisory Committee), (b) of ensuring financial discipline with respect to budget execution and supplementary estimates, and (c) of governing access to the authority provided in an annual resolution on "unforeseen emergency expenses". The basic premise is that additional funds should not be requested unless the proposed expenditure was unforeseeable, cannot be financed from within existing budgetary appropriations and cannot be deferred until provision therefor can be made by the General Assembly in the normal manner for a subsequent financial year.

25. *Definitions.* The General Assembly should modify the definitions given in foot-notes to its resolution

68 C (I) concerning "unforeseen expenses" and "extraordinary expenses" to read as follows:

"(a) The term 'unforeseen related expenses' means additional expenses which are directly related to the purposes for which the initial appropriations were voted, but which could not have been foreseen, and which therefore were not provided for in the original appropriations as approved by the General Assembly;

"(b) The term 'unforeseen new expenses' means additional expenses for completely new activities or purposes requested and approved by the competent organs, which could not have been foreseen and which therefore were not provided for in the original appropriations as approved by the General Assembly."

26. *Financing within existing appropriations.* If a proposed expenditure falls within either of the above definitions, and cannot be deferred, the Secretary-General shall be authorized to incur the expenditure:

(a) In the case of unforeseen related expenses:

(i) If the expenditure can be financed from funds available within sections, in which case such action may be reported subsequently to the Advisory Committee;

(ii) If the expenditure can be financed by transfers between sections, with the prior approval of the Advisory Committee;

(b) In the case of unforeseen new expenses, if the expenditure can be financed either from funds available within sections or by transfers between sections, with the prior approval of the Advisory Committee.

27. As a means of providing further flexibility to the Secretary-General, with a view to reducing requests for additions to the budget to the minimum under the procedures described above, it is recommended that future budgets include a special appropriation line for minor contingency expenses as proposed in paragraph 41 of the second report of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies.<sup>18</sup> This report was unanimously approved by the General Assembly in resolution 2150 (XXI). The programme-formulating bodies will need to exercise maximum restraint as to the timing of new programmes to ensure that additions to the approved budget are kept to a minimum. The expenses of bodies whose programme of work cannot for valid reasons be defined in good time would be treated under the *ad hoc* procedure recommended in paragraph 23 above, and would not be financed from the contingency line.

28. *Financing requiring additional appropriations.* If a proposed expenditure falls within the above definitions for "unforeseen related expenses" or "unforeseen new expenses", and therefore was unforeseeable, and if it cannot be financed from within existing appropriations, there shall be a presumption that it shall be deferred until provision therefor can be made by the General Assembly in the normal manner for the next financial year.

29. Resort may, however, be had to the annual resolution on unforeseen emergency expenses under the following conditions:

(a) If the Secretary-General certifies that the funds required cannot be financed by transfers from within existing appropriations,

and

<sup>18</sup> *Ibid.*

(b) If the above presumption concerning deferral is specifically rebutted by a certification by the Secretary-General that the proposed expenditure is in the nature of an emergency and therefore cannot be deferred without serious detriment to the United Nations until provision therefore can be made by the General Assembly in the normal manner for the next financial year,

or

(c) If proposed expenditures are for increases which are specifically provided for under General Assembly resolutions, such as adjustments in wages, General Service (and comparable) salary rates, or post adjustments in the Professional and higher categories, and cannot be absorbed within approved appropriations, they may be included, subject to appropriate justification and certification by the Secretary-General and review and approval by the Advisory Committee.

30. *Supplementary appropriations.* Only those proposed additional expenses of the United Nations which meet the above prescribed tests for access to the authority contained in future annual resolutions on unforeseen emergency expenses may be submitted to the General Assembly for the appropriation of funds as supplementary appropriations. This will ensure that proposed additional appropriation requests for general administrative expenses, including price increases, will be subjected to the same scrutiny, certification, and review procedures as will those items that have traditionally been considered to require authorization under the annual resolution on unforeseen and extraordinary expenses.

31. A draft resolution giving effect to the above recommendations is submitted in annex I below.

#### ANNEXES

##### Annex I. Draft resolution

UNITED NATIONS REGULAR BUDGET: REVISIONS IN CERTAIN RULES AND PROCEDURES WITH RESPECT TO UNFORESEEN EXPENSES AND THEIR FINANCING

*The General Assembly,*

Recalling its resolution 2370 (XXII) of 19 December 1967, with particular reference to paragraph 6 thereof,

*Having considered* the report by the Advisory Committee on Administrative and Budgetary Questions (A/7336) submitted in response thereto,

1. *Decides* that the procedures and other provisions with respect to unforeseen expenses and their financing which have been extracted from paragraphs 24 to 30 of the report of the Advisory Committee on Administrative and Budgetary Questions, and the text of which is annexed to the present resolution, shall govern the matters dealt with therein;

2. *Decides further* that a resolution on unforeseen emergency expenses shall constitute authority for the Secretary-General to enter into commitments for "unforeseen related expenses" and "unforeseen new expenses" duly certified by the Secretary-General, and also for such expenses as may be specifically enumerated in the said resolution;

3. *Amends* financial regulations 3.8 and 13.2 of the Financial Regulations of the United Nations as follows:

*"Regulation 3.8:* Supplementary estimates may be submitted by the Secretary-General, if required for additional expenses authorized under the terms of the resolution of the General Assembly relating to unforeseen emergency expenses."

*"Regulation 13.2:* Where, in the opinion of the Secretary-General, the proposed expenditure cannot be made from the existing appropriations, commitments shall not be entered into until the General Assembly has made the necessary appropriations, unless the Secretary-General certifies and, as necessary, the Advisory Committee on Administrative and Budgetary Questions concurs, that provision can be made under the terms of resolution . . . (XXIII) of the General Assembly and the annual resolution of the Assembly on unforeseen emergency expenses."

#### Annex

PROCEDURES AND OTHER PROVISIONS WITH RESPECT TO UNFORESEEN EXPENSES AND THEIR FINANCING

[For the text, see paras. 24-30 of the present report.]

##### Annex II. Extract from the second report of the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies

[In the mimeographed version, the present annex contained the text of the Ad Hoc Committee's second report, paragraphs 35 to 46; see Official Records of the General Assembly, Twenty-first Session, Annexes, agenda item 80, document A/6343.]

## United Nations regular budget: integrated schedule of meetings of programme-formulating bodies

### DOCUMENT A/C.5/1175

#### Note by the Secretary-General

[Original text: English]  
[14 October 1968]

1. By its resolution 2370 (XXII) of 19 December 1967, the General Assembly decided that the Secretary-General, taking into account all the actions of the programme-formulating bodies, including the Economic and Social Council and the Committee for Programme and Co-ordination, should suggest to the General Assembly at each regular session a planning estimate for the United Nations regular budget for the second succeeding budgetary period and that this planning estimate should be reviewed by the Advisory Committee on Administrative and Budgetary Questions and transmitted, together with its comments and recommendations, to the General Assembly no later than 1 December. In paragraph 5 of the same resolution,

the Secretary-General was requested to submit to the General Assembly, at its twenty-third session, an integrated schedule of meetings for the various bodies responsible for carrying out the several parts of an integrated system of programming and budgeting, which would be required for the preparation of such a planning estimate.

2. In considering the problem of co-ordination of the meetings schedules of programme-formulating bodies, the following factors have to be taken into account:

(a) A major objective sought through an integrated schedule of meetings of programme-formulating bodies is the development and application of a system of long-

term planning on a programmed basis as a means of improving the programming and budgetary process and of ensuring the rational use of available resources.<sup>19</sup>

(b) Existing procedures for programme formulation on the one hand, and budget-compilation and approval on the other, tend to introduce a time-lag of up to twelve months between the formulation of programmes and their inclusion in the regular budget.

(c) Programme formulation in the United Nations takes place in: (i) the General Assembly itself and its subsidiary bodies; (ii) the Security Council; (iii) the Trusteeship Council; (iv) the Economic and Social Council, its functional commissions and committees and the regional economic commissions and their subsidiary bodies; (v) the Trade and Development Board and its subsidiary bodies; and (vi) the Industrial Development Board.

(d) The General Assembly holds its regular session, once annually, in the fall. During the session, it not only reviews the activities of the Organization and approves the regular budget for the following financial year but may also take decisions which result in new programmes being initiated.

(e) The Security Council and the Trusteeship Council have specific responsibilities arising from the provisions of the United Nations Charter. The former, because of the special nature of its responsibilities, is in session throughout the year; the latter, at present, holds one session a year.

(f) The Economic and Social Council (which may make or initiate studies and reports with respect to international economic, social, cultural, educational, health and related matters and may make recommendations with respect to any such matters to the General Assembly, to the States Members of the United Nations and to the specialized agencies concerned), holds two sessions a year. The periodicity of the meetings of its subsidiary bodies and of the regional economic commissions is governed by decisions taken by the Council. Some of these bodies meet only once every two years.

(g) The Trade and Development Board as a rule holds two sessions a year; the Industrial Development Board meets once annually. At their sessions the two bodies review the recommendations of their respective subsidiary bodies and approve work programmes in their individual fields of competence.

(h) The time schedules for the preparation of the Secretary-General's annual budget estimates, their review by the Advisory Committee and their presentation to the General Assembly together with the report of the Advisory Committee require that the budget-review session of that Committee commence no later than early June. A later date for the commencement of the budget session of the Advisory Committee is not possible since (i) this Committee requires a minimum of seven weeks to complete budget hearings and prepare its recommendations and (ii) the Secretary-General's budget proposals together with the recommendations of the Advisory Committee must be circulated to Governments of Member States at least five weeks prior to the opening of the regular session of the General Assembly in September.

3. Amongst the various activities of the United Nations, those related to economic, social and human

<sup>19</sup> See the second report of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies (*Official Records of the General Assembly, Twenty-first Session, Annexes, agenda item 80, document A/6343, paras. 68-73*).

rights matters lend themselves most readily to long-term planning and programme formulation within the context of General Assembly resolution 2370 (XXII). Accordingly, it would seem that, at least at this initial stage, the establishment of an integrated schedule of meetings might, for practical purposes, be limited to bodies involved in the latter field of activity.

4. Even in this area, there exist a considerable number of standing bodies, namely, the functional commissions, subcommissions and committees of the Economic and Social Council, the regional economic commissions and their subsidiary bodies, the Trade and Development Board and its subsidiary bodies and the Industrial Development Board. Besides, there are the special conferences convened under the authority of the Economic and Social Council and the General Assembly. And, finally, the decisions of the Governing Council of UNDP concerning the level and content of the technical co-operation activities also have an impact on work programmes. The working-out of an integrated schedule of meetings of these numerous bodies in relation to the objectives of General Assembly resolution 2370 (XXII) is a task of major proportions.

5. However, certain decisions already taken by the Economic and Social Council, particularly those on the frequency of the meetings of its subsidiary bodies and those contained in its resolutions 1264 (XLIII) of 3 August 1967 and 1367 (XLV) of 2 August 1968, can assist in reducing this task to more manageable proportions. Resolution 1264 (XLIII) requests, *inter alia*, the various subsidiary bodies of the Council "to draw up, where they have not already done so, with the assistance of the appropriate Secretariat units, long-range programmes of work containing clear indications of priority among the various projects". Resolution 1367 (XLV) entrusts the Committee for Programme and Co-ordination with programme-review and co-ordination functions covering the full range of United Nations activities in the economic, social and human rights area, and further reminds the functional commissions and other subsidiary bodies that all proposals relating to their work programmes require consideration by the Council prior to their implementation.

6. In the context of General Assembly resolution 2370 (XXII) the question of an integrated schedule of meetings can perhaps be limited to the following:

- (a) The Economic and Social Council and the Committee for Programme and Co-ordination;
- (b) The Trade and Development Board;
- (c) The Industrial Development Board;
- (d) The Advisory Committee on Administrative and Budgetary Questions.

7. Given the position stated in paragraph 2, subparagraph (h), above, it is clear that in order to permit the views of the Committee for Programme and Co-ordination to be available to the Advisory Committee at its budget-review session in early June:

(a) The first session of the Committee for Programme and Co-ordination each year should take place no later than in mid-April;

(b) The Trade and Development Board and the Industrial Development Board should have completed their programme-review sessions prior to the spring session of the Committee for Programme and Co-ordination, in order that the reports of these bodies might be available to it in time.

8. As regards 1971—the year for which the first

planning estimate has to be presented—advantage will be taken of the following facts:

(a) Certain of the subsidiary bodies of the Economic and Social Council have already formulated programmes of work in their areas of competence extending to 1971 and beyond, and others which hold sessions during 1968 are expected to take similar action;

(b) The Committee for Programme and Co-ordination has, in the report on its second session<sup>20</sup> called upon the Secretariat to prepare for consideration at the first part of its third session in 1969, a draft paper containing programme projections for 1971 and related resource requirements, which after review by the Committee and the Council, would guide the Secretary-General as to the programme requirements in the economic, social and human rights fields to be taken into account in drawing up his suggestions for a planning estimate for 1971.

9. It is the intention of the Secretary-General to prepare a draft paper containing programme projections for 1971 indicating the related budgetary requirements and other resources expected to be secured from extrabudgetary sources and to make this material available to the Committee for Programme and Co-ordination, the Trade and Development Board and the Industrial Development Board at their sessions scheduled to take place early in 1969. Bearing in mind the comments of these bodies on programmes and priorities, as well as any decisions on new priority programmes emerging from the forty-sixth and forty-seventh sessions of the Economic and Social Council, the planning estimate for 1971 would be further refined and adjusted, made available to the Advisory Committee by early October 1969 and transmitted, together with that Committee's comments and recommendations, to the General Assembly by 1 December 1969.

10. The approved calendar of meetings in 1969 (see annex, below) in respect of the above-mentioned bodies, namely, the Committee for Programme and Co-ordination, the Trade and Development Board and the Industrial Development Board would permit action being taken on the lines of paragraph 9 above.

11. As regards the future, it would seem possible to limit the question of an integrated schedule of meetings of the programme-formulating bodies in the economic, social and human rights fields to the few mentioned in paragraph 6 above, provided that:

(a) The various subsidiary bodies of the Economic and Social Council, the regional economic commissions, the Trade and Development Board and the Industrial Development Board systematically establish plans and programmes of work for a medium term of from five to six years, as recommended in paragraph 73, sub-

<sup>20</sup> *Official Records of the Economic and Social Council, Forty-fifth Session, Supplement No. 9, para. 11.*

paragraphs (d) (iv) and (v), of the second report of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies<sup>21</sup> and reaffirmed in Economic and Social Council resolution 1264 (XLIII);

(b) The schedule of meetings of the Trade and Development Board, the Industrial Development Board and the Committee for Programme and Co-ordination is so arranged that these bodies can review material on the programmes and related regular budget requirements early in the year in order that:

(i) The comments of the first two bodies are available to the Committee for Programme and Co-ordination;

(ii) The comments of the Committee for Programme and Co-ordination on over-all programmes and budgetary requirements are available to the Advisory Committee at its budget-review session in early June.

12. In general, the Secretary-General feels that, in addition to the establishment of an integrated meetings schedule, the following two factors are of at least equal importance if the objectives of General Assembly resolution 2370 (XXII) are to be achieved: (a) the formulation of long-term plans and programmes by the various bodies concerned, with built-in procedures for periodic review and updating of the plans and programmes, and (b) the granting of flexibility to the Secretariat in drawing up its annual recommendations for programme implementation and related resource requirements.

<sup>21</sup> *Official Records of the General Assembly, Twenty-first Session, Annexes, agenda item 80, document A/6343.*

#### ANNEX

##### Meetings schedule for certain bodies in the economic, social and human rights area in 1969

- |   |          |                        |  |
|---|----------|------------------------|--|
| 1. Committee for Programme and Co-ordination  |          |                        |  |
| Third session:  |          |                        |  |
| First part .....  | New York | 21 April-9 May         |  |
| Second part ....  | New York | 9 June-27 June         |  |
| 2. Trade and Development Board  |          |                        |  |
| Eighth session ...  | Geneva   | 21 January-7 February  |  |
| Ninth session ....  | Geneva   | 26 August-12 September |  |
| 3. Industrial Development Board   |          |                        |  |
| Third session ....  | Vienna   | 24 April-15 May        |  |
| (The Working Group on Programme and Co-ordination will meet in Vienna from 8-22 April.) |          |                        |  |
| 4. Economic and Social Council  |          |                        |  |
| Forty-sixth session   | New York | 12 May-6 June          |  |
| Forty-seventh session .....   | Geneva   | 14 July-8 August       |  |

## Extension of the Palais des Nations at Geneva

### DOCUMENT A/C.5/1179

#### Report of the Secretary-General

[Original text: English]  
[21 October 1968]

#### I. INTRODUCTION

1. By its resolution 2246 (XXI) of 20 December 1966 the General Assembly authorized the Secretary-General to proceed with the execution of the plans

which he had submitted in document A/C.5/1076<sup>22</sup> for the extension of the conference facilities at the Palais des Nations at Geneva. These plans provided for the

<sup>22</sup> *Ibid.*, agenda item 74.

construction of a new building adjacent to the existing premises and containing the following features:

(a) 1 conference room seating about 900 persons and 3 conference rooms seating just over 600 persons each, all with interpretation, sound-recording, television, photography, cinematography, radio, and conference-servicing facilities;

(b) 6 meeting rooms seating about 150 persons each with interpretation and sound-recording booths;

(c) About 4,600 sq.m. of office space for conference servicing and for the language and stenographic services;

(d) A delegates' lounge and snack bar;

(e) A main entrance and delegates' lobby;

(f) A visitors' area;

(g) A Press area, including television and radio studios;

(h) Air-conditioning of certain parts of the new building;

(i) Construction of access bridges and tunnels connecting the new building with the existing premises;

(j) Provision of parking space in the immediate vicinity of the new building.

In addition, the plans involved the enlargement at their present locations of the existing restaurant and cafeteria.

2. In his interim report<sup>23</sup> to the General Assembly at its twenty-second session on developments during 1967 the Secretary-General indicated that work had proceeded on the preparation of detailed plans and the drafting of technical specifications. Test borings had been made and site clearance started, and tenders had been invited for the excavation and construction of the

<sup>23</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 74, document A/C.5/1135.

main access tunnel linking the new building with the existing premises.

3. The purpose of the present report is to inform the General Assembly in detail regarding a number of changes in the above plans which have been proposed by the architects and to seek approval of revised proposals and a revised pattern of expenditure. A series of photo-montages, drawings and floor plans illustrating the revised arrangements are contained in the annex, below.

## II. PROPOSED CHANGES IN THE ORIGINAL PLANS

4. It was to be expected that when detailed drawings and specifications came to be made, certain modifications would be necessary in the plans which were presented to the Assembly at its twenty-first session and reproduced as an annex to the Secretary-General's report contained in document A/C.5/1076. In general, it was found that the arrangement of conference rooms described in that document was such as to give insufficient space in areas where it was most required, with, in some instances, a surplus of space in other, less crucial, areas. An important consideration throughout the planning was that the facilities were intended to meet the requirements not only of the United Nations but of the various specialized agencies based in Geneva who would continue to utilize the premises for their major conferences.

5. The best way of describing the changes in the original plans is to summarize them in tabular form as far as possible, and this is done in paragraphs 6 to 18 below. For details of the original proposals paragraph 6 of document A/C.5/1076 should be consulted.

### (i) *Main conference rooms*

6. There follows a comparative table setting forth in detail the arrangements for the main conference rooms under the original and the revised plans:

	<i>Rooms XVII and XVIII<sup>a</sup></i>		<i>Room XIX<sup>a</sup></i>		<i>Room XX<sup>a</sup></i>	
	<i>Original plan</i>	<i>Revised plan</i>	<i>Original plan</i>	<i>Revised plan</i>	<i>Original plan</i>	<i>Revised plan</i>
<b>DIMENSIONS<sup>b</sup></b>						
(In metres)	27x29x7	33 (diam) x7.50	27x29x7	33 (diam) x10	29x39x7	37.60 (diam) x10
(In cubic metres)	(5,481)	(6,414)	(5,481)	(8,553)	(7,917)	(11,100)
<b>USABLE SPACE<sup>c</sup></b>						
(In square metres)						
Floor, including rostrum	783	855	783	855	1,131	1,110
Gallery	35	60	35	50	60	32
Press	—	80	—	68	—	75
<b>TOTAL</b>	<b>818</b>	<b>995</b>	<b>818</b>	<b>973</b>	<b>1,191</b>	<b>1,217</b>
<b>CAPACITY</b>						
(In number of seats)						
<i>On rostrum</i>						
At table	9	9	9	9	9	9
Behind	11	11	11	8	16	10
<i>On floor</i>						
Members of delegations:						
At table	140	266	140	142	140	170
Behind	140	266	140	284	280	340
Representatives of agencies and non-governmental organizations:						
At table	20	—	20	20	20	28
Behind	20	—	20	40	20	56
<i>Additional seats:</i>						
Advisers, observers, etc.	60	—	60	206	140	254
Press	50	64	50	58	75	72
<i>Others</i> (précis-writers, etc.)	120	16	120	6	100	8
<i>Public gallery</i>	50	48	50	50	100	46
<b>TOTAL</b>	<b>620</b>	<b>680</b>	<b>620</b>	<b>823</b>	<b>900</b>	<b>993</b>
<b>BOOTHS</b>						
Interpreters	6 booths 2.40m wide	8 booths 2.20m wide	6 booths 2.40m wide	8 booths 2.20m wide	6 booths 2.40m wide	8 booths 2.20m wide
Sound recording	1 booth 3x4.50m	1 booth 4.40x2m	1 booth 3x4.50m	1 booth 4.40x2m	1 booth 3x4.50m	1 booth 4.40x2m
Additional booths and space	Unspecified	4 booths 2.20m wide, plus free space	Unspecified	4 booths 2.20m wide, plus free space	Unspecified	4 booths 2.20m wide, plus free space

<sup>a</sup> Conference rooms XVII and XVIII are on the first floor and are virtually identical. Conference rooms XIX and XX are on the third floor.

<sup>b</sup> The figures for the dimensions of the conference rooms in document A/C.5/1076 were approximate, because the irregular shape of the rooms made it necessary to take an average figure for length and breadth.

<sup>c</sup> Under both the original and the revised plans the definition of usable floor space is the same: total floor area, less pillars, elevator stairs, corridors, toilets, etc. In other words, the floor area actually available specifically for the purposes for which the building was designed.

7. The principal feature of the revised plans for the main meeting rooms is an increase of the usable areas, resulting in greater seating capacity for participants, more space per seat and greater ease of circulation around the room.

(ii) *Small meeting rooms*

8. The particulars of the proposed arrangements for the provision of the 6 smaller meeting rooms are as follows:

<i>Detail</i>	<i>Original plan</i>	<i>Revised plan</i>
<b>ROOMS XXI AND XXVI</b>		
<i>Dimensions</i> .....	1026 cu.m.	1641 cu.m.
<i>Capacity</i> .....	Total of about 150 seats	(150 or 270) <sup>a</sup>
<i>Booths</i>		
Interpreters .....	5 booths 2.40 metres wide	6 booths 2.20 metres wide
Sound recording .....	1 booth 3 by 4.50 metres	1 booth 2.20 by 3 metres
<b>ROOMS XXIII AND XXIV</b>		
<i>Dimensions</i> .....	1026 cu.m.	1148 cu.m.
<i>Capacity</i> .....	Total of about 150 seats	(100 or 160) <sup>a</sup>
<i>Booths</i>		
Interpreters .....	5 booths 2.40 metres wide	6 booths 2.20 metres wide
Sound recording .....	1 booth 3 by 4.50 metres	1 booth 2.20 by 3 metres
<b>ROOMS XXII AND XXV</b>		
<i>Dimensions</i> .....	1026 cu.m.	993.80 cu.m.
<i>Capacity</i> .....	Total of about 150 seats	(90 or 140) <sup>a</sup>
<i>Booths</i>		
Interpreters .....	5 booths 2.40 metres wide	6 booths 2.20 metres wide
Sound recording .....	1 booth 3.50 by 4.50 metres	1 booth 2.20 by 3 metres

<sup>a</sup> The first figure assumes that all participants would need to be seated at the conference table; the second that approximately half could be seated behind.

9. In document A/C.5/1076 provision was made for the combination, on occasion, of rooms XXI and XXII, as well as rooms XXIV and XXV, to provide in each case accommodation for a total of 340 persons. This arrangement has now been replaced by a system whereby in each of these rooms the furniture may be rearranged so as to provide greater seating capacity, depending upon the number of persons to be seated at the table. At the same time, the rooms themselves have been graded in size and now have capacities of 150 to 270—for rooms XXI and XXVI, 100 to 160—for rooms XXIII and XXIV, and 90 to 140—for rooms XXII and XXV (see foot-note to table above). The combined effect of these two features—mobility of room installations and a range of room sizes—clearly provides much greater flexibility than the arrangement originally proposed.

(iii) *Office accommodation*

10. During the course of the detailed planning, the most careful reconsideration was given to the number and location of the offices required to prepare and service the increased number of conferences which the new facilities will handle. Such a review was consid-

ered prudent since the provision of offices is a relatively simple matter if planning is adequate from the start (the cost per office falls as the number of offices in a given building rises) but becomes a much more complicated and expensive matter if a building, once constructed, has to be extended to take account of new or unforeseen requirements. In the first instance, the trend in recent years has involved a progressive increase in the number of United Nations meetings and conferences, in the volume of pre-session and in-session documentation, as well as in the range of languages in which this documentation must be provided. This intensifies the demand for language staff to service conferences. The number of permanent and temporary language staff working in Geneva at conferences serviced by the United Nations Office at Geneva is about 500 at any one time throughout the year, rising to about 800 in peak periods. Since the expanded facilities will inevitably attract more conferences, the demand for office space for servicing staff will increase correspondingly. Apart from requirements related to conference activity, the demand for office space generally has continued to grow. For a number of years it has already been necessary to have recourse to outside rentals for such purposes. At present no less than 200

offices in commercial buildings in the Geneva area are rented on a more or less continuing basis.

11. In the light of the foregoing, the new design which has been prepared for the consideration of the General Assembly provides for a considerable expansion in office space. The original plan involved the construction of 2 floors above those containing the meeting rooms, lounges and other facilities. The new design consists of a conference block, the rear portion of which supports an office building and connects with the floors of the conference areas. The proposed new office premises comprise about 10,700 sq.m. on 7 floors, each containing some 1,530 sq.m. of usable space. The total floor space available for offices under the original plan was about 4,600 sq.m. The new plan is also more functional with a minimum of interior space. In addition to the increased facilities it provides, the current design is considered to be more compatible with the architecture of the existing premises. Under the original plan, considerable practical problems arose in respect of the provision of a general façade which would be aesthetically acceptable.

(iv) *Other conference facilities*

12. In addition to the proposed revisions of the plans for the conference rooms and office area, there follows a brief description, where appropriate, of minor changes in respect of other conference facilities provided for in the original plan (A/C.5/1076, para. 6 (d), (f), (g) and (h)):

(a) *Delegates' lounge and snack bar.* In the lounge and bar are counted as one unit there has been an increase in floor space from approximately 1,000 sq.m. to 1,045 sq.m. The lounge (775 sq.m.) will provide direct access to the meeting rooms by means of escalator, elevators, ramps and stairs. The bar (270 sq.m.), which opens off the lounge, will supply drinks, coffee and cold snacks.

(b) *Main entrance and delegates' lobby.* No substantial change.

(c) *Visitors' area.* The new plan involves the provision of a lobby of 480 sq.m., a free area of 60 sq.m. and another room of 406 sq.m. to accommodate the philatelic museum. The visitors' area is adjacent to room XIV in the existing building, which can serve as a projection room; the area will also have exhibit and sales counters and a snack counter.

(d) *Press area.* No substantial change.

(e) *Air conditioning and heating.* Heat will be provided by the central heating plant located in the existing building and recently modernized as part of the major maintenance programme (see para. 21 below). However, the air-conditioning and refrigeration plant will be a completely new installation, located in the lowest basement of the new building.

(f) *Means of communication.* The arrangements described in A/C.5/1076, paragraph 6, sub-paragraph (l), are still valid in all respects.

(g) *Parking facilities.* The plan provides for an underground garage with space for 330 cars, instead of the above-ground space for 500 cars originally envisaged.

(v) *Enlargement of existing restaurant and cafeteria*

13. No substantial change has been proposed in respect of the original plans for the enlargement of the

present restaurant facilities. However, it has been found necessary to make a deeper excavation in the Cour d'Honneur in order to provide more adequate space for the servicing areas (such as kitchens and storerooms) of the present cafeteria. In addition, the area of the cafeteria itself will be extended from 725 sq.m. to 1,050 sq.m.

14. The following information is additional to that provided in document A/C.5/1076:

(a) *Telephones.* The new telephone exchange put into service in 1965 has adequate reserve capacity for the new building, which will be fully equipped with telephones.

(b) *Water and electricity.* The plans provide for an electrical sub-station, a stand-by power plant, and a modern fire-warning system.

15. Finally, the following comparison of dimensions may be of interest:

<i>Original design</i>	
Total floor area, including two office floors	41,609 sq.m.
Cubic content	192,681 cu.m.
<i>Revised design</i>	
	<i>Sq.m.</i>
Total floor area:	
Conference building	47,655
Office building	19,701
	TOTAL 67,356
	<i>Cu.m.</i>
Cubic content:	
Conference building	226,145
Office building	65,240
	TOTAL 291,385

(vi) *Present stage of construction and progress time-table*

16. Work undertaken to date has been within the limits of the original plans and the related budgetary allocations. Projects nearing completion include the main structural work on the extension of the present cafeteria and work on the tunnel which will connect the new building with the existing premises. Considerable progress has also been made on excavation of the site of the new building. It would be desirable to award at an early date the contract for the concrete and masonry work for the infra-structure and super-structure of the proposed new building, subject to the decisions to be taken by the General Assembly on the revised plans.

17. The proposed time-table for the main stages of the work would be as follows:

Completion of foundations and infra-structure of the conference building	July 1969
Completion of super-structure of the conference building	December 1969
Completion of super-structure of the office building	April 1970
Completion of construction	June 1971

III. COST OF THE PROPOSALS

18. The total cost of the project on the basis of the revised proposals now submitted is estimated at \$22 million, which may be broken down as shown in the following table:



	Original plan		Revised plan	
	U.S. dollars	Swiss francs	U.S. dollars	Swiss francs
A. New building				
(1) Structure				
(a) Excavating ground and building foundations and super-structure in reinforced concrete and steel .....	3,162,100	13,660,000	5,040,000	21,772,800
(b) Roofs .....	138,900	600,000	220,000	950,000
TOTAL	3,301,000	14,260,000	5,260,000	22,722,800
(2) Installations and equipment				
(a) Heating, ventilation, air-conditioning and sanitary installations .....	1,721,100	7,435,000	2,273,000	9,820,000
(b) Electrical installations, passenger lifts, service lifts and escalator .....	1,235,400	5,337,000	1,762,000	7,610,000
(c) Building and finishing of floors, ceilings and walls inside and outside .....	2,537,000	10,960,000	3,830,000	16,546,000
(d) Furniture for conference rooms and offices and installation of fixtures throughout the building including simultaneous interpretation equipment .....	1,316,000	5,685,000	2,513,000	10,853,000
TOTAL	6,809,500	29,417,000	10,378,000	44,829,000
TOTAL, A	10,110,500	43,677,000	15,638,000	67,551,800
B. Connecting tunnels .....	442,100	1,910,100	442,100	1,910,100
C. Cafeteria .....	461,900	1,995,400	625,000	2,699,900
D. Restaurant extension .....	591,800	2,556,500	591,800	2,556,500
E. Outside work, car parks .....	715,300	3,090,000	715,300	3,090,000
TOTAL, A to E	12,321,600	53,229,000	18,012,200	77,808,300
Provision for contingencies .....	1,382,100	5,971,000	2,024,800	8,751,700
TOTAL	13,703,700	59,200,000	20,037,000	86,560,000
F. Fees for architects and engineers and administrative costs				
(a) Architects' fees .....	532,400	2,300,000	1,063,800	4,595,000
(b) Engineers' fees .....	300,900	1,300,000	436,200	1,885,000
(c) Administrative costs .....	463,000	2,000,000	463,000	2,000,000
TOTAL, F	1,296,300	5,600,000	1,963,000	8,480,000
GRAND TOTAL	15,000,000	64,800,000	22,000,000	95,040,000

19. In considering the level of these revised requirements a number of general considerations should be borne in mind.

20. The initial estimate of \$15 million provided in respect of the original plan was the best figure available at that stage; however, the more specific information which became available as the detailed planning proceeded now raises the question whether the requirements had not been under-estimated. Consequently, the revised figure of \$22 million for the new plans does not necessarily represent an increase of \$7 million in the costs which would actually have been incurred.

21. Although the new extension is a clearly identifiable entity, it does contain elements which could be regarded as forming part of the major maintenance and improvement programme for the Palais des Nations.<sup>24</sup> Thus, the entire cost of extending the restaurant in the Palais has been shown as a cost of the new building, even though it is also to some extent a major improvement cost. The same is true of the tunnel/cafeteria redevelopment work.

22. In view of the fact that the proposed extension is designed to provide the facilities necessary to main-

tain the Palais des Nations as a major conference centre and although the proposed scale of conference equipment is by no means lavish, every effort has nevertheless been made to ensure that the facilities and equipment currently provided for will be adequate both quantitatively and technically for a reasonable number of years to come. For this reason it has been necessary to ensure that the facilities installed are abreast of recent technical advances.

23. Finally, it will be seen that the estimates contain a contingency provision of 10 per cent, as in the case of the original estimate submitted to the General Assembly at its twenty-first session. For the initial construction phases, including more specifically the excavation, concreting and structural steelwork, a contingency factor of this order should suffice. It is in the cost of the engineering and electrical equipment and installations, and of the interior decoration of the building, that the factor of future cost and wage increases might have considerable play. This factor is difficult to estimate with precision at the present time, but it should be possible for the General Assembly to be kept informed year by year of any trend likely to increase the contingency provision and thereby the total cost of the project. In these matters much, if not all, depends on keeping as closely as possible to the construction schedule outlined in paragraph 17 above.

<sup>24</sup> For details of this programme and the method of financing it, see *Official Records of the General Assembly, Twentieth Session, Annexes*, agenda item 76, document A/C.5/1040.

24. The project would be financed, as planned in 1966 (A/C.5/1076, para. 11), partially by the donation from the Swiss Federal Government and the Republic and Canton of Geneva (\$925,000) and the loan (\$14,120,000) from the Fondation des immeubles pour les organisations internationales granted with the approval of the Swiss Federal Council, and partially by budgetary appropriations.

25. It is estimated that implementation of the project as planned would entail annual expenses of the following order during the period 1968-1972:

Year	U.S. dollars
1968 .....	1,300,000
1969 .....	5,700,000
1970 .....	8,800,000
1971 .....	4,700,000
1972 .....	1,500,000
TOTAL	22,000,000

26. Having examined the plans submitted by the Secretary-General to its twenty-first session, the General Assembly, by its resolution 2246 (XXI):

(a) Authorized the Secretary-General to proceed with the plans for extension of the Palais des Nations within a maximum expenditure of \$15,000,000;

(b) Authorized the Secretary-General to accept the offer of the Swiss authorities of a gift of 4 million Swiss francs (\$925,000) towards the cost of the project and to accept a loan, as required, at 3 per cent interest to assist in the financing and to be repayable in instalments within the period 1972-1980;

(c) Decided to finance the programme in such a way that the amount to be met from the budget estimates in successive years over the period 1967-1980 should be the following:

	U.S. dollars
1967-1974 (annual amounts of \$1,000,000) .....	8,000,000
1975-1979 (annual amounts of \$1,500,000) .....	7,500,000
1980 (approximate amount) .....	495,000
TOTAL	15,995,000

27. Adoption by the General Assembly of the revised proposals submitted by the Secretary-General in the present report would require a new decision regarding the financing of the project. It would be necessary to borrow almost the full amount of the loan which has been placed at the disposal of the United Nations by the Swiss authorities (61,000,000 Swiss francs, i.e., \$14,120,000) and to adjust the amount of budgetary

appropriations to meet the cost of construction by 1972 and to repay the loan and interest over the ten-year period 1973-1982.

28. With the aim of maintaining the annual budgetary appropriations for the extension of conference facilities and for the major maintenance programme (see paragraph 21 above) at reasonably similar levels and to keep interest charges on the loan as low as possible, the Secretary-General recommends that arrangements for the financing of the extension project be made in accordance with the following summary:

Year	Estimated requirements	Budget (United States dollars)	Gift	Loan
1967 .....	—	1,000,000	—	—
1968 .....	1,300,000	1,000,000	—	—
1969 .....	5,700,000	1,000,000	925,000	3,075,000
1970 .....	8,800,000	1,000,000	—	7,800,000
1971 .....	4,700,000	1,500,000	—	3,200,000
1972 .....	1,500,000	1,500,000	—	—
TOTAL	22,000,000	7,000,000	925,000	14,075,000

29. As noted in paragraph 17 above, the construction of the project would be completed by mid-summer 1971. Actual construction costs for the different phases of the operation would be paid as the work was satisfactorily completed; the final bills would probably be settled during 1972. Accordingly, budgetary appropriations to defray the total construction cost, estimated at \$22 million, and to repay the loan and interest over the ten-year period 1973-1982, would need to be made as follows:

	U.S. dollars
1967-1970 (annual amounts of \$1,000,000) .....	4,000,000
1971-1974 (annual amounts of \$1,500,000) .....	6,000,000
1975-1981 (annual amounts of \$1,860,000) .....	13,020,000
1982 (approximate amount) .....	1,830,000
TOTAL	24,850,000

30. In the event the proposals contained in the present report prove acceptable, the General Assembly may wish to take its decision in the form of the following draft resolution which revises the provisions made in resolution 2246 (XXI):

[Text subsequently adopted by the General Assembly (see A/7476, para. 178, draft resolution VII).]

**ANNEXES**

**Photo-montages, drawings and floor plans**

[Annexes 1A-D and 2-11 appear between pp. 24 and 25.]

**DOCUMENT A/7337**

**Report of the Advisory Committee on Administrative and Budgetary Questions**

[Original text: English]  
[18 November 1968]

1. At the twenty-first session of the General Assembly the Advisory Committee on Administrative and Budgetary Questions submitted<sup>25</sup> its observations and recommendations on the Secretary-General's detailed report<sup>26</sup> on the proposed extension of the conference

facilities and ancillary services at the Palais des Nations. The report of the Advisory Committee supplemented its earlier report to the Assembly at the same session<sup>27</sup> on the Secretary-General's preliminary proposals<sup>28</sup> for an extension of the conference facilities at Geneva.

<sup>25</sup> Official Records of the General Assembly, Twenty-first Session, Annexes, agenda item 74, document A/6524.

<sup>26</sup> Ibid., document A/C.5/1076.

<sup>27</sup> Ibid., document A/6385.

<sup>28</sup> Ibid., document A/C.5/1054.

Additional background material had been given in earlier reports.<sup>29</sup>

2. Subsequently, the General Assembly, by its resolution 2246 (XXI) of 20 December 1966, authorized the Secretary-General to proceed with the plans for the extension of the Palais des Nations within a maximum expenditure of \$15 million. The Assembly further authorized the Secretary-General to finance the programme in the manner he proposed, and decided on the amount to be met from the budget estimates in successive years over the period from 1967 to 1980.

3. In his interim report to the General Assembly at its twenty-second session on developments during 1967,<sup>30</sup> the Secretary-General indicated that work had proceeded on the preparation of detailed plans and the drafting of technical specifications. He reported that test borings had been made and site clearance started and that tenders had been invited for the excavation and construction of the main access tunnel linking the new building to the existing premises.

4. During its examination of the Secretary-General's budget estimates for 1969 in June and July 1968, the Advisory Committee was informed that the Secretary-General would submit a progress report on the project to the General Assembly at its twenty-third session. That report is contained in document A/C.5/1179.

5. The Secretary-General states that the purpose of his present report is to inform the General Assembly in detail regarding a number of changes in the plans which had been suggested by the architects and to seek approval of revised proposals and a revised pattern of expenditure.

6. In reviewing the Secretary-General's report the Advisory Committee had the advantage of discussing the revised plans with two of the architects, Mr. Eugène Beaudoin and Sir Basil Spence. The Committee wishes to acknowledge with gratitude, not only the assistance it received during its recent deliberations, but also the total contribution made by the distinguished Committee of Architects.

#### PROPOSALS UP TO AND INCLUDING 1966

7. Before submitting its observations on the Secretary-General's revised proposals, the Advisory Committee feels that it might be helpful to the members of the Fifth Committee if it summarized the circumstances and proposals leading up to the General Assembly's decision at its twenty-first session, in 1966, to extend the conference facilities at the Palais des Nations and then made a comparison of the project as approved with the revised proposals now being submitted by the Secretary-General.

8. The question of conference facilities in the Palais des Nations has been the subject of a number of reports by the Secretary-General and of the Advisory Committee since 1963.<sup>31</sup> The earlier proposals dealt primarily with finding ways and means of improving the existing facilities, so as to provide for the expanding needs of the various users of the Palais. In March 1964 the Advisory Committee visited Geneva, carried out an on-the-spot inspection of existing conference facilities and held consultations with the executive heads of

those specialized agencies based in Geneva that were making extensive use of the meeting facilities at the Palais. The Committee concluded that the existing facilities for major conferences were no longer entirely adequate to meet the increased demands made upon them by the United Nations and the specialized agencies.<sup>32</sup> However, without more precise indications regarding future trends in the over-all programme of conferences at Geneva, the Advisory Committee felt that it would be premature to recommend the construction of additional conference rooms. At the same time, it considered it possible, within the existing structure, to improve the existing facilities and thereby meet essential needs for the immediate future and, accordingly, suggested that the Secretary-General submit proposals for such improvements to the General Assembly at its next session.

9. Following the submission of that report<sup>33</sup> by the Secretary-General at the twentieth session in 1965 and of a related report thereon by the Advisory Committee,<sup>34</sup> the General Assembly, at its 1408th plenary meeting, on 21 December 1965, approved a programme of maintenance and improvement for the period 1966-1974, subject to annual review by the Assembly. The total cost of the programme proposed by the Secretary-General amounted to \$4,744,200,<sup>35</sup> subsequently adjusted to \$4,332,200 on the recommendation of the Advisory Committee,<sup>36</sup> to be financed from the budget estimates in successive years over the period 1967-1974, in approximately equal amounts. The object of the programme was to ensure optimum use of the space available in the Palais des Nations. In presenting this programme, the Secretary-General observed that on its completion the limits imposed by the structure and layout of the building would preclude any further progress in this direction.

10. In addition, the Secretary-General also informed the General Assembly at its twentieth session that developments since 1964, and in particular the decision to establish the headquarters of UNCTAD at Geneva, had removed the element of uncertainty which had led the Advisory Committee to the conclusion mentioned in paragraph 8 above. He requested, therefore, that in the light of the increased activity foreseen for 1966 and the ensuing years he be authorized to proceed immediately with the necessary architectural and engineering studies for a proposed extension of the conference and ancillary facilities at the Palais des Nations. For this purpose he requested that the Assembly further authorize him to spend up to a maximum of \$150,000 in 1966 in the preparation of those studies. Up to \$75,000 of this amount would enable him to place preliminary plans and cost estimates before the Advisory Committee no later than the middle of 1966, with the balance of the funds to be expended only with the prior concurrence of the Advisory Committee, for the preparation of final plans and estimates as required. The Advisory Committee supported the Secretary-General's request, which was subsequently approved by the Assembly.

11. The Advisory Committee examined the Secretary-General's interim report<sup>37</sup> on the proposed exten-

<sup>29</sup> *Ibid.*, *Eighteenth Session, Annexes*, agenda item 58, document A/C.5/982; *ibid.*, *Twentieth Session, Annexes*, agenda item 76, documents A/C.5/1009 and A/5799, A/C.5/1040 and A/6137; and document A/5709 (mimeographed).

<sup>30</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 74, document A/C.5/1135.

<sup>31</sup> See foot-note 29.

<sup>32</sup> Document A/5709 (mimeographed), para. 61.

<sup>33</sup> *Official Records of the General Assembly, Twentieth Session, Annexes*, agenda item 76, document A/C.5/1040.

<sup>34</sup> *Ibid.*, document A/6137.

<sup>35</sup> *Ibid.*, document A/C.5/1040, annex.

<sup>36</sup> *Ibid.*, document A/6137, para. 26.

<sup>37</sup> *Ibid.*, *Twenty-first Session, Annexes*, agenda item 74, document A/C.5/1054.

**Annex 1A to document A/C.5/1179**

***Palais des Nations—Geneva***

EXTENSION PROJECT



Annex 1B to document A/C.5/1179

*Palais des Nations—Geneva*

EXTENSION PROJECT



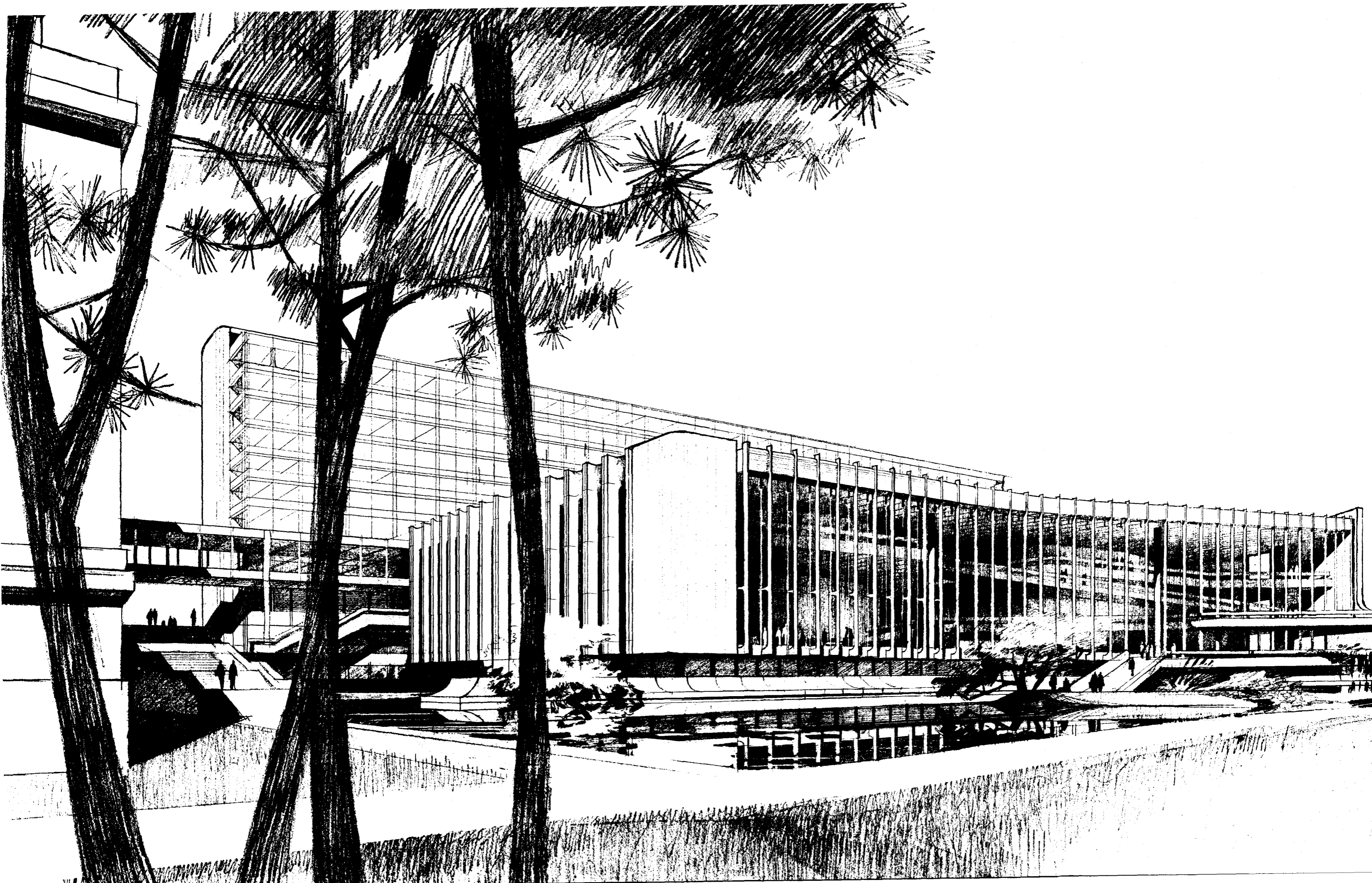


Annex 1C to document A/C.5/1179

*Palais des Nations—Geneva*

EXTENSION PROJECT

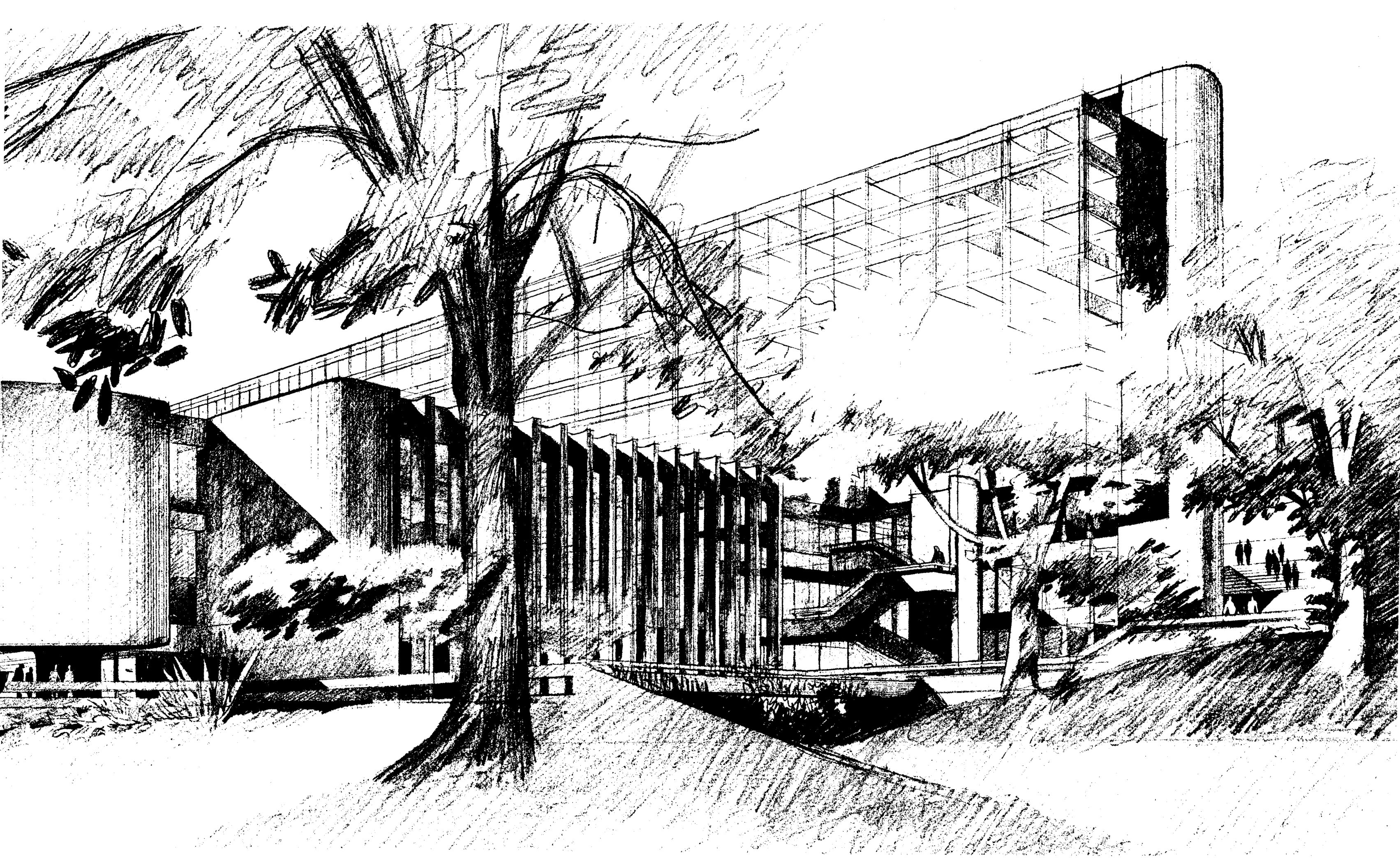




Annex 1D to document A/C.5/1179

*Palais des Nations—Geneva*

EXTENSION PROJECT



**Annex 2 to document A/C.5/1179**

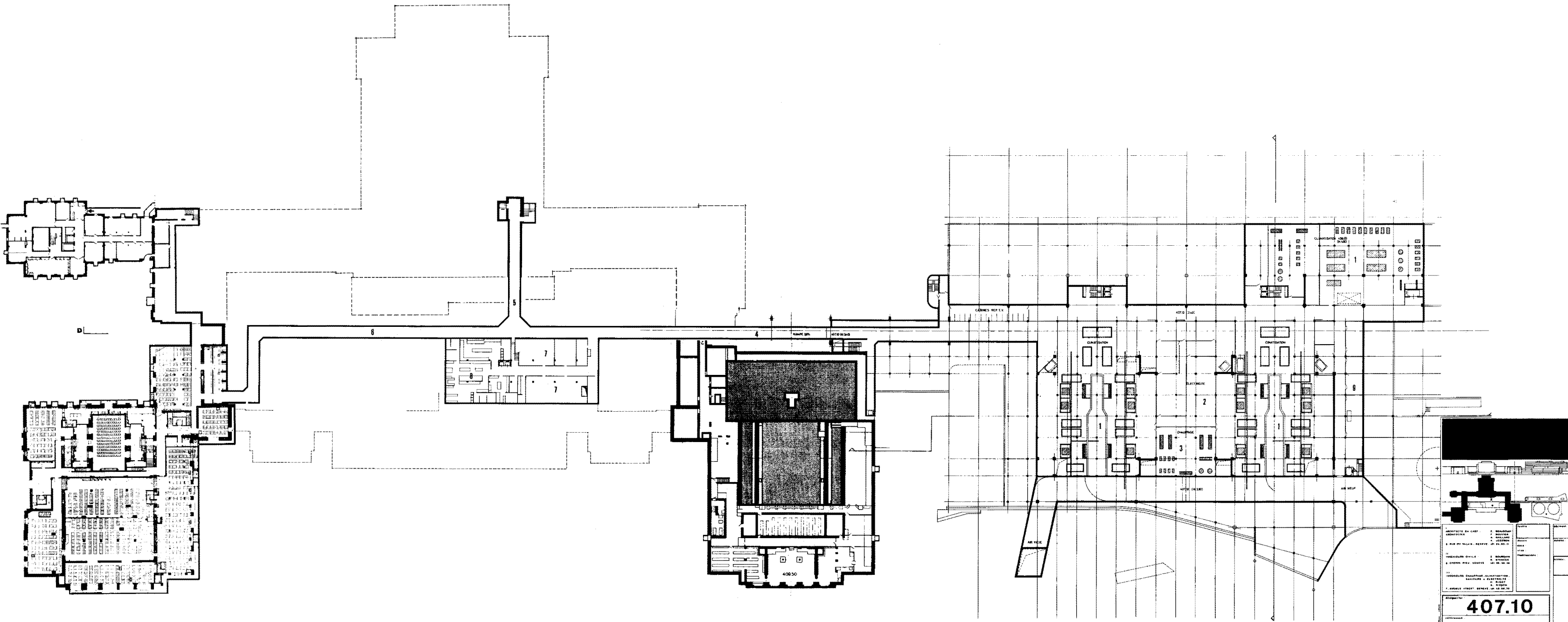
***Palais des Nations—Geneva***

EXTENSION PROJECT

BASEMENT—LEVEL 407.10

*Scale: 1:1,000*

1. Air-conditioning plant
2. Electricity plant
3. Central heating sub-stations
4. Service tunnel
5. Service connexion with Assembly Building and restaurant
6. Service connexion with Council Building and Secretariat Building
7. Cafeteria and restaurant stores
8. Preparatory kitchen for cafeteria and restaurant
9. Storerooms



PROJETE AU C.A.P.	REDACTEUR
ARCHITECTE	DESSINATEUR
1. AIR CONDITIONING SERVICE	DATE
2. MECHANICAL SYSTEMS	SCALE
3. ELECTRICAL SERVICE	PROJECT
4. SANITARY SERVICE	NO. 407.10
5. AIR CONDITIONING SERVICE	NO. 407.10
6. AIR CONDITIONING SERVICE	NO. 407.10
7. AIR CONDITIONING SERVICE	NO. 407.10
8. AIR CONDITIONING SERVICE	NO. 407.10
9. AIR CONDITIONING SERVICE	NO. 407.10
10. AIR CONDITIONING SERVICE	NO. 407.10
11. AIR CONDITIONING SERVICE	NO. 407.10
12. AIR CONDITIONING SERVICE	NO. 407.10
13. AIR CONDITIONING SERVICE	NO. 407.10
14. AIR CONDITIONING SERVICE	NO. 407.10
15. AIR CONDITIONING SERVICE	NO. 407.10
16. AIR CONDITIONING SERVICE	NO. 407.10
17. AIR CONDITIONING SERVICE	NO. 407.10
18. AIR CONDITIONING SERVICE	NO. 407.10
19. AIR CONDITIONING SERVICE	NO. 407.10
20. AIR CONDITIONING SERVICE	NO. 407.10
21. AIR CONDITIONING SERVICE	NO. 407.10
22. AIR CONDITIONING SERVICE	NO. 407.10
23. AIR CONDITIONING SERVICE	NO. 407.10
24. AIR CONDITIONING SERVICE	NO. 407.10
25. AIR CONDITIONING SERVICE	NO. 407.10
26. AIR CONDITIONING SERVICE	NO. 407.10
27. AIR CONDITIONING SERVICE	NO. 407.10
28. AIR CONDITIONING SERVICE	NO. 407.10
29. AIR CONDITIONING SERVICE	NO. 407.10
30. AIR CONDITIONING SERVICE	NO. 407.10
31. AIR CONDITIONING SERVICE	NO. 407.10
32. AIR CONDITIONING SERVICE	NO. 407.10
33. AIR CONDITIONING SERVICE	NO. 407.10
34. AIR CONDITIONING SERVICE	NO. 407.10
35. AIR CONDITIONING SERVICE	NO. 407.10
36. AIR CONDITIONING SERVICE	NO. 407.10
37. AIR CONDITIONING SERVICE	NO. 407.10
38. AIR CONDITIONING SERVICE	NO. 407.10
39. AIR CONDITIONING SERVICE	NO. 407.10
40. AIR CONDITIONING SERVICE	NO. 407.10
41. AIR CONDITIONING SERVICE	NO. 407.10
42. AIR CONDITIONING SERVICE	NO. 407.10
43. AIR CONDITIONING SERVICE	NO. 407.10
44. AIR CONDITIONING SERVICE	NO. 407.10
45. AIR CONDITIONING SERVICE	NO. 407.10
46. AIR CONDITIONING SERVICE	NO. 407.10
47. AIR CONDITIONING SERVICE	NO. 407.10
48. AIR CONDITIONING SERVICE	NO. 407.10
49. AIR CONDITIONING SERVICE	NO. 407.10
50. AIR CONDITIONING SERVICE	NO. 407.10
51. AIR CONDITIONING SERVICE	NO. 407.10
52. AIR CONDITIONING SERVICE	NO. 407.10
53. AIR CONDITIONING SERVICE	NO. 407.10
54. AIR CONDITIONING SERVICE	NO. 407.10
55. AIR CONDITIONING SERVICE	NO. 407.10
56. AIR CONDITIONING SERVICE	NO. 407.10
57. AIR CONDITIONING SERVICE	NO. 407.10
58. AIR CONDITIONING SERVICE	NO. 407.10
59. AIR CONDITIONING SERVICE	NO. 407.10
60. AIR CONDITIONING SERVICE	NO. 407.10
61. AIR CONDITIONING SERVICE	NO. 407.10
62. AIR CONDITIONING SERVICE	NO. 407.10
63. AIR CONDITIONING SERVICE	NO. 407.10
64. AIR CONDITIONING SERVICE	NO. 407.10
65. AIR CONDITIONING SERVICE	NO. 407.10
66. AIR CONDITIONING SERVICE	NO. 407.10
67. AIR CONDITIONING SERVICE	NO. 407.10
68. AIR CONDITIONING SERVICE	NO. 407.10
69. AIR CONDITIONING SERVICE	NO. 407.10
70. AIR CONDITIONING SERVICE	NO. 407.10
71. AIR CONDITIONING SERVICE	NO. 407.10
72. AIR CONDITIONING SERVICE	NO. 407.10
73. AIR CONDITIONING SERVICE	NO. 407.10
74. AIR CONDITIONING SERVICE	NO. 407.10
75. AIR CONDITIONING SERVICE	NO. 407.10
76. AIR CONDITIONING SERVICE	NO. 407.10
77. AIR CONDITIONING SERVICE	NO. 407.10
78. AIR CONDITIONING SERVICE	NO. 407.10
79. AIR CONDITIONING SERVICE	NO. 407.10
80. AIR CONDITIONING SERVICE	NO. 407.10
81. AIR CONDITIONING SERVICE	NO. 407.10
82. AIR CONDITIONING SERVICE	NO. 407.10
83. AIR CONDITIONING SERVICE	NO. 407.10
84. AIR CONDITIONING SERVICE	NO. 407.10
85. AIR CONDITIONING SERVICE	NO. 407.10
86. AIR CONDITIONING SERVICE	NO. 407.10
87. AIR CONDITIONING SERVICE	NO. 407.10
88. AIR CONDITIONING SERVICE	NO. 407.10
89. AIR CONDITIONING SERVICE	NO. 407.10
90. AIR CONDITIONING SERVICE	NO. 407.10
91. AIR CONDITIONING SERVICE	NO. 407.10
92. AIR CONDITIONING SERVICE	NO. 407.10
93. AIR CONDITIONING SERVICE	NO. 407.10
94. AIR CONDITIONING SERVICE	NO. 407.10
95. AIR CONDITIONING SERVICE	NO. 407.10
96. AIR CONDITIONING SERVICE	NO. 407.10
97. AIR CONDITIONING SERVICE	NO. 407.10
98. AIR CONDITIONING SERVICE	NO. 407.10
99. AIR CONDITIONING SERVICE	NO. 407.10
100. AIR CONDITIONING SERVICE	NO. 407.10

407.10



Annex 3 to document A/C.5/1179

*Palais des Nations—Geneva*

EXTENSION PROJECT

GROUND FLOOR—LEVEL 411.15

*Scale: 1:1,000*

1. Service court—deliveries
2. Document reproduction
3. Information
4. Supplies and furniture storeroom
5. Radio studios
6. Television studio
7. Connecting tunnel for staff
8. Connexion with Assembly Building and restaurant
9. Connexion with Council Building and Secretariat Building
10. Finishing kitchen, cloakrooms and dininghall of cafeteria
11. Cafeteria extension
12. Shops
13. Ventilation plant for cafeteria and tunnel
14. Access to Conference Room XIV
15. Access to the Library
16. Garage
17. Reception—goods deliveries
18. N.G.O. office



**Annex 4 to document A/C.5/1179**

***Palais des Nations—Geneva***

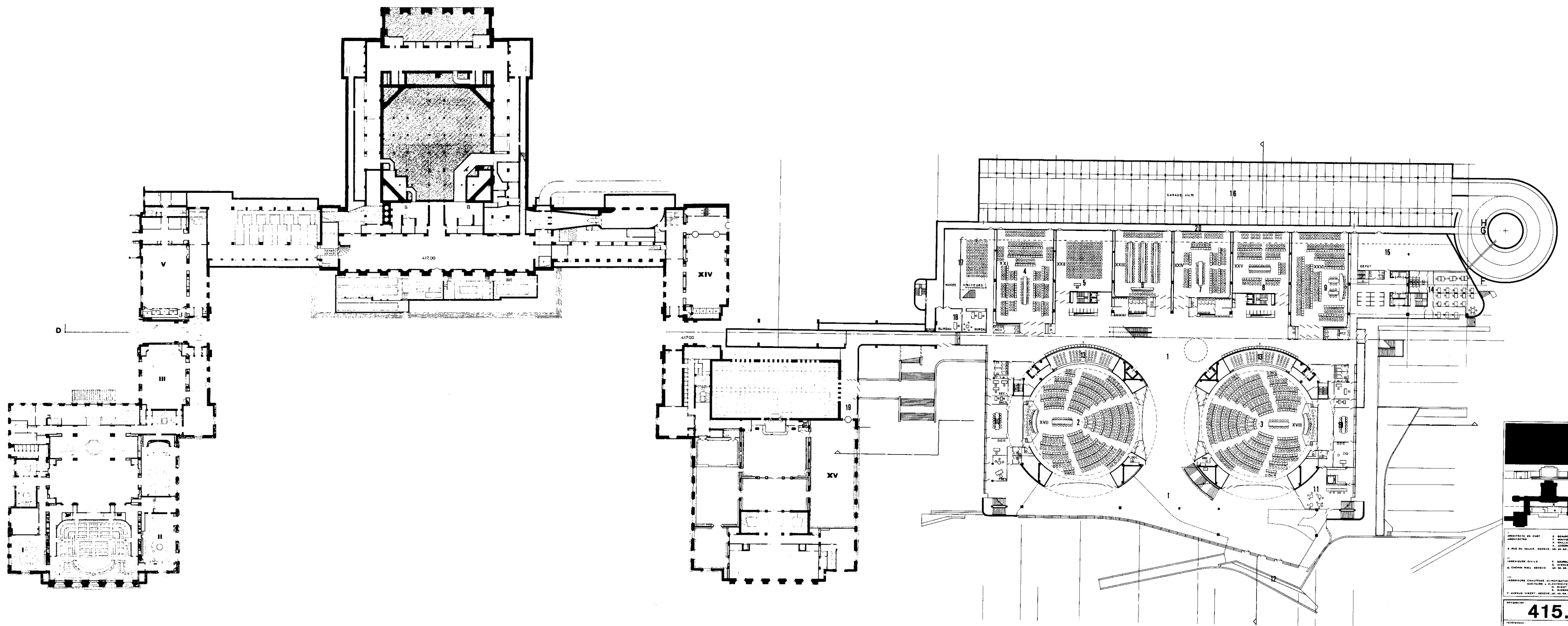
EXTENSION PROJECT

FIRST FLOOR—LEVEL 415.00

*Scale: 1:1,000*

1. Delegates' Hall—exhibitions
2. Conference Room XVII (634 seats)
3. Conference Room XVIII (642 seats)
4. Conference Room XXI (282 seats)
5. Conference Room XXII (195 seats)
6. Conference Room XXIII (148 seats)
7. Conference Room XXIV (156 seats)
8. Conference Room XXV (152 seats)
9. Conference Room XXVI (269 seats)
10. Offices of the Bureau
11. Bar
12. Terrace
13. Press gallery
14. Offices
15. Furniture storerooms
16. Garage
17. Philatelic museum
18. Offices of Visitors' Service
19. Connexion with Conference Room XV
20. Emergency exits





1. ARCHITECTE EN CHEF 2. ARCHITECTE 3. P. DE LA SALLE, SECRETAIRE 4. ARCHITECTE 5. ARCHITECTE 6. ARCHITECTE 7. ARCHITECTE 8. ARCHITECTE 9. ARCHITECTE 10. ARCHITECTE 11. ARCHITECTE 12. ARCHITECTE 13. ARCHITECTE 14. ARCHITECTE 15. ARCHITECTE 16. ARCHITECTE 17. ARCHITECTE 18. ARCHITECTE 19. ARCHITECTE 20. ARCHITECTE 21. ARCHITECTE 22. ARCHITECTE 23. ARCHITECTE 24. ARCHITECTE 25. ARCHITECTE 26. ARCHITECTE 27. ARCHITECTE 28. ARCHITECTE 29. ARCHITECTE 30. ARCHITECTE 31. ARCHITECTE 32. ARCHITECTE 33. ARCHITECTE 34. ARCHITECTE 35. ARCHITECTE 36. ARCHITECTE 37. ARCHITECTE 38. ARCHITECTE 39. ARCHITECTE 40. ARCHITECTE 41. ARCHITECTE 42. ARCHITECTE 43. ARCHITECTE 44. ARCHITECTE 45. ARCHITECTE 46. ARCHITECTE 47. ARCHITECTE 48. ARCHITECTE 49. ARCHITECTE 50. ARCHITECTE 51. ARCHITECTE 52. ARCHITECTE 53. ARCHITECTE 54. ARCHITECTE 55. ARCHITECTE 56. ARCHITECTE 57. ARCHITECTE 58. ARCHITECTE 59. ARCHITECTE 60. ARCHITECTE 61. ARCHITECTE 62. ARCHITECTE 63. ARCHITECTE 64. ARCHITECTE 65. ARCHITECTE 66. ARCHITECTE 67. ARCHITECTE 68. ARCHITECTE 69. ARCHITECTE 70. ARCHITECTE 71. ARCHITECTE 72. ARCHITECTE 73. ARCHITECTE 74. ARCHITECTE 75. ARCHITECTE 76. ARCHITECTE 77. ARCHITECTE 78. ARCHITECTE 79. ARCHITECTE 80. ARCHITECTE 81. ARCHITECTE 82. ARCHITECTE 83. ARCHITECTE 84. ARCHITECTE 85. ARCHITECTE 86. ARCHITECTE 87. ARCHITECTE 88. ARCHITECTE 89. ARCHITECTE 90. ARCHITECTE 91. ARCHITECTE 92. ARCHITECTE 93. ARCHITECTE 94. ARCHITECTE 95. ARCHITECTE 96. ARCHITECTE 97. ARCHITECTE 98. ARCHITECTE 99. ARCHITECTE 100. ARCHITECTE	1. ARCHITECTE EN CHEF 2. ARCHITECTE 3. P. DE LA SALLE, SECRETAIRE 4. ARCHITECTE 5. ARCHITECTE 6. ARCHITECTE 7. ARCHITECTE 8. ARCHITECTE 9. ARCHITECTE 10. ARCHITECTE 11. ARCHITECTE 12. ARCHITECTE 13. ARCHITECTE 14. ARCHITECTE 15. ARCHITECTE 16. ARCHITECTE 17. ARCHITECTE 18. ARCHITECTE 19. ARCHITECTE 20. ARCHITECTE 21. ARCHITECTE 22. ARCHITECTE 23. ARCHITECTE 24. ARCHITECTE 25. ARCHITECTE 26. ARCHITECTE 27. ARCHITECTE 28. ARCHITECTE 29. ARCHITECTE 30. ARCHITECTE 31. ARCHITECTE 32. ARCHITECTE 33. ARCHITECTE 34. ARCHITECTE 35. ARCHITECTE 36. ARCHITECTE 37. ARCHITECTE 38. ARCHITECTE 39. ARCHITECTE 40. ARCHITECTE 41. ARCHITECTE 42. ARCHITECTE 43. ARCHITECTE 44. ARCHITECTE 45. ARCHITECTE 46. ARCHITECTE 47. ARCHITECTE 48. ARCHITECTE 49. ARCHITECTE 50. ARCHITECTE 51. ARCHITECTE 52. ARCHITECTE 53. ARCHITECTE 54. ARCHITECTE 55. ARCHITECTE 56. ARCHITECTE 57. ARCHITECTE 58. ARCHITECTE 59. ARCHITECTE 60. ARCHITECTE 61. ARCHITECTE 62. ARCHITECTE 63. ARCHITECTE 64. ARCHITECTE 65. ARCHITECTE 66. ARCHITECTE 67. ARCHITECTE 68. ARCHITECTE 69. ARCHITECTE 70. ARCHITECTE 71. ARCHITECTE 72. ARCHITECTE 73. ARCHITECTE 74. ARCHITECTE 75. ARCHITECTE 76. ARCHITECTE 77. ARCHITECTE 78. ARCHITECTE 79. ARCHITECTE 80. ARCHITECTE 81. ARCHITECTE 82. ARCHITECTE 83. ARCHITECTE 84. ARCHITECTE 85. ARCHITECTE 86. ARCHITECTE 87. ARCHITECTE 88. ARCHITECTE 89. ARCHITECTE 90. ARCHITECTE 91. ARCHITECTE 92. ARCHITECTE 93. ARCHITECTE 94. ARCHITECTE 95. ARCHITECTE 96. ARCHITECTE 97. ARCHITECTE 98. ARCHITECTE 99. ARCHITECTE 100. ARCHITECTE
--	--

415.00

**Annex 5 to document A/C.5/1179**

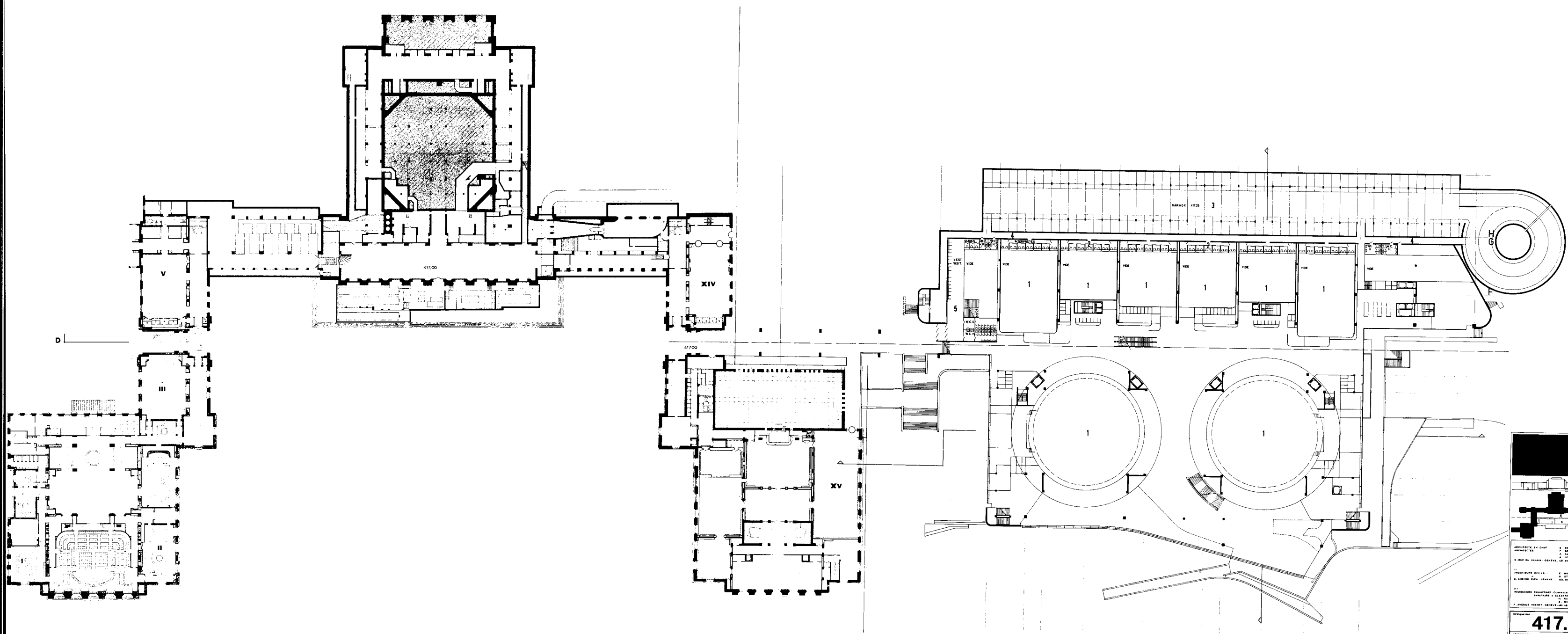
***Palais des Nations—Geneva***

EXTENSION PROJECT

MEZZANINE ON FIRST FLOOR—LEVEL 417.50

*Scale: 1:1,000*

1. Conference-Room space
2. Interpreters' booths for small conference rooms
3. Garages
4. Emergency exit
5. Visitors' service hall



ARCHITECTE EN CHEF ARCHITECTES 1. MISE AU POINT 2. PROJET 3. EXECUTION 4. SUITE 5. FIN DE TRAVAIL	1. MONTAGE 2. DESSIN 3. PROJET 4. SUITE 5. FIN DE TRAVAIL	1. MONTAGE 2. DESSIN 3. PROJET 4. SUITE 5. FIN DE TRAVAIL
---	---	---

**417.50**

**Annex 6 to document A/C.5/1179**

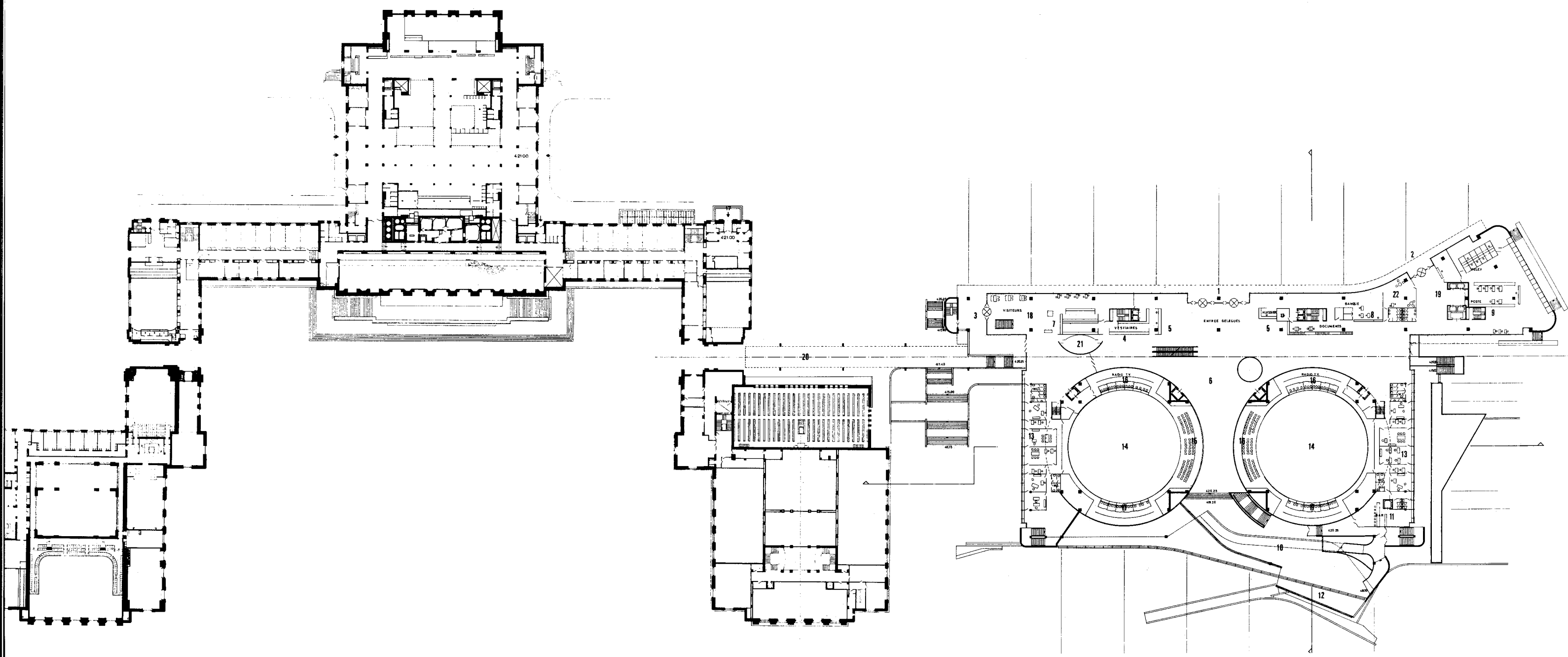
***Palais des Nations—Geneva***

EXTENSION PROJECT

SECOND FLOOR—LEVEL 420.25

*Scale: 1:1,000*

1. Delegates' entrance
2. Staff entrance
3. Public and visitors' entrance
4. Cloakrooms
5. Information—documents distribution
6. Hall with escalators
7. Shops
8. Bank
9. Post Office
10. Delegates' Lounge
11. Bar
12. Terraces
13. Offices of the Bureau
14. Space for Conference Rooms XVII and XVIII
15. Public galleries (66 seats)
16. Radio and television
17. Interpreters' booths
18. Visitors' hall
19. Staff members' hall
20. Outside connexion with main square
21. Quiet Room



1. ARCHITECTE EN CHEF	2. ARCHITECTE	3. ARCHITECTE	4. ARCHITECTE
5. ARCHITECTE	6. ARCHITECTE	7. ARCHITECTE	8. ARCHITECTE
9. ARCHITECTE	10. ARCHITECTE	11. ARCHITECTE	12. ARCHITECTE
13. ARCHITECTE	14. ARCHITECTE	15. ARCHITECTE	16. ARCHITECTE
17. ARCHITECTE	18. ARCHITECTE	19. ARCHITECTE	20. ARCHITECTE
21. ARCHITECTE	22. ARCHITECTE		

**420.25**

**Annex 7 to document A/C.5/1179**

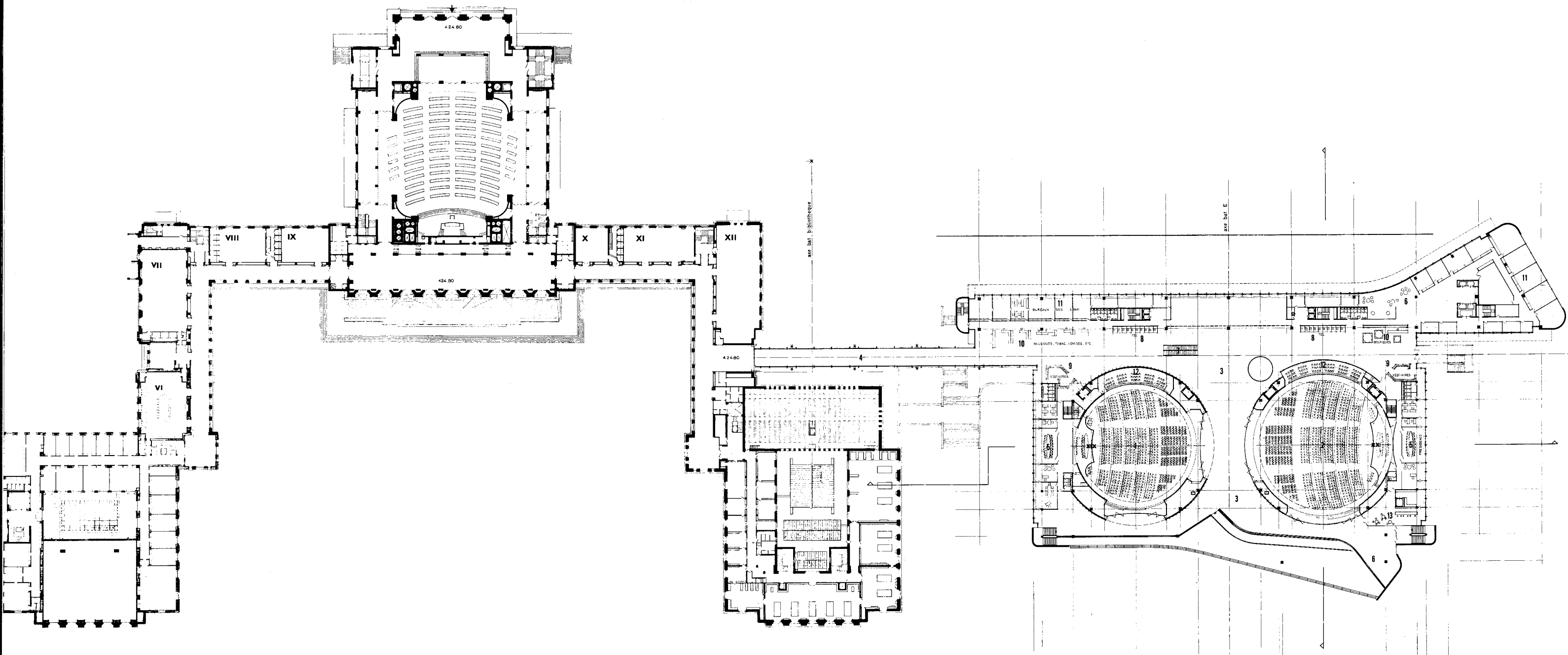
***Palais des Nations—Geneva***

EXTENSION PROJECT

THIRD FLOOR—LEVEL 424.80

*Scale: 1:1,000*

1. Conference Room with 820 seats
2. Large conference room with 990 seats
3. Lobby
4. Connexion with the Palais
5. Offices of the Bureau
6. Delegates' Lounge
7. Escalators
8. Telephone booths
9. Cloakrooms
10. Shops, tobacconist and travel bureau
11. Conference offices
12. Press gallery
13. Bar



<ul style="list-style-type: none"> <li>1. MANIFÈSTE EN CHEF</li> <li>2. MANIFÈSTE</li> <li>3. MANIFÈSTE</li> <li>4. MANIFÈSTE</li> <li>5. MANIFÈSTE</li> <li>6. MANIFÈSTE</li> <li>7. MANIFÈSTE</li> <li>8. MANIFÈSTE</li> <li>9. MANIFÈSTE</li> <li>10. MANIFÈSTE</li> <li>11. MANIFÈSTE</li> <li>12. MANIFÈSTE</li> </ul>	<ul style="list-style-type: none"> <li>1. MANIFÈSTE</li> <li>2. MANIFÈSTE</li> <li>3. MANIFÈSTE</li> <li>4. MANIFÈSTE</li> <li>5. MANIFÈSTE</li> <li>6. MANIFÈSTE</li> <li>7. MANIFÈSTE</li> <li>8. MANIFÈSTE</li> <li>9. MANIFÈSTE</li> <li>10. MANIFÈSTE</li> <li>11. MANIFÈSTE</li> <li>12. MANIFÈSTE</li> </ul>
---	---

**424.80**

**Annex 8 to document A/C.5/1179**

***Palais des Nations—General***

EXTENSION PROJECT

FOURTH FLOOR—LEVEL 429.35

*Scale: 1:1,000*

1. Space for Conference Rooms XIX and XX
2. Public galleries
3. Interpreters' booths, radio and television
4. Interpreters' booths, operator and sound recording
5. Secretariat offices





**Annex 9 to document A/C.5/1179**

***Palais des Nations—Geneva***

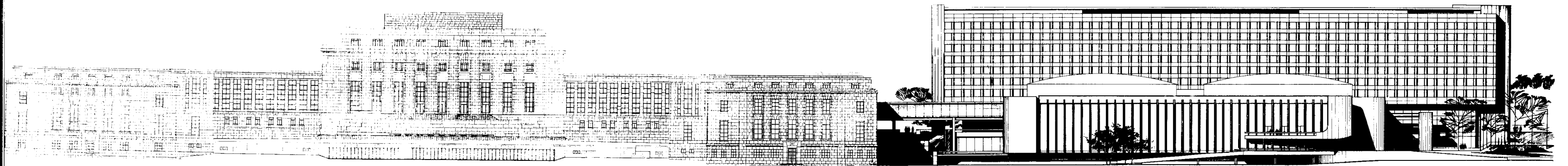
EXTENSION PROJECT

FRONT FAÇADES

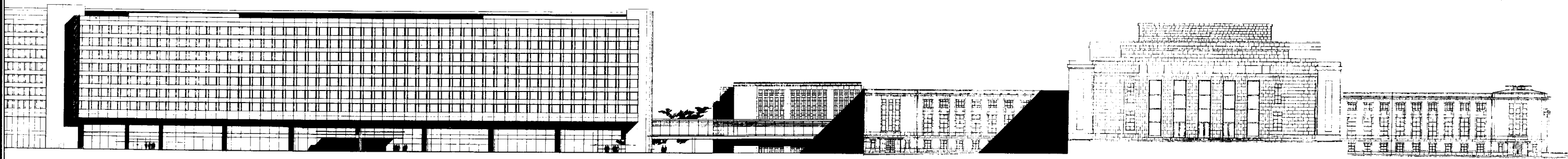
*Scale: 1:1,000*

Façade on Jura side

Façade on Lake side



façade lac



façade jura

ARCHITECTE EN CHEF :	E. BOUQUIN	DATE :	
ARCHITECTE :	J. BOUQUIN	PROJET :	
N. RUE DU VALAIS, GENÈVE (CH-1201)	A. LUTERNAUER	ÉTAPE :	
	A. COHEN	PROJETANT :	
MEMBRES CIVILS :	E. BOUQUIN		
	A. LUTERNAUER		
	A. COHEN		
MEMBRES CONSULTÉS (CLIMATISME) :			
	A. BOUQUIN		
	A. LUTERNAUER		
	A. COHEN		
	A. BOUQUIN		
	A. LUTERNAUER		
	A. COHEN		

**FAÇADES**

**Annex 10 to document A/C.5/1179**

***Palais des Nations—Geneva***

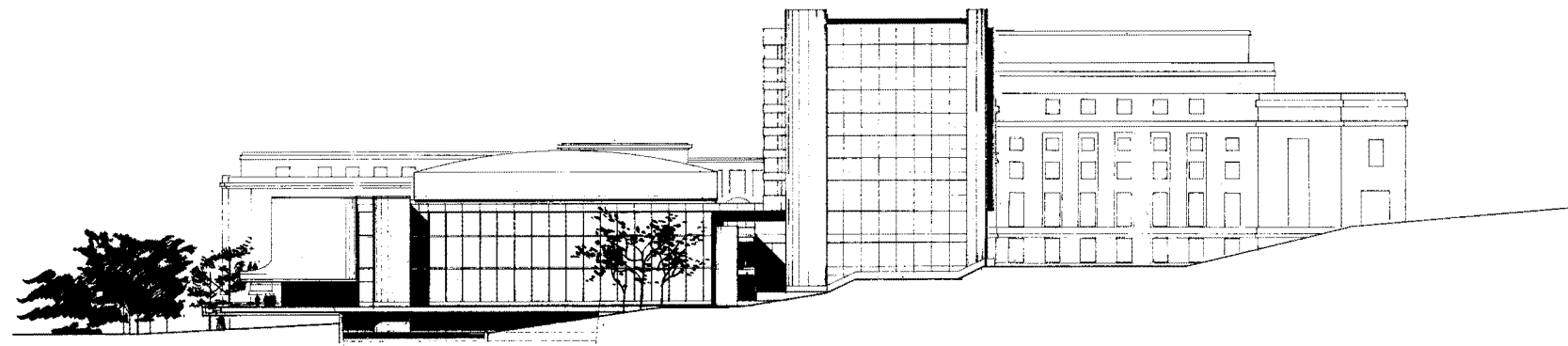
EXTENSION PROJECT

SIDE FAÇADES

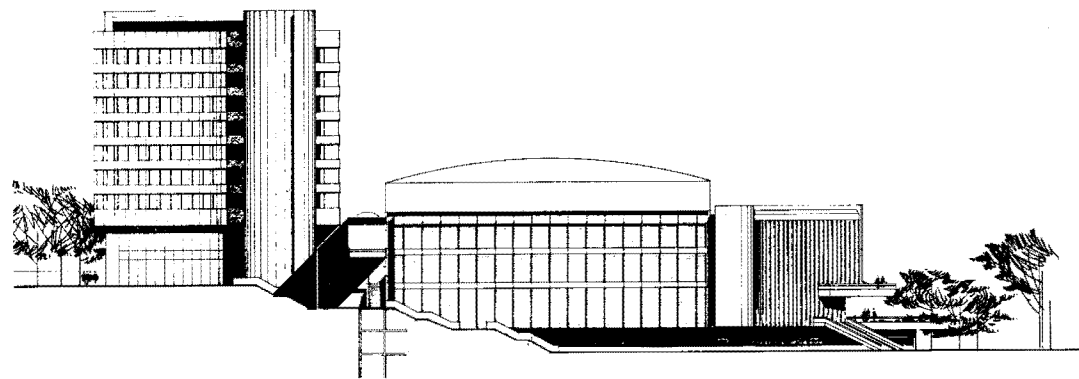
*Scale: 1:1,000*

Façade on Geneva side

Façade on Lausanne side



façade lausanne



façade genève

UNIVERSITÉ DE GENÈVE		FACULTÉ D'ARCHITECTURE	
PROJET DE FAÇADE		N° 1234	
A. J. B. S. C. D. E. F. G. H. I. J. K. L. M. N. O. P. Q. R. S. T. U. V. W. X. Y. Z.		A. B. C. D. E. F. G. H. I. J. K. L. M. N. O. P. Q. R. S. T. U. V. W. X. Y. Z.	
A. J. B. S. C. D. E. F. G. H. I. J. K. L. M. N. O. P. Q. R. S. T. U. V. W. X. Y. Z.		A. B. C. D. E. F. G. H. I. J. K. L. M. N. O. P. Q. R. S. T. U. V. W. X. Y. Z.	
<p>UNIVERSITÉ DE GENÈVE</p> <p>FACULTÉ D'ARCHITECTURE</p> <p>PROJET DE FAÇADE</p> <p>N° 1234</p> <p>A. J. B. S. C. D. E. F. G. H. I. J. K. L. M. N. O. P. Q. R. S. T. U. V. W. X. Y. Z.</p> <p>A. B. C. D. E. F. G. H. I. J. K. L. M. N. O. P. Q. R. S. T. U. V. W. X. Y. Z.</p>			
<p>FAÇADES</p>			

Annex 11 to document A/C.5/1179

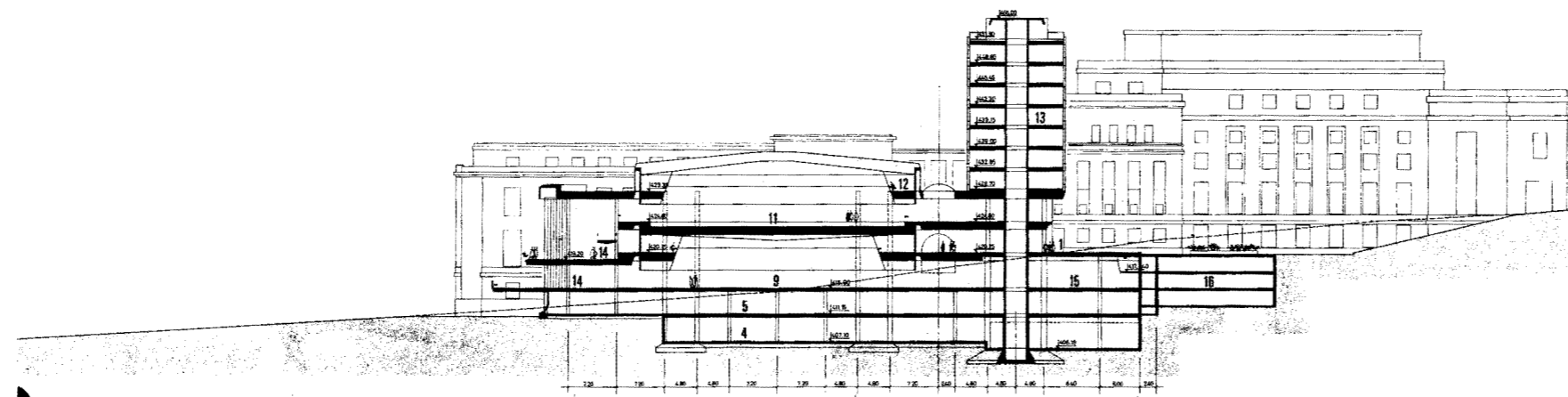
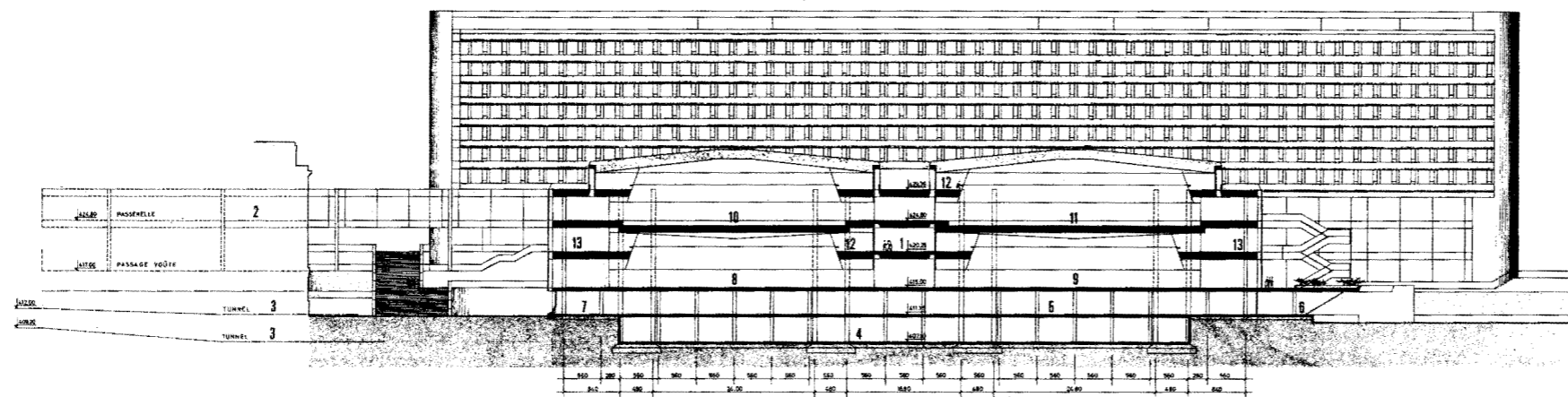
*Palais des Nations—General*

EXTENSION PROJECT

CROSS-SECTIONS

*Scale: 1:1,000*

1. Delegates' entrance
2. Third-floor connecting gallery
3. Ground-floor connexion and service connexion
4. Technical plant
5. Documents reproduction service
6. Service delivery court
7. Information
8. Conference Room XVII
9. Conference Room XVIII
10. Conference Room XIX
11. Conference Room XX
12. Interpreters' booths
13. Offices
14. Delegates' Lounge--exhibitions
15. Small conference rooms
16. Garage



Architectural section drawing showing a cross-section of a building with a central vertical shaft and multiple levels. The drawing includes a scale bar at the bottom with numerical markings. Key features include a central vertical shaft and various levels labeled with numbers 4 through 16.

PROJETEUR EN CHARGE	ARCHITECTE EN CHARGE	DATE
PROJETEUR	ARCHITECTE	PROJET
PROJETEUR EN CHARGE	ARCHITECTE EN CHARGE	PROJET
PROJETEUR	ARCHITECTE	PROJET
PROJETEUR EN CHARGE	ARCHITECTE EN CHARGE	PROJET
PROJETEUR	ARCHITECTE	PROJET

**COUPES**

**Annex 1A to document A/C.5/1179**

***Palais des Nations—Geneva***

EXTENSION PROJECT



sion of the conference facilities at the Palais des Nations at its resumed summer session in Geneva during the period from 28 June to 8 July 1966. Three plans were prepared by the Committee of Architects appointed by the Secretary-General, and the third plan which received their unanimous agreement was selected by them as the final design to be submitted for consideration by the General Assembly at its twenty-first session. During its review of the plans the Advisory Committee received the assurance that, inasmuch as the estimated cost of the proposed extension was based on the total volume of construction required and all three designs approximated the same volume of material, there would be little variance in the total estimated expenditure of \$12.5 million. This estimate was based on the level of prices prevailing at that time and excluded provision for any possible future cost increases.

12. Having considered the design and plans of the proposed extension which the Committee of Architects had unanimously decided upon, the Advisory Committee, being assured that the design provided not only for present and short-term requirements but also for anticipated future long-term needs, suggested that the plan should be commended for consideration by the General Assembly. Accordingly the Committee recommended<sup>38</sup> that the Secretary-General proceed with the more detailed and complete presentation of the plan to be made available to the General Assembly no later than October 1966 and requested that the report provide full details of the physical aspects of the plan and include all foreseeable cost elements related thereto.

13. In his subsequent report (A/C.5/1076<sup>39</sup>) the Secretary-General submitted a detailed description of the planned extension, an estimate of the cost provided by the architects and his recommendations on the methods of financing the project. Although his report did not suggest any major change in the basic requirements submitted in his previous report, it did provide for a relocation of some of the facilities, resulting in an increase of the total volume of work to be undertaken. The Secretary-General informed the General Assembly that the revised costs totalled some \$13.6 million for the complete project, including architects' and engineers' fees and an allowance for administrative costs. This amount was based on 1966 price levels and excluded any provision for contingencies such as increases in the cost of labour and materials between 1966 and 1970. The Secretary-General suggested that an addition of about 10 per cent would not be unreasonable for such contingencies, bringing the over-all cost of the project to approximately \$15 million.

14. The Advisory Committee, having considered the more detailed report of the Secretary-General, while suggesting that particular items needed further clarification, recommended that the General Assembly give favourable consideration to the proposals contained in paragraph 14 of the report (A/C.5/1076). At its 1501st plenary meeting, on 20 December 1966, the General Assembly approved the Secretary-General's proposals and adopted its resolution 2246 (XXI), the operative part of which read as follows:

*"The General Assembly,*

*"...*

*"1. Expresses its gratitude to the Swiss governmental authorities for the co-operation and assistance given to the United Nations in this matter;*

<sup>38</sup> *Ibid.*, document A/6385, para. 35.

<sup>39</sup> *Ibid.*, agenda item 74.

*"2. Authorizes the Secretary-General to proceed with the plans for the extension of the Palais des Nations within a maximum expenditure of \$15 million;*

*"3. Further authorizes the Secretary-General to accept the offer of the Swiss authorities of a gift of 4 million Swiss francs (\$925,000) towards the cost of the project and to accept a loan, as required, at 3 per cent interest to assist in the financing of the project and to be repayable in instalments within the period 1972-1980;*

*"4. Decides to finance the programme in such a way that the amount to be met from the budget estimates in successive years over the period 1967 to 1980 shall be:*

	<i>U.S. dollars</i>
<i>"For the years 1967-1974 .....</i>	<i>1,000,000</i>
<i>"For the years 1975-1979 .....</i>	<i>1,500,000</i>
<i>"For the year 1980 .....</i>	<i>495,000</i>

*"5. Decides to establish a special account in which all funds made available for the project of the extension of the Palais des Nations will be deposited and to which the unexpended balance of the annual appropriations will automatically revert."*

COMPARISON OF THE PROJECT APPROVED IN 1966 BY THE GENERAL ASSEMBLY IN RESOLUTION 2246 (XXI) WITH THE SECRETARY-GENERAL'S REVISED PROPOSALS

15. The extension of the conference and ancillary facilities at the Palais des Nations, as approved by the General Assembly in resolution 2246 (XXI), took into account the following considerations. The new building would be separated from the Palais by a space of some 20 metres (65 feet), and located north-north-east of the existing premises (Lausanne side). This site was chosen to provide convenient, efficient and relatively short communications with the existing buildings, so as to permit grouping of the 4 large conference rooms in as compact a space as possible, at the same time providing 6 smaller committee rooms and related facilities immediately adjacent to the larger rooms with easy accessibility; to preserve the unique setting of the Palais des Nations and balance the line of the existing Secretariat building; and to provide the new extension with convenient access roads and adequate parking space.

16. In his present report (A/C.5/1179) the Secretary-General explains that it was to be expected when detailed drawings and specifications came to be made that certain modifications would be necessary in the plans which had been presented to the General Assembly at its twenty-first session. In general, it was found that the original arrangement of conference rooms gave insufficient space in areas where it was most required and, in some instances, provided a surplus of space in other, less crucial, areas. The Secretary-General also observes that an important consideration throughout the planning was that the facilities were intended to meet the requirements not only of the United Nations but of the various specialized agencies based in Geneva who would continue to utilize the premises for their major conferences.

*Conference rooms*

17. The following table provides a summary of the dimensions, seating capacity and ancillary facilities of the proposed conference rooms envisaged under the original and revised proposals:

Room No.	Dimensions		Seating capacity		Number of booths (interpreters, sound and other booths)	
	Original plan	Revised plan	Original plan	Revised plan	Original plan	Revised plan
	<i>(In cubic metres)</i>					
XX (Main conference room)	7,917	11,100	900	993	7	13
XIX .....	5,481	8,553	620	823	7	13
XVII and XVIII .....	5,481	6,414	620	680	7	13
<i>Six smaller rooms:</i>						
XXI and XXVI .....	1,026	1,641	150	150 to 270 <sup>a</sup>	6	7
XXIII and XXIV .....	1,026	1,148	150	100 to 160 <sup>a</sup>	6	7
XXII and XXV .....	1,026	993.80	150	90 to 140 <sup>a</sup>	6	7

<sup>a</sup> The first figure assumes that all participants would need to be seated at the conference table; the second that approximately half could be seated behind.

18. The Secretary-General points out that, whereas in his original proposals provision was made for the combination, as required, of rooms XXI and XXII, as well as rooms XXIV and XXV to provide in each case accommodation for a total of 340 persons, the revised plans permit a rearrangement of the furniture so as to give greater seating capacity, depending upon the number of persons to be seated at the table; in addition, the rooms have been graded in size and capacity. These two features are designed to provide greater flexibility than was possible with the former plans.

19. During the course of its discussions the Advisory Committee recalled the extensive major improvements made to the existing conference rooms of the Palais des Nations and inquired as to the use envisaged for those rooms following the completion of the new conference wing. The Committee was informed that it is assumed that the old Palais will continue to be the centre of current activities for quite some time. Meetings of ECE, Office of the United Nations High Commissioner for Refugees, UNCTAD committees, the International Law Commission and the Eighteen-Nation Committee on Disarmament Conference will continue to be held in the existing conference rooms of the Palais. It is presumed that the functional commissions of the Economic and Social Council will also meet in the Palais and that the Council itself will wish to continue to use the present chamber, where it has been meeting for twenty years.

20. As explained to the Advisory Committee, the new wing will be used to accommodate important conferences, such as the World Health Assembly (WHO), the International Labour Conference (ILO), the World Meteorological Congress, the Plenipotentiary Conference (ITU), and special conferences convened by the United Nations, and also certain GATT meetings. It is also envisaged that the two sessions of the Trade and Development Board and one or two other conferences will be held in the new facility. As regards the anticipated future conference programme, it was reported to the Advisory Committee that, in very general terms, some 3,000 meetings a year will be held in the existing conference facilities of the Palais, and that the new wing will be in continuous use for a period of approximately 25 to 30 weeks a year during the spring and summer months. It was stressed that the various conference rooms available at the Palais, following completion of the new wing, will be used with maximum flexibility, and that the allocation of rooms will take into account the necessity of combining together the various

organs and groups of the particular conference, so as to ensure the utmost efficiency and convenience in the conduct of the meetings.

#### *Office accommodation*

21. The original proposals of the Secretary-General (A/C.5/1054<sup>40</sup>) envisaged an estimated 300 new offices, partly for the permanent language services and partly for the secretariat services attached to each conference. The subsequent more detailed proposal (A/C.5/1076<sup>40</sup>) indicated a slightly larger total floor space requirement of about 4,600 sq. metres (49,000 sq. feet) for these rooms (conference offices and space for the language and stenographic services). It was intended that about 70 of the new offices, mainly on the 4th floor near the conference rooms, would be used during meetings by officers of the committees and the substantive servicing staff. The offices were to be contained on two floors constructed above the meeting rooms, lounges and other facilities. The whole of the upper floor, corresponding to the fifth floor of the Palais, would be devoted to offices for the language services. The lower floor, which corresponds to the ground floor of the Palais, would accommodate the press services, premises for documents reproduction, distribution and certain storage facilities.

22. The revised proposals of the Secretary-General now before the General Assembly (A/C.5/1179) provide for about 700 offices, involving a considerable expansion in office space from 4,600 sq. metres (49,000 sq. feet) on 2 floors, to approximately 10,700 sq. metres (115,174 sq. feet) on 7 floors. The new design consists of a conference block, the rear portion of which supports an office building and connects with the floors of the conference areas. The Secretary-General considers that the current design, in addition to being more functional and providing increased facilities, is more compatible with the architecture of the existing premises.

23. The Secretary-General reports that the most careful consideration was given to the number and location of the offices required to prepare and service the increased number of conferences which the new facilities will handle. Such a review was considered prudent, in his opinion, since the cost per office falls as the number of offices rises, and it becomes a more complicated and expensive matter if a building, once constructed, has to be extended to take account of new

<sup>40</sup> *Ibid.*

or unforeseen requirements. In support of his revised proposal the Secretary-General refers in part to the trend in recent years involving a progressive increase in the number of United Nations meetings and conferences, in the volume of pre-session and in-session documentation and in the range of languages in which the documentation must be provided. He mentions that the number of permanent and temporary language staff servicing conferences at the United Nations Office at Geneva is about 500 at any one time throughout the year, rising to about 800 in peak periods. Additionally, he observes that the demand for office space generally has continued to grow and that for a number of years it has been necessary to rent no less than 200 offices in commercial buildings in the Geneva area on a more or less continuing basis.

*Other facilities*

24. Other changes proposed in the Secretary-General's revised plans are described in paragraphs 12 to 14 of his report (A/C.5/1179). These include:

(a) *Delegates' lounge and snack bar.* An increase in floor space from approximately 1,000 sq. m. to 1,045 sq. m., with the provision of direct access to the meeting rooms by means of escalators, elevators, ramps and stairs.

(b) *Visitors' area.* Provision of a lobby of 480 sq. m., a free area of 60 sq. m. and another room of 406 sq. m. to accommodate the philatelic museum. The area is adjacent to room XIV in the existing building, which

can serve as a projection room; the area will also have exhibit and sales counters and a snack bar.

(c) *Air-conditioning and heating.* The air-conditioning and refrigeration plant will be a completely new installation, located in the lowest basement of the building.

(d) *Parking facilities.* Provision is made for an underground garage accommodating 330 cars, instead of the above-ground space for 500 cars originally envisaged.

(e) *Enlargement of existing restaurant and cafeteria.* While no substantial change is proposed for the enlargement of the restaurant, it has been found necessary to make a deeper excavation in the Cour d'Honneur to provide more adequate space for servicing areas of the present cafeteria. In addition, the area of the cafeteria will be extended from 725 sq. m. to 1,050 sq. m.

(f) *Water and electricity.* The plans provide for an electrical sub-station, a stand-by power plant, and a modern fire-warning system.

*Cost of the proposals*

25. The total cost of the project on the basis of the Secretary-General's revised proposals is estimated at \$22 million, as compared with the amount of \$15 million previously approved by the General Assembly. The table in paragraph 18 of the report provides details of the estimates approved for the original plan and the anticipated costs of the proposed revised plan. These increases may be summarized as follows:

	<i>Original plan</i>		<i>Revised plan</i>		<i>Increase</i>	
	<i>U.S. dollars</i>	<i>Swiss francs</i>	<i>U.S. dollars</i>	<i>Swiss francs</i>	<i>U.S. dollars</i>	<i>Swiss francs</i>
A. New building						
(1) Structure .....	3,301,000	14,260,000	5,260,000	22,722,800	1,959,000	8,462,800
(2) Installations and equipment .....	6,809,500	29,417,000	10,378,000	44,829,000	3,568,500	15,412,000
TOTAL, A	10,110,500	43,677,000	15,638,000	67,551,800	5,527,500	23,874,800
B. Connecting tunnels, cafeteria, restaurant and car park .....	2,211,100	9,552,000	2,374,200	10,256,500	163,100	704,500
C. Contingencies .....	1,382,100	5,971,000	2,024,800	8,751,700	642,700	2,780,700
D. Fees for architects and engineers .....	833,300	3,600,000	1,500,000	6,480,000	666,700	2,880,000
E. Administrative costs .....	463,000	2,000,000	463,000	2,000,000	—	—
TOTAL, A to E	15,000,000	64,800,000	22,000,000	95,040,000	7,000,000	30,240,000

26. The Secretary-General points out that the initial estimate of \$15 million was the best figure available at the time of submitting his previous proposals and that as more specific information and detailed plans became available the question arose whether the requirements had not been underestimated. Consequently, he feels that the revised figure of \$22 million does not necessarily represent an increase of \$7 million in the costs which would actually have been incurred. The Secretary-General also refers to certain elements which could be regarded as coming under the major maintenance and improvement programme for the Palais des Nations, such as extending the restaurant and the tunnel-cafeteria redevelopment work, the entire costs of which have been included in his revised proposals.

27. As regards the contingency provision of 10 per cent, the Secretary-General explains that, while a factor of this order should suffice for the initial construction phases, including more specifically the excavation, concreting and structural steelwork, the factor of future

cost and wage increases for engineering and electrical equipment and installations, and of the interior decoration of the building is difficult to estimate with precision at the present time. It would therefore be his intention to keep the General Assembly informed annually of any trend likely to increase the contingency provision and, thereby, the total cost of the project.

*Financing the project*

28. As indicated in paragraph 14 above, the General Assembly, by adopting resolution 2246 (XXI) in 1966, authorized the Secretary-General to finance the project partially by the donation from the Swiss Federal Government and the Republic and Canton of Geneva (\$925,000) and the loan (\$14,120,000) from the Fondation des immeubles pour les organisations internationales, and partially by budgetary appropriations. The Secretary-General advises that the revised project would be financed as planned in 1966 but that it would be necessary to borrow almost the full amount of the loan which has been placed at the disposal of the

United Nations by the Swiss authorities and to adjust the amount of budgetary appropriations to meet the cost of construction by 1972 and to repay the loan and interest over the ten-year period 1973 to 1982. Adoption by the General Assembly of the revised proposal

would, therefore, require a new decision regarding the financing of the project. The following table provides a comparison of the financing of the project approved by the General Assembly in 1966 with that proposed by the Secretary-General for the revised project:

## FINANCING THE PROJECT

Year	Project as approved by General Assembly in resolution 2246 (XXI)				Secretary-General's revised proposals (A/C.5/1179)			
	Estimated requirements	Budget	Gift	Loan	Estimated requirements	Budget	Gift	Loan
	Millions of U.S. dollars							
1967	1	1	—	—	—	1	—	—
1968	2.3	1	0.925	0.375	1.3	1	—	—
1969	5	1	—	4	5.7	1	0.925	3.075
1970	5.7	1	—	4.7	8.8	1	—	7.8
1971	1	1	—	—	4.7	1.5	—	3.2
1972	—	—	—	—	1.5	1.5	—	—
TOTAL	15.0	5	0.925	9.075	22.0	7.0	0.925	14.075

The budgetary appropriations required to defray the total construction costs and to repay the loan and interest of the project approved at present as compared with the revised proposals would be as follows:

## BUDGETARY APPROPRIATIONS

Project as approved by General Assembly in resolution 2246 (XXI)		Secretary-General's revised proposals (A/C.5/1179)	
Years	Millions of U.S. dollars	Years	Millions of U.S. dollars
1967-1974 (annual amounts of \$1 million)	8	1967-1970 (annual amounts of \$1 million)	4
1975-1979 (annual amounts of \$1.5 million)	7.5	1971-1974 (annual amounts of \$1.5 million)	6
1980 (approximate amount)	.495	1975-1981 (annual amounts of \$1.860 million)	13.020
		1982 (approximate amount)	1.830
TOTAL	15.995	TOTAL	24.850

ADVISORY COMMITTEE'S OBSERVATIONS  
AND RECOMMENDATIONS

29. In paragraph 21 of its report to the General Assembly at its twenty-first session<sup>41</sup> the Advisory Committee recommended that the General Assembly give favourable consideration to the Secretary-General's proposals for extension of the conference facilities at the Palais des Nations, Geneva, within a maximum expenditure of \$15 million. At the same time the Advisory Committee, in paragraph 18 of its report, observed that it would look for some savings in the total amount of \$15 million, following the preparation of more definitive and itemized estimates, and bearing in mind the generous provision included for contingencies. Accordingly, the Advisory Committee suggested that, should the General Assembly approve the Secretary-General's proposal, he should include in his annual report to the Assembly at its twenty-second session on the implementation of the programme of improvements and major maintenance of the Palais des Nations, a separate chapter on the progress made and the financial arrangements concluded with regard to the extension of the conference facilities at the Palais.

30. As noted in paragraph 3 above, the Secretary-General informed the General Assembly at its twenty-

second session<sup>42</sup> that the work on more detailed plans and blueprints had proceeded in 1967, and that although all details had not yet been completed, work had progressed to the point where some of the initial operations could take place. The Secretary-General therefore anticipated that excavation and construction of the tunnel would start in January 1968 and that within the first months of 1968 all the contracts for the main structural work would have been awarded.

31. It was therefore with misgivings that the Advisory Committee examined the revised proposal of the Secretary-General now before the General Assembly which, in a number of respects, departs radically from the project approved by the Assembly in resolution 2246 (XXI). While it was to be anticipated that some modifications would be necessary, following the preparation of more detailed plans and specifications, it could hardly be expected that the changes would result in an increase of the amount authorized by the General Assembly from \$15 million to \$22 million. The Committee is especially concerned that the magnitude of such changes was not brought to the attention of the Committee or the Assembly at an earlier date. The progress report submitted by the Secretary-General to the General Assembly at its twenty-second session<sup>42</sup>

<sup>41</sup> *Ibid.*, agenda item 74, document A/6524.

<sup>42</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 74, document A/C.5/1135.

indicated that the preparatory operations necessary for the construction of the new wing and the letting of contracts for the structural work were proceeding as planned, and apparently did not envisage at that time revisions to the project of the order now proposed.

32. At the same time, the Advisory Committee acknowledges that the revised proposals submitted by the Secretary-General result from the more detailed plans prepared subsequently by the Committee of Architects after a very extensive and thorough consideration of the many factors and requirements essential to providing adequate conference facilities at the Palais des Nations on a long-term basis. The Advisory Committee also recognizes that the revised plans provide a more rational and functional layout for the efficient servicing of meetings and conferences.

33. In submitting its observations on the Secretary-General's revised proposals the Advisory Committee is conscious of the fact that its competence does not extend to the highly specialized and technical fields of architecture and engineering and, therefore, that it must rely on the experts appointed by the Secretary-General to advise the General Assembly in these areas. Accordingly, the Committee's observations are confined to the administrative, management and financial aspects of the Secretary-General's proposal.

34. As regards the proposed changes in the interior arrangement of the conference rooms to provide greater seating capacity and more flexibility in the use of the rooms and for additional booths for interpreters and other services, the Advisory Committee must assume that the technical experts have given careful consideration to the requirements of all parties who are likely to make use of the facilities. The Committee trusts that the proposed arrangements will permit the most economical and efficient use of the rooms and that the allocation of facilities will be carefully considered in the light of the particular requirements of the individual user.

35. With regard to the substantial increase proposed in the number of offices from approximately 300 to 700, the Advisory Committee recalls that in its report to the General Assembly at its twenty-first session<sup>43</sup> it suggested that a more precise appraisal of future office needs should be made, taking into account the projected needs in 1970, the number of existing offices which would be released by transfer of the languages service staff from the present Palais to the new building, and the accommodation in the Palais of those staff and services at present located in rented premises outside the Palais des Nations.

36. The Advisory Committee also recalls that in an earlier report<sup>44</sup> the Secretary-General stated that any structural additions to the Palais must be related to the existing organic whole and must enlarge the facilities and services already provided, rather than form a separate self-contained entity. This concept presupposed maintaining the original division of the Palais into two distinct parts; the area primarily devoted to conference activities, and the Secretariat area. Accordingly, the Secretary-General's directive to the architects envisaged the housing of all the administrative services and all substantive units in the Secretariat area of the Palais, with the conference area, both old and new, to be designed to accommodate all services and facilities which directly contribute to the running of conferences.

<sup>43</sup> *Ibid.*, Twenty-first Session, Annexes, agenda item 74, document A/6524, para. 16.

<sup>44</sup> *Ibid.*, document A/C.5/1054, paras. 19 and 20.

37. The Advisory Committee was not aware of any departure from the Secretary-General's original proposals to provide accommodation for the substantive secretariat services in the existing Palais, and therefore questioned the need for more than doubling the number of offices proposed for the new conference area. In particular, the Committee requested information on the number of offices to be vacated in the Palais following completion of the new extension, the number of offices rented outside the Palais as of November 1968 and the number of offices likely to be required for other activities at the time the new facilities become available in 1971. The following information was provided to the Advisory Committee:

	<i>Number of units</i>	
<i>Existing building—office requirements</i>		
(a) Units to be transferred to new wing		
(i) Language and conference servicing staff .....	220	
(ii) Staff of the Reproduction and Documents Distribution Services .....	30	250
	<hr/>	
(b) Offices required in the Palais in 1971 to accommodate staff at present occupying outside rented premises .....		243
		<hr/>
Estimated number of vacant offices		7
		<hr/>
<i>New wing—office requirements</i>		
(a) Offices required for permanent language staff transferred from the Palais .....	200	
(b) Additional offices required for temporary language staff during the period March to September .....	30	
(c) Offices required for staff of the Reproduction and Documents Distributed Services .....	30	
(d) Anticipated number of offices required by UNCTAD/GATT International Trade Centre in 1971 .....	100	
(e) Estimated number of offices required by UNITAR and the United Nations Postal Administration in 1971 .....	25	385
		<hr/>
Estimated number of vacant offices		315

*Note:* Additionally, an average of 130 offices are at present required by the specialized agencies to service their major conferences at the Palais during the period May-July.

38. In presenting his revised requirements, the Secretary-General stresses that throughout the planning period due importance was given to the requirements of the various specialized agencies in Geneva which would continue to utilize the premises for their major conferences. The Advisory Committee, since its first report on this subject in 1964, has understood that the Palais is to remain the focal point for international conference activity at Geneva. Indeed, as some of the agencies have been among the principal users of the Palais for large conferences, their experience was of great assistance to the Committee when arriving at its earlier conclusions on the necessity for extending the meetings facilities at the Palais. Whereas several of the organizations are undertaking or contemplating building projects, they all intend to continue to use the conference facilities of the Palais for their major conferences. As regards office space to accommodate staff servicing those conferences, the needs have not changed materially since the Committee presented its recommendations to the General Assembly in 1966, when it was estimated that up to 150 offices would be required during the heavy conference period from March to September each year.

39. The Advisory Committee inquired whether consultations had been held with the various specialized agencies based in Geneva as to their future office requirements in relation to the surplus accommodation. The Committee was informed that no formal representations had as yet been made, but that it was difficult for the agencies to indicate at this time what their requirements were likely to be in 1971. However, the Committee was assured that consultations would be held in the intervening period. The Advisory Committee is concerned that all United Nations organizations in Geneva, when considering new construction, should recognize the need for close consultation with each other at the planning stage, in order to ensure that their interrelated requirements are met in the most efficient and economical manner.

40. The Advisory Committee has received assurance, however, that in view of the increasing demand for office space in Geneva, little difficulty is anticipated in leasing the surplus offices which will be available in 1971. The Committee ascertained that the income likely to be received from such rental, based on present market rates in Geneva, could be approximately \$200,000 on a full year rental basis.

41. The following factors, therefore, influenced the architects and the Secretary-General to propose the construction of 700 rather than 300 offices. In the first instance, reference is made to the progressive increase in recent years in the number of meetings and conferences held requiring some 500 temporary language staff at any one time throughout the year and about 800 in peak periods. It is also considered that the new conference facilities will inevitably attract increased conference activity in the future and that the demand for office space for servicing staff will increase correspondingly. Accordingly, the Secretary-General is of the view that it would be prudent and economical to ensure adequate office accommodation at the planning stage instead of being confronted with the possibility of extending the facilities later, when construction would be more complicated and expensive. Mention is also made of the increasing demand for office space generally, a trend which is likely to continue. Finally, it is reported that, in addition to providing increased facilities, the current design is more compatible with the architecture of the existing premises. Under the original plan, practical problems arose in respect of the provision of a general façade which would be aesthetically acceptable. In this connexion, the Advisory Committee will recall that, in his interim report on this matter to the General Assembly at its twenty-first session, the Secretary-General stated<sup>45</sup> that he had never lost sight of the fact that the Palais des Nations was an architectural composition of great simplicity and grandeur and that he recognized that any additions considered necessary by the increasing importance of the Palais as an international centre must do nothing to destroy the existing architectural harmony. He was confident that a Committee of Architects of such distinction would be a sufficient guarantee that all additions and changes would be made in harmony with the existing structure and that nothing would be done to impair its architectural unity.

42. The Advisory Committee, despite its reservations on the number of offices in addition to the requirements in 1971, having weighed all the factors presented by the Secretary-General and his representatives and the more detailed information supplied orally by the

representatives of the Committee of Architects, considers that there is some merit in the Secretary-General's revised proposal to provide a total of 700 rather than the 300 offices originally recommended and approved by the General Assembly. The Committee's opinion is influenced in part by conditions experienced by the United Nations and most of its family of organizations, which, owing to increased membership and activities over the last ten or fifteen years, have been compelled, for lack of adequate accommodation and other essential facilities, to take expensive stop-gap measures to provide minimum services to their members. There have also been instances in which new buildings were inadequate even before the organizations were able to move into them. This situation may continue and it is perhaps the long-term aspect which deserves serious consideration if additional and greater expenditures are to be avoided in the future. At the same time the Advisory Committee considers that the Secretary-General should satisfy himself that security or other factors will not prevent the rental of surplus office accommodations to other United Nations organizations or bodies outside the Organization.

43. As regards the other minor changes referred to in paragraphs 12, 13 and 14 of the Secretary-General's report, the Advisory Committee inquired in detail as to the specific reasons for their inclusion in the revised proposals. Most of the proposals are in fact modifications, in varying degrees, to items included in the approved project, and the changes are considered necessary to ensure the efficient and economic functioning of the particular item or service and at the same time to maintain the essential integral unity of the total facility. Certain additions are proposed for the visitors' area to accommodate the philatelic museum and to provide additional services for visitors, which are designed to increase revenue from income. The revised plan now provides for an underground garage with space for 330 cars, instead of the above-ground space for 500 cars originally envisaged. The Committee inquired as to the feasibility of increasing the underground space to accommodate 500 cars and was informed that the additional expense required for extending the excavation would make the proposal uneconomical, owing to the change of terrain from a given point. The Committee understands that the present above-ground space will also be expanded to provide for additional parking.

44. It has also been found necessary to provide more adequate space for the servicing areas of the present cafeteria and to extend its total seating capacity. Mention was also made of the addition of an electrical sub-station, a stand-by power plant and a modern fire-warning system. The Advisory Committee noted that the new telephone exchange which was put into service in 1965 has adequate reserve capacity to service the new building.

45. The Advisory Committee was concerned about the possible effect any future or interim increase in prices or wages might have on the total estimate for the proposed revised project. The Committee was informed that firm prices had already been received for 60 or 65 per cent of the total items or categories of expenditure, and firm bids were expected on a number of others in the next few weeks. Some two to three months will be required, however, to finalize prices for the five items still outstanding, namely the elevators, heating, air-conditioning and electrical equipment, and the façades of the buildings. The Advisory Committee

<sup>45</sup> *Ibid.*, para. 4.

was assured that there was every reason to expect that the bids would be in line with the estimates. At the same time it was acknowledged that there was some uncertainty about the prices of certain items totalling approximately \$6.5 million (30 million Swiss francs). However, the contingency fund of some \$2 million (approximately 8.7 million Swiss francs) is specifically designed to accommodate such an eventuality. Approximately 50 per cent, or \$1 million, of that fund is intended to provide for real emergency expenditures, and the other 50 per cent will be reserved for possible price and wage increases between 1968 and 1971. In the light of this assurance and the magnitude of the contingency fund, the Advisory Committee trusts that the reservation contained in paragraph 23 of the Secretary-General's report will prove unfounded and that the total cost of the project will not exceed \$22 million plus interest payable on the loan.

46. Throughout its consideration of the Secretary-General's revised proposals, the Advisory Committee has been mindful of the considerable financial implications such proposals will have on the regular budget of the Organization for a number of years. Nor has the Committee overlooked the current proposals before the General Assembly for an expansion of the Headquarters premises and their concomitant financial impact. However, the Advisory Committee is of the view that

to proceed with such major construction beyond that approved by the General Assembly in 1966, for the extension of the conference facilities at the Palais des Nations, without providing adequately for long-term requirements, whether or not fully assessable at this time, would in the long run be less than prudent and might result eventually in greater expense to Governments of Member States in future years.

47. Therefore, having examined the Secretary-General's revised proposals for an extension of the conference facilities at the Palais des Nations, the Advisory Committee recommends that the General Assembly give favourable consideration to the Secretary-General's proposals contained in paragraph 30 of his report (A/C.5/1179).

48. The Secretary-General suggests that, should the General Assembly approve the revised project, it may wish to take its decision in the form of a resolution which would revise the provisions made in resolution 2246 (XXI) and which would read as follows:

*[Text subsequently adopted by the Fifth Committee (see A/7476, para. 178, draft resolution VII).]*

49. The adoption of the Secretary-General's proposals by the General Assembly would not require any additional appropriation under section 7 of the budget for the financial year 1969.

## Programme of major maintenance and improvement of the Palais des Nations at Geneva

### DOCUMENT A/C.5/1189

#### Report of the Secretary-General

*[Original text: English]  
[14 November 1968]*

1. On the recommendation of the Fifth Committee,<sup>46</sup> following upon reports submitted by the Secretary-General<sup>47</sup> and the Advisory Committee on Administrative and Budgetary Questions,<sup>48</sup> the General Assembly, at its twentieth session, in 1965, approved a programme of major maintenance and improvement of the Palais des Nations at Geneva. The Secretary-General was requested to provide annual progress reports on that programme.

2. As pointed out in the Secretary-General's second progress report,<sup>49</sup> submitted to the General Assembly at its twenty-second session, it is necessary to take into account the relationship of some of the items of the improvements programme to the programme of extension of the conference facilities of the Palais.<sup>50</sup>

3. The plans for the latter programme are now sufficiently advanced to allow certain items of the improvements programme to be reappraised and proceeded with in synthesis with the extension.

4. The annex to the present report is a table showing, as compared with the previous report, revised cost

estimates and work schedules for the several items of the major maintenance and improvements programme. As detailed hereunder, the present scheduling envisages completion of a number of the projects by the end of 1969, leaving for the period 1970-1974 parts of certain projects, such as air-conditioning, roads and car parks, which are linked with the extension, as well as lighting and flooring, which were originally scheduled for completion only during the latter part of the programme.

#### OVER-ALL COSTS AND FINANCING OF THE PROGRAMME

5. At its twentieth session, the General Assembly authorized the Secretary-General to accept an offer by the Swiss Federal Government of an interest-free loan of 8.5 million Swiss francs (\$1,967,000), reimbursable during the period 1970-1974. To finance the programme as a whole, it had been agreed that an annual provision in the amount of some \$611,775 should be made in the budget estimates for the financial years 1967 to 1974. As previously reported, the Secretary-General in due course entered into arrangements with the Swiss Federal Government whereby funds up to the agreed amount would be placed at the disposal of the United Nations as required and subject to the arrangements referred to above. A budgetary provision in the amount of \$612,000 was included in the appropriations for each of the years 1967 and 1968, and a similar

<sup>46</sup> *Ibid.*, *Twentieth Session, Annexes*, agenda item 76, document A/6223, para. 39.

<sup>47</sup> *Ibid.*, documents A/C.5/1009 and A/C.5/1040.

<sup>48</sup> *Ibid.*, document A/6137.

<sup>49</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 74, document A/C.5/1135.

<sup>50</sup> See General Assembly resolution 2246 (XXI).



credit has been requested in the budget estimates for 1969.

6. The revised costs of the programme as shown in the Secretary-General's second report<sup>49</sup> were \$4,856,047, as compared with the original estimate of \$4,894,200. The revised over-all amount results from the fact that a special item of \$150,000 for the preparation of plans for the enlargement of the Palais, which had been included in the programme, was later reduced to \$111,847, being the costs actually incurred for this purpose up to 31 December 1966. Following that date the costs of these architectural and engineering plans have been charged to the programme for extension of the Palais.

7. As indicated in the annex to the present document, revised costs are now foreseen for particular projects. However, the Secretary-General would not propose any further change in the over-all amount at this time. The original estimates for the programme were based on labour costs and material prices prevailing in 1964-1965. While there has been an upward trend in these costs, the competitive position in the building trades has been such as to limit the rise in construction costs for the period to the end of the first half of 1968. Whether this condition will continue to obtain remains to be seen. It would, however, be realistic, as indicated in the Secretary-General's second report, to anticipate the possibility of some eventual increase in the over-all costs of the present programme. On the other hand, some of the projects still require integration with the programme of extension of the Palais, possibly at a lower cost than estimated.

#### COSTS OF PROJECTS AND PROGRAMMING OF WORK

8. As shown in the annex, work on the following projects has been completed or is scheduled for completion in 1968 or in 1969:

Item	Completed or scheduled for completion by the end of 1968	Scheduled for completion in 1969
Assembly Hall .....		X
Council Chamber .....	X	
Room XVI .....	X	
Main entrance lobby .....		X
Lobby of Assembly Hall .....		X
Simultaneous interpretation ....	X	
Arrangements for documents officers and conference officers in conference rooms		X
Move of WHO from the Palais	X <sup>a</sup>	
Room VII .....	<sup>b</sup>	
Creation of offices .....	X	
Roofs .....	X	
Elevators .....		X <sup>a</sup>
Installation of central heating..		X
Villas .....	X	
Narcotics laboratory .....		X
Medical service .....	X	
Chalet de Montboven .....		X
Armillary Sphere .....		X

<sup>a</sup> Except for small residual amounts.

<sup>b</sup> Not being proceeded with.

9. The following information is provided with regard to the several projects:

(a) *Assembly Hall, main entrance lobby and lobby of Assembly Hall.* Work on these projects was scheduled for completion in 1968. Developments in the schedule of meetings in the Palais for the late summer of 1968 have made it necessary to postpone some

of this work until 1969. Some reduction in costs is now foreseen for the Assembly Hall and the lobby of the Assembly Hall. On the other hand, the estimated costs for the main entrance lobby have had to be revised upward from \$220,000 to \$295,000. After the technical aspects, the question of decoration and of special facilities—in particular post, telegraph and telephone—had been investigated more thoroughly, unforeseen problems came to light, as well as needs which had not emerged clearly at the time of the initial studies.

(b) *Council Chamber.* Work on this project is expected to be completed in 1968 as scheduled. Some reduction in the previously estimated costs is now foreseen.

(c) *Room XVI.* Work is expected to be completed in 1968 as scheduled. The reduction of the cost estimate results mainly from the fact that the material selected for the draperies is much less expensive than initially anticipated. In addition, the material chosen has made it unnecessary to install window shades, for which a provision of \$2,500 had been made; the expenditure for radiator covers is also less than anticipated.

(d) *Simultaneous interpretation.* The work is scheduled for completion in 1968. A reduction in costs as compared with the previous estimate is now foreseen, owing to a lower cost per unit than computed.

(e) *Arrangements for documents officers and conference officers in conference rooms.* This work is scheduled for commencement and possible completion in 1969.

(f) *Move of WHO from the Palais.* The main project was completed in 1966-1967. The small residual amount shown for the period 1970-1974 relates to the installation of a pneumatic tube for language services in conjunction with the move of WHO and the relocation of services in the Palais. This item remains to be further considered in conjunction with the extension.

(g) *Room VII.* It is not presently proposed to proceed with this project, since it is anticipated that the committee rooms included in the programme of the extension should provide sufficient capacity of this type of accommodation.

(h) *Creation of offices.* Some limited additions have been made under this project in 1968. The work consists of creation of new offices, where possible, within the confines of the Palais, as an alternative to the rental of additional office space outside the Palais.

(i) *Roofs.* The work was completed in 1966-1967.

(j) *Elevators.* This project is going forward, with seven of the new elevators now in operation, and is scheduled for substantial completion in 1969, leaving only one elevator of the original programme for completion in early 1970.

(k) *Installation of central heating.* The remainder of the programme is to be executed in 1969 as scheduled. In accordance with the Secretary-General's report dated 23 October 1964,<sup>51</sup> the programme for 1969 includes, in addition to the partial replacement of radiators at an estimated cost of \$55,000, the construction of two new fuel tanks with a capacity of 500 cubic metres each and at a cost of \$70,000, to replace the three existing small tanks. This total storage capacity of 1,000 cubic metres was established to correspond to two thirds of the maximum annual consumption as pro-

<sup>51</sup> *Official Records of the General Assembly, Twentieth Session, Annexes, agenda item 76, document A/C.5/1009.*



jected on the basis of the average consumption for the five preceding years (1959-1964).

However, in 1967 three new boilers were installed in place of the five old ones to provide for the heating of the extension to the Palais as well as the present building. The new installation has a maximum output of 16 million calories—9 million for the present building and 7 million for the extension—which is almost double that of the old installation. The maximum anticipated consumption of fuel on a yearly basis can be expected to reach a figure of some 2,500 cubic metres when the extension is placed in service.

The consulting engineers for the Office at Geneva have again recommended that for economical and practical reasons, the new fuel tanks be installed to provide for a total storage capacity of 2,000 cubic metres. They have also advised that in accordance with local regulations recently enacted concerning water pollution, it will be necessary to construct a double casing for the tanks, which will increase costs by \$10,000 per tank.

The construction of four tanks of a capacity of 500 cubic metres each, which is the maximum allowable individual capacity in accordance with local regulations, would require an additional \$90,000. It is proposed, in lieu of four tanks, to construct three, which will limit the storage capacity to two thirds of the maximum anticipated annual consumption, in line with the decision taken in 1964. The installation of additional capacity at the present location in the Palais will result in a lesser over-all cost than the provision of a separate heating plant for the extension.

On the basis proposed, the previous costs of \$125,000 estimated for 1969 will become \$190,000, \$55,000, as formerly, for radiators—in the present building—and \$135,000 for fuel tanks to service both the existing building and the new extension.

(1) *Villas*. The work is being carried out in 1968, as scheduled. The cost shows some increase, which takes into account additional work found to be necessary on the façades, roofs, drive-ways, and, to a limited degree, the interiors.

(m) *Narcotics laboratory*. Expanded technical activity to be undertaken in the field of narcotics research requires adaptation of the original plan in order to provide additional space, equipment and facilities. As a result, the costs of the project are now estimated at \$70,000 in lieu of the previous estimate of \$40,000.

(n) *Medical service*. The work was completed in 1966-1967.

(o) *Chalet de Montboven and Armillary Sphere*. Work has begun on the Chalet de Montboven. This restoration will be completed in 1969. Work on the Armillary Sphere has been found to involve some complex technical problems and is now scheduled for 1969.

10. There remain the following projects scheduled for completion during the period 1970-1974:

- Staff lounge
- Air-conditioning
- Lighting
- Press and public services area
- Additional grill-bar
- Roads and car parks
- Floorings
- Façades

11. The arrangements for the staff lounge, some of the air-conditioning, press and public services area and additional grill-bar require integration with the extension programme and will be carefully planned within this framework. Additional information on these projects will be included in the Secretary-General's fourth report on the major maintenance and improvements programme to the twenty-fourth session of the General Assembly. A major segment of the air-conditioning programme, where these considerations are not directly involved, is scheduled for 1969.

12. Work on the lighting improvements is being proceeded with in first priority areas, such as the storage areas which are cut off from sunlight and the typing pool areas; the balance of the programme is scheduled for the period beyond 1969.

13. The work on the roads and car parks scheduled for 1968 has been completed. It will not be possible to continue with this programme in 1969 because it overlaps with the laying of access roads to the new building and will have to be co-ordinated with that work.

14. It has not proved possible to carry out the entire flooring work scheduled for 1968, and the uncompleted portion has been added to the programme for 1969.

15. As shown in the annex, one half of the work on the façades is scheduled to be carried out in 1969 and the balance at a later period.

#### ADDITIONAL MAJOR MAINTENANCE REQUIREMENTS

16. In view of the fact that the current programme of major maintenance and improvements was formulated four years ago, it is to be expected that possible additional requirements are likely to become evident in the course of time. Indeed, the Secretary-General, in his initial estimates under section 7 of the budget estimates for the financial year 1969 (A/7205, para. 7.27) had sought a provision of \$119,800 for a number of such further projects. The Advisory Committee on Administrative and Budgetary Questions in its related report (A/7207, para. 197), deferred its recommendation on this subject pending the submission by the Secretary-General of a detailed report on an integrated and updated major maintenance programme as a whole. In the circumstances, it would be the intention of the Secretary-General in due course to reassess the balance of the programme in relation, *inter alia*, to the plans for the extension of the conference facilities at the Palais and to report on this matter to the General Assembly at its twenty-fourth session.

## ANNEX

## Programme of major maintenance and improvement of the Palais des Nations

Project	Work programmed (1966-1968)		Work programmed (1969-1974)				Total	
	Original estimates as amended by A/C.5/1075 <sup>a</sup> A/C.5/1135 <sup>b</sup>	Revised estimates	Original estimates as amended by A/C.5/1075 <sup>a</sup> A/C.5/1135 <sup>b</sup>	Revised estimates			Original estimates as amended by A/C.5/1075 <sup>a</sup> A/C.5/1135 <sup>b</sup>	Revised estimates
				1969	1970-1974	Total		
<i>United States dollars</i>								
<b>I. IMPROVEMENTS</b>								
Assembly Hall .....	54,000	27,000	—	18,000	—	18,000	54,000	45,000
Staff Lounge .....	—	—	20,000	—	20,000	20,000	20,000	20,000
Council Chamber .....	150,000	135,000	—	—	—	—	150,000	135,000
Room XVI .....	30,000	7,000	—	—	—	—	30,000	7,000
Main entrance lobby .....	220,000	201,100	—	93,900	—	93,900	220,000	295,000
Lobby of Assembly Hall ..	72,000	15,000	—	32,000	—	32,000	72,000	47,000
Air-conditioning .....	—	1,700	400,000	198,300	200,000	398,300	400,000	400,000
Lighting .....	79,600	73,800	177,100	26,000	156,900	182,900	256,700	256,700
Simultaneous interpretation	124,900	109,600	—	—	—	—	124,900	109,600
Arrangements for confer- ence officers and docu- ments officers in confer- ence rooms .....	—	—	23,000	23,000	—	23,000	23,000	23,000
Move of WHO from Palais .....	352,500	350,900	13,500	—	15,100	15,100	366,000	366,000
Room VII .....	—	—	43,500	—	—	—	43,500	—
Creation of offices .....	31,000	36,800	—	—	—	—	31,000	36,800
Press and public services area .....	—	—	412,000	—	412,000	412,000	412,000	412,000
Additional grill-bar .....	—	—	20,000	—	20,000	20,000	20,000	20,000
TOTAL, I	1,114,000	957,900	1,109,100	391,200	824,000	1,215,200	2,223,100	2,173,100
<b>II. MAJOR MAINTENANCE PROJECTS</b>								
Roads and car parks .....	220,400	213,200	209,600	—	216,800	216,800	430,000	430,000
Roofs .....	51,400	51,200	—	—	—	—	51,400	51,200
Elevators .....	370,000	280,000	10,000	90,000	10,000	100,000	380,000	380,000
Floorings .....	110,400	94,700	214,600	55,000	175,300	230,300	325,000	325,000
Installation of central heat- ing .....	235,000	235,000	125,000	190,000	—	190,000	360,000	425,000
Façades .....	—	—	100,000	50,000	50,000	100,000	100,000	100,000
Villas .....	201,900	233,000	10,100	—	—	—	212,000	233,000
Narcotics laboratory .....	—	—	40,000	70,000	—	70,000	40,000	70,000
Medical service .....	33,000	32,200	—	—	—	—	33,000	32,200
Chalet de Montboven .....	10,000	6,500	—	3,500	—	3,500	10,000	10,000
Armillary Sphere .....	9,000	—	—	9,000	—	9,000	9,000	9,000
TOTAL, II	1,241,100	1,145,800	709,300	467,500	452,100	919,600	1,950,400	2,065,400
TOTAL I and II	2,355,100	2,103,700	1,818,400	858,700	1,276,100	2,134,800	4,173,500	4,238,500
Provision for contingencies (original estimates: 7.5 per cent, or \$280,000):								
Balance of original provision after deduction of contingency usages as included in the programme pre- sented above .....							150,700	85,700
Fees for architects, engineers, and other consultants (5 per cent) .....							200,000	200,000
Administrative expenses .....							220,000	220,000
						TOTAL	4,744,200	4,744,200
Preparation of plans for enlargement of Palais .....							111,847	111,847
						GRAND TOTAL	4,856,047	4,856,047

<sup>a</sup> See *Official Records of the General Assembly, Twenty-first Session, Annexes*, agenda item 74.

<sup>b</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 74.

## DOCUMENT A/7367\*

## Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[29 November 1968]

1. The Advisory Committee on Administrative and Budgetary Questions of the Secretary-General has considered a progress report (A/C.5/1189) on the programme of major maintenance and improvement of the Palais des Nations at Geneva.

2. In reviewing the Secretary-General's report the Advisory Committee recalled that the long-term programme of major maintenance and improvement of the Palais resulted from a decision taken by the General Assembly at its twentieth session on the recommendation of the Advisory Committee.<sup>52</sup> The total cost of the programme was originally estimated at \$4,894,200 spread over the years 1967 to 1974. This figure was subsequently reduced to \$4,856,047.

3. In its main report (A/7207, para. 197) on the budget estimates for 1969 the Advisory Committee, in considering the Secretary-General's request for an amount of \$119,800 to cover seven items which were additional to the long-term programme approved for the Palais des Nations, expressed the view that these items should have been included in that programme. Accordingly, the Advisory Committee recommended that the request for \$119,800 should be deleted pending the submission, by the Secretary-General to the twenty-third session of the General Assembly, of a detailed report updating and integrating the major maintenance requirements at Geneva, together with an indication of priorities established for their implementation. The Secretary-General's report, which is now before the General Assembly (A/C.5/1189), does not request reinstatement of the amount of \$119,800.

4. The Advisory Committee, although welcoming the report of the Secretary-General, which indicates in general terms the progress made in implementing the programme as approved by the General Assembly, nevertheless considers that more precise information is required before the Committee can evaluate the action already taken and proposed for full implementation of the programme. In particular, the Committee notes that a number of projects will need to be adjusted in the light of the recent decisions taken by the

Fifth Committee (1265th meeting, 22 November 1968), whereby it recommended that the General Assembly approve the Secretary-General's revised proposals (A/C.5/1179) for the extension of the conference and ancillary facilities at the Palais des Nations.

5. The Advisory Committee therefore welcomes the Secretary-General's intention to reassess the balance of the programme of major maintenance and improvement in relation, *inter alia*, to the plans for the extension of the conference facilities at the Palais, and to report on this matter to the General Assembly at its twenty-fourth session. The Advisory Committee would request that the Secretary-General, in preparing his report, should also provide detailed information on the projects completed during the years 1967 and 1968, together with the actual costs incurred, as compared with the estimates approved by the General Assembly; reliable cost estimates of these projects to be undertaken in 1969 and 1970, as compared with the original estimates; and revised cost estimates of these items to be carried out during the period 1971-1974. The Advisory Committee would also like to receive details of those items of the major maintenance and improvement programme which are directly related to the extension of the Palais des Nations, including, where appropriate, revised cost estimates, suggested changes in the nature of the items, and proposed dates for the implementation of the projects. In this connexion, the Advisory Committee considers that there should be a constant occupation on the part of the Administration to ensure that the approved programme of major maintenance and improvement of the Palais is closely linked to the various stages of construction of the extension of the new wing.

6. In view of the Secretary-General's expressed intention (A/C.5/1189, para. 16) to reassess the balance of the programme and report to the General Assembly at its twenty-fourth session, no further action is required by the Assembly with regard to the budget estimates for 1969. The Advisory Committee awaits with interest the report of the Secretary-General, and trusts that the total financial implications will be contained within the annual amounts already approved by the Assembly for the programme of major maintenance and improvement of the Palais des Nations.

\* Incorporating A/7367/Corr.1, dated 2 December 1968.

<sup>52</sup> *Ibid.*, document A/6223, para. 39.

## Conferences, documentation and records

## DOCUMENT A/7400

## Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[14 December 1968]

[For the text of this document, see Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 75.]

## REVISED ESTIMATES

## Section 1

***Expenses to be incurred by the United Nations in respect of individuals or groups of experts appointed by organs or subsidiary organs for the performance of special ad hoc tasks***

## DOCUMENT A/C.5/1200

## Report of the Secretary-General

[Original text: English]  
[10 December 1968]

1. Specific rules have been established by the General Assembly from time to time to govern the payment by the United Nations of the travel and subsistence expenses of members of organs and subsidiary organs, where appropriate, as well as the payment to such members, in certain exceptional instances, of honoraria. For some time, however, increasing constitutional and administrative difficulties have been experienced as a result of the fact that these rules do not cover with sufficient clarity the position in regard to individuals appointed by organs or subsidiary organs, rather than by the Secretary-General, to undertake in their personal capacity, special *ad hoc* tasks on behalf of the bodies involved. On occasion these problems have been intensified by the fact that at the same time these individuals have served, whether in their personal capacity or as representatives of their Government, as members of the organs or subsidiary organs which appointed them. In the absence of definitive legislative guidelines, it has been deemed expedient, for practical reasons, to equate certain of these cases to those of experts or consultants appointed by the Secretary-General to assist him in the performance of special tasks entrusted to the Secretariat. The costs to be incurred in respect of such persons—including the payment of travel and subsistence costs and, where appropriate, the payment of fees—are subject to internal rules promulgated by the Secretary-General and differ, in terms of quantity as well as eligibility, from those payable in respect of members of organs and subsidiary organs. As a result, the propriety of the procedure referred to above has on occasion been questioned.

2. In an attempt to arrive at acceptable guidelines for the future determination of entitlements in special *sui generis* cases, there follows a synopsis of current rules and practices, distinguishing between: (a) those governing members of organs or subsidiary organs; and (b) those governing individuals appointed by organs or subsidiary organs, rather than by the Secretary-General, to undertake, in their personal capacity, special *ad hoc* tasks on behalf of the bodies involved.

## A. MEMBERS OF ORGANS AND SUBSIDIARY ORGANS

*Entitlements to payment of travel and subsistence costs*

3. The prevailing system of payment by the United Nations of travel and subsistence expenses in respect of members of organs and subsidiary organs was determined by the General Assembly in its resolution 1798 (XVII), of 11 December 1962, following a comprehensive review of the subject during its seventeenth session.<sup>53</sup>

<sup>53</sup> *Ibid.*, Seventeenth Session, Annexes, agenda item 62, documents A/C.5/930, A/5263 and A/5327.

4. The basic principles governing entitlements under this heading, as laid down in paragraph 2 of the resolution, are the following:

(a) Travel and subsistence expenses shall be paid in respect of members of organs and subsidiary organs who serve in an individual personal capacity and not as representatives of Governments;

(b) Neither travel nor subsistence expenses shall be paid in respect of members of organs or subsidiary organs who serve as representatives of Governments.

5. By way of exception to the principles under (b) above, paragraph 3 of the resolution spells out certain specific instances where either travel expenses alone or both travel and subsistence costs would be payable. For instance, a notable exception is the payment of travel, but not subsistence costs, of representatives or alternate representatives attending sessions of the General Assembly, provided that the number of persons whose expenses shall be so paid shall not exceed five for each Member State in respect of regular sessions, and one for each Member State in respect of special or emergency special sessions. This arrangement dates back to a decision taken by the General Assembly in 1946 based on the consideration that the opportunities of all Member States to participate in the activities of the United Nations should be equalized as far as possible. Another exception is the payment of both travel and subsistence costs of one representative of a Member State or one alternate participating in a subsidiary organ instituted by the General Assembly or the Security Council and required, by a decision of the parent organ, to work away from United Nations Headquarters in the performance of a special task. This exception was intended to cover special missions to the field or meetings for specific *ad hoc* purposes at places other than established United Nations Headquarters offices. It does not apply, therefore, to meetings of subsidiary organs for the continuation of their regular work, whether convened at New York or Geneva.

*Standards of travel accommodation*

6. The General Assembly, by its resolution 2245 (XXI), of 20 December 1966, decided that payment by the United Nations of travel expenses under the terms of resolution 1798 (XVII) should be limited to the cost of economy class accommodation by air or its equivalent by recognized public transport *via* a direct route, except that in the case of one representative of each Member State attending regular, special or emergency special sessions of the General Assembly and of all persons serving on organs or subsidiary organs in their individual capacity, as distinct from those serving as representatives of Governments, payment of travel should be limited to the cost of first-class accommodation by air or its equivalent by recognized public trans-

port *via* a direct route. It was further decided that the cost of air travel should normally be regarded as the ceiling regardless of any alternative mode of transport used.

*Subsistence rates*

7. Subsistence allowances to eligible members of organs or subsidiary organs are payable at uniform rates determined by the General Assembly.

8. The most recent action taken in this regard was the decision taken by the Fifth Committee at its 1254th meeting, held on 7 November 1968, to recommend to the General Assembly a resolution in terms of which it would be decided:

(a) That, with effect from 1 January 1969, daily subsistence allowances shall be payable to eligible members of organs and subsidiary organs of the United Nations, as follows:

- (i) While attending meetings away from their normal place of residence or duty station, at rates equivalent to the standard travel subsistence allowance rates for officials of the Secretariat, plus 40 per cent, rounded to the nearest United States dollar and normally payable in local currency, provided that the Secretary-General may establish minimum and maximum rates, if he deems it appropriate, and may reduce the rates in the event of the provision of board and/or lodging by a host Government;
- (ii) While attending meetings at the place of residence or duty station, the equivalent in local currency of \$US10;
- (iii) While travelling by a direct route, aboard vessels, planes and trains, the amount of \$US8;

(b) That the present resolution shall supersede General Assembly resolution 1588 (XV), of 20 December 1960, and paragraph 7 of the annex to General Assembly resolution 1798 (XVII), of 11 December 1962.

*Payment of honoraria*

9. It has been recognized by the General Assembly that the question of the extent, if any, to which emoluments in addition to subsistence allowances should be paid concerns only those members of organs or subsidiary organs who serve in their individual capacity rather than as representatives of their Government.<sup>54</sup> In cases where such payments have been found appropriate because of the nature of the work of the body involved, they have been designed not so much to compensate members for their service to the United Nations as to mark in a token manner any evident substantial sacrifice of time or of financial interest arising from such service.

10. The basic position taken by the General Assembly in resolution 677 (VII), of 21 December 1952, read as follows:

“Recognizing that the appointment of a person as a rapporteur of a United Nations body confers honour upon his country and distinction upon himself,

“1. Considers that no such appointment should carry remuneration;

“2. Requests all organs of the United Nations to bear in mind in future the views of the General Assembly as expressed in the present resolution.”

11. Although that resolution referred to rapporteurs of United Nations bodies, the principle laid down therein was subsequently held both by the Advisory Committee on Administrative and Budgetary Questions and by the Fifth Committee to apply in practice to members of United Nations bodies in general. Such honoraria as had been authorized by the General Assembly prior to 1961 in a limited number of special cases were invariably treated as specific exceptions to that basic rule.

12. These exceptions, all of which are still in effect, included the payment of the following annual honoraria:

	<i>United States dollars</i>
Chairman of the Advisory Committee on Administrative and Budgetary Questions .....	5,000 <sup>a</sup>
Chairman of the International Law Commission ....	2,500 <sup>b</sup>
Special rapporteurs of the International Law Commission .....	2,500 <sup>b</sup>
Other members of the International Law Commission	1,000 <sup>b</sup>
President of the International Narcotics Control Board .....	2,500
Vice-Presidents of the International Narcotics Control Board .....	1,500
Other members of the International Narcotics Control Board .....	1,000
President of the United Nations Administrative Tribunal .....	500

<sup>a</sup> Honorarium to be paid only so long as the Chairman is not in the service of his Government.

<sup>b</sup> Payment of the higher of the two amounts to be conditional upon the preparation of specific reports of studies between sessions of the Commission.

In addition, an honorarium of \$250 is payable to the Chairman and other members of the Administrative Tribunal for each session in which they participate.

13. Following a comprehensive review by the Secretary-General and the Advisory Committee of the history of the payment of such honoraria, the General Assembly, on 18 December 1961, at its 1082nd plenary meeting, adopted the following recommendations of the Fifth Committee:

“(a) The General Assembly reaffirms the basic principles governing the emoluments of persons who serve on organs and subsidiary organs of the United Nations, according to which neither fee nor other remuneration shall normally be paid to:

- “(i) A rapporteur of a United Nations body;
- “(ii) Members serving on organs and subsidiary organs of the United Nations in an individual personal capacity.

“Where appropriate, a subsistence allowance at the standard rate, together with travel expenses, shall be payable, but the allowance shall not be deemed to contain any element of fee or remuneration;

“... ”

“(c) The decisions set out under (a) . . . above shall not be deemed to embrace any honoraria which the General Assembly has already authorized for payment on an exceptional basis.”<sup>55</sup>

14. Each of the rare exceptions mentioned in paragraph 12 above was decided upon by the General Assembly after careful examination of the unique circumstances of the case, sometimes involving considerable differences of opinion as to whether a departure

<sup>54</sup> *Ibid.*, Twelfth Session, Annexes, agenda item 41, document A/C.5/713, paras. 19 and 20.

<sup>55</sup> *Ibid.*, Sixteenth Session, Annexes, agenda item 54, document A/5005, para. 10.

from the general rule was justified. On each occasion, the Assembly at the same time reaffirmed the basic principle previously laid down.

15. The remuneration of the Chairman of the Advisory Committee dates back to a decision taken by the Fifth Committee on its own initiative during the second session of the General Assembly at its 102nd meeting, held on 18 November 1947, that a special allowance of \$50 a day (inclusive of subsistence allowance) should be paid to the Chairman while he was engaged on the work of the Committee and while he was not in the service of any Government or other body. At the twelfth session, as a result of a comprehensive review during 1957 of the system of honoraria and special allowances, it was decided that as from 1958, the Chairman should receive a subsistence allowance at the uniform rate during sessions of the Advisory Committee and that, in addition, he should be entitled to an annual lump-sum honorarium in the amount of \$5,000. In taking its original action the Fifth Committee had expressly stated that it wished to do nothing to weaken in any way the principle that Member States should be prepared to make available to the United Nations free of charge the expert services of persons in their employ. Normally, however, this did not involve any loss of income by such persons for extended periods. On the other hand, the Chairman of the Advisory Committee at that time was not only not in the service of any Government or other institution, but was required to devote a great deal of his time to the work of the Committee. These circumstances continued to obtain in the case of his successor.

16. The honoraria currently payable to members of the International Law Commission have the following historical basis:

(a) In 1949, at its fourth session, the General Assembly agreed, as an exceptional measure, to the payment to the Chairman and five members of the Commission appointed as special rapporteurs of honoraria for studies prepared between sessions at the request of the Commission. This decision marked an important departure. Until that time, it had been the accepted practice of the United Nations to entrust technical research projects either to the Secretariat or, where that was not feasible, to outside experts appointed by the Secretary-General for a stipulated fee. Members of commissions or committees had not previously undertaken such projects, and it was the specific provision in the Statute of the International Law Commission concerning the appointment of members of the Commission as special rapporteurs on selected topics that led the Fifth Committee to recommend, as an exception, the payment of research project grants, in the form of honoraria, to such rapporteurs;

(b) In terms of resolution 485 (V), of 12 December 1950, the General Assembly decided that members of the International Law Commission should be paid travel expenses, and should also receive a special allowance of \$35 per day. In effect this decision authorized the payment of a special allowance of \$15 in addition to subsistence allowance at the uniform rate, which was \$20 a day at that time. The question of this special payment gave rise to considerable differences of opinion on a number of occasions. It was first raised at the fourth session of the General Assembly in 1949. Further consideration at the fifth, ninth, eleventh and twelfth sessions was characterized, on occasion, by divergent positions taken in the Fifth and Sixth Committees, as well as reversals by the General Assembly

of Fifth Committee recommendations. The main issue was whether any exception should be made to the rule that subsistence allowances should be paid at a uniform rate to all expert bodies entitled to such payments. As noted in the preamble to resolution 485 (V), the considerations on which the special payment was based were, *inter alia*, the importance of the Commission's work, the eminence of its members and the fact that the nature and scope of the work of the Commission were such as to require its members to devote considerable time in attendance at the necessarily long sessions of the Commission;

(c) In 1957, at its twelfth session (729th plenary meeting), the General Assembly had approved certain recommendations by the Fifth Committee<sup>56</sup> to the effect that there should be only two types of payments to members of expert bodies: a subsistence allowance, payable at a uniform rate to members of all eligible bodies, and payments in addition to the subsistence allowance which, where agreed to in exceptional circumstances, should be consolidated and paid as honoraria in annual lump sums. On that occasion it was decided that the annual payment to members of the International Law Commission would be in the amount of \$1,000, provided the recipient attended the meetings of the Commission during that year. In cases where the Chairman or a member of the Commission appointed as special rapporteur was required to prepare a special report or study between sessions of the Commission, an increased honorarium of \$2,500 would be paid.

17. The honoraria paid to the President, Vice-President and other members of the International Narcotics Control Board were authorized by the General Assembly in its resolution 2368 (XXII), of 19 December 1967. The basic considerations adduced in favour of these payments were: (a) the provision in article 10, paragraph 6 of the Single Convention on Narcotic Drugs that the members of the Board should receive an adequate remuneration to be determined by the General Assembly; (b) the requirement in article 9, paragraph 2, that during their term of office, members of the Board should not hold any position or engage in any activity which would be liable to impair their impartiality in the exercise of their functions; (c) the extended periods of time and attention the members of the Board were expected to devote to their responsibilities; and (d) the fact that, by its resolution 875 (c) (IX), of 4 December 1954, the General Assembly had authorized the payment of honoraria to the President, Vice-President and other members of the Permanent Central Opium Board and of the Drug Supervisory Body, the two bodies which were replaced by the present International Narcotics Control Board in 1968. The members of the Permanent Central Opium Board had been precluded, under the terms of the 1925 Convention on Narcotic Drugs, from holding any office entailing a position of direct dependence on Governments. Although this restriction did not apply to the Drug Supervisory Body, the functions of both bodies were closely interrelated, and much of their work was done in joint session.

18. The honoraria paid to the President and other members of the United Nations Administrative Tribunal date back to a decision taken by the General Assembly in 1960 at its fifteenth session (960th plenary

<sup>56</sup> *Ibid.*, Twelfth Session, Annexes, agenda item 41, document A/3766, para. 6.

meeting).<sup>57</sup> In accordance with this decision, an annual honorarium of \$500 is paid to the President and an additional honorarium of \$250 for each session to the President and each of the other members participating in the consideration of cases submitted to the Tribunal. A similar proposal had been specifically rejected in 1954 at the ninth session. The determining factors were: (a) that the individuals involved devoted a considerable amount of time to the study of cases on the list before each session; (b) that, as a consequence, the sessions of the Tribunal were generally short and the costs to the Organization were reduced accordingly; (c) that the President, in addition to performing judicial functions, had to discharge time-consuming administrative duties; and (d) that there was no valid reason for drawing a distinction between the Tribunal, on the one hand, and such analogous bodies as the International Law Commission, the Permanent Central Opium Board and the Drug Supervisory Body, on the other.

19. As on similar occasions in the past, there was considerable reluctance to depart once again from a basic principle which had been repeatedly reaffirmed by the General Assembly. In agreeing to the exception, the General Assembly at the same time requested the Secretary-General and the Advisory Committee to undertake the comprehensive review of the question of the payment of honoraria to members serving on organs and subsidiary organs in an individual capacity, to which reference has been made in paragraph 13 above. That, in turn, resulted in a restatement by the Assembly, at its sixteenth session, of its fundamental opposition to such payments.

#### B. INDIVIDUALS APPOINTED BY ORGANS OR SUBSIDIARY ORGANS TO UNDERTAKE, IN THEIR PERSONAL CAPACITY, SPECIAL *ad hoc* TASKS

20. The legislative history traced in paragraphs 3 to 19 above leaves no room for doubt as to the rules governing the payment of honoraria to members of organs and subsidiary organs. However, some uncertainty has arisen in respect of individuals appointed by such bodies, rather than by the Secretary-General, to undertake in their personal capacity special studies or other *ad hoc* tasks between sessions of the bodies involved. Cases in point have been special rapporteurs or groups of experts entrusted with the preparation of studies on specific subjects.

21. This uncertainty has resulted in an inconsistent approach to the entitlements of the individuals concerned, including the payment of honoraria.

22. Instances in which honoraria have been paid have been the following:

(a) The Chairman and special rapporteurs of the International Law Commission for studies prepared between sessions;

(b) The rapporteur on freedom of information appointed by the Economic and Social Council under its resolution 442 C (XIV), of 13 June 1952;

(c) The Special Rapporteur on *apartheid* appointed by the Commission on Human Rights under its resolution 7 (XXIII) of 16 March 1967;

(d) The Special Rapporteur on family planning appointed by the Commission on the Status of Women under its resolution 7 (XXI) of 16 February 1968, as

approved by the Economic and Social Council under its resolution 1326 (XLIV) of 31 May 1968;

(e) The *Ad Hoc* Working Group of Experts established by the Commission on Human Rights under its resolution 2 (XXIII) of 6 March 1967, to investigate and report on charges of torture and ill-treatment of prisoners, detainees or persons in police custody in South Africa.<sup>58</sup>

23. On the other hand, no honoraria were paid to any of the various special rapporteurs appointed from time to time by the Sub-Commission on Prevention of Discrimination and Protection of Minorities to prepare studies on selected aspects of the Sub-Commission's work. In terms of a resolution adopted by the Sub-Commission in 1954, at its sixth session, the Commission on Human Rights and, through the latter Commission, the Economic and Social Council, was requested to propose to the General Assembly that it reconsider the provisions of Assembly resolution 677 (VII) in order to allow the payment of honoraria to rapporteurs or independent experts appointed by the Sub-Commission to prepare special studies which it considered essential for the proper exercise of its responsibilities. The Council's Social Committee, at its 287th meeting, on 19 July 1954, rejected this proposal by a vote of 13 to none, with 5 abstentions.

24. The payment of honoraria to the Chairman and special rapporteurs of the International Law Commission, referred to under paragraph 22 (a) above, was specifically decided upon, as an exceptional measure, by the General Assembly in 1949, at its fourth session. The special considerations taken into account at that time have been described in paragraph 16 (a) above.

25. The remuneration of the rapporteur on freedom of information, referred to in paragraph 22 (b) was, similarly, decided upon by the General Assembly at its seventh session, in 1952, as a special exception to the general rule. At the same time, the Assembly, on the recommendation of the Advisory Committee, as approved by the Fifth Committee, adopted resolution 677 (VII), in which it affirmed the basic principle that the appointment of a person as rapporteur of a United Nations body conferred honour upon his country and distinction upon himself and should therefore carry no remuneration.

26. The honorarium which is being paid to the Special Rapporteur on *apartheid*, referred to under paragraph 22 (c) above, did not receive the prior approval of the General Assembly as a special exception. The necessary appropriation was subsequently approved on the basis of supplementary estimates submitted by the Secretary-General under section 3, chapter III for 1967<sup>59</sup> and 1968 (A/7242, para. 3.13).

27. The honorarium being paid to the Special Rapporteur on family planning, referred to under paragraph 22 (d) above, was not formally brought to the attention of the General Assembly, since this activity is being financed from an extra-budgetary source.

28. In the light of the previous legislation described in this report, particularly the General Assembly deci-

<sup>57</sup> *Ibid.*, Fifteenth Session, Annexes, agenda item 50, documents A/C.5/814 and A/4609; and *ibid.*, Fifteenth Session, Supplement No. 7, paras. 315-323.

<sup>58</sup> By its resolution 2 (XXIV) of 16 February 1968, the Commission on Human Rights decided to reappoint the Working Group, increase its membership and enlarge its terms of reference. The Economic and Social Council, by its resolution 1216 (XLII) of 1 June 1967, requested the Working Group also to examine the question of infringements of trade union rights in the Republic of South Africa.

<sup>59</sup> *Official Records of the General Assembly, Twenty-second Session, Annexes, agenda item 73, document A/6810, paras. 3.1 and 3.9.*



sion referred to in paragraph 34 below, it would appear in retrospect that the commitments dealt with in the preceding two paragraphs should not have been entered into without specific approval by the General Assembly that these cases be treated as exceptions to the general rule.

29. The *Ad Hoc* Working Group of Experts referred to in paragraph 22 (e) above, has been considered by the Secretary-General as a *sui generis* case posing a unique problem. It was established by the Commission on Human Rights under the authority granted to it by the Economic and Social Council in its resolution 9 (II) of 21 June 1946 "to call in *ad hoc* working groups of non-governmental experts in specialized fields or individual experts, without further reference to the Council, but with the approval of the President of the Council and the Secretary-General". In the best judgement of the Secretariat the working group was conceived neither as a subsidiary organ of the United Nations nor as a group of experts of the type appointed by the Secretary-General under his own authority and normally provided for under section 3, chapter III of the budget. In the circumstances a *bona fide* decision was taken to assimilate it for all practical purposes to the latter category. In such cases the Secretary-General has full latitude to decide whether the payment of fees, in addition to the payment of travel and subsistence expenses, is appropriate. In considering whether or not fees should be paid in particular instances, a distinction is normally made between persons in the employ of their Government and those falling under other categories. The assumption is that in most cases Governments would wish to make available to the United Nations, without charge, the services of any individual in their employ. In practice, each case must be considered on its merits. Thus, it has on occasion been considered inappropriate or undesirable to afford different terms to members of any one group of individuals. In these cases fees have been paid to all members without regard to their particular circumstances.

30. Matters became less clear when it subsequently became known that most of the members appointed to serve on the Working Group were members of the Human Rights Commission and that some of them were also members of permanent missions to the United Nations.

31. The expenses involved in the activities of the Working Group in 1967 and 1968 were met in the first instance under the provisions of the General Assembly resolution on unforeseen and extraordinary expenses, with the prior concurrence of the Advisory Committee. In both years the Assembly subsequently approved supplementary estimates submitted by the Secretary-General for these purposes. In its report<sup>60</sup> on the budget estimates for 1968, the Advisory Committee had expressed the view that both the composition of the Working Group and the task with which it was charged went somewhat beyond what had been intended by the Economic and Social Council when it authorized the Commission on Human Rights to "call in" experts for advice. In its report (A/7207, para. 278) on the budget estimates for 1969, the Advisory Committee questioned the payment of honoraria to all members of the Working Group. Although the Committee had approved such payments in 1967, it had not at that time appreciated that persons who represented their Governments on the Commission on Human Rights

and who were, in certain cases, also members of permanent missions to the United Nations, would be appointed to the *Ad Hoc* Group; indeed it assumed that the Group would be composed of non-governmental experts within the meaning of Economic and Social Council resolution 9 (II), under the terms of which the action of the Commission on Human Rights was taken. When this assumption proved to be ill-founded the Advisory Committee considered that it would be more appropriate to treat the *Ad Hoc* Working Group as a subsidiary body of the Human Rights Commission at least in so far as the majority of the members were concerned. As a consequence, due regard should be had to the decision taken by the General Assembly at its sixteenth session (see paragraph 15 above) to reaffirm the basic principle that honoraria should not normally be payable in such instances.

32. In view of the difficulties which have arisen in an increasing number of cases, the Secretary-General wishes once again to seek a clear indication by the General Assembly of its views on the question of principle involved in the payment of honoraria to individuals appointed by organs or subsidiary organs to perform special *ad hoc* tasks in their personal capacity. In this regard, it would seem that the question of whether or not an individual was also a member of the appointing body is not relevant in itself. This might serve, however, to weaken a possible case for payment of remuneration on an exceptional basis, especially if the General Assembly should see fit to decide that as a general rule it should be assumed that Member States would wish to make available to the United Nations, without charge other than for travel and subsistence costs, the services of persons in the employ of their Governments.

33. This is not the first time that the Secretary-General has found it necessary to seek further clarification on this matter.

34. In a report to the General Assembly in 1954,<sup>61</sup> at its ninth session, the Secretary-General, in reviewing the general question of the payment of honoraria, expressed concern at the anomalies which had arisen from time to time and raised the question whether it would not be desirable to amend resolution 677 (VII) to conform to the General Assembly's actual practice of paying an honorarium in certain cases to special rapporteurs for work between sessions. The Secretary-General felt that such an amendment might take into account that other cases might arise in the future in which there might be justification for entrusting a given project to a special rapporteur in preference to using the services of the Secretariat. In such instances, the Assembly might consider that some remuneration in addition to a subsistence allowance might be appropriate. Having considered this proposal, the Fifth Committee decided:<sup>62</sup> (a) by a vote of 44 to 1 with 2 abstentions, that there were no circumstances which would justify the payment of an honorarium to rapporteurs or members of United Nations bodies for work performed during the sessions of those bodies; and (b) by a vote of 37 to 7 with 3 abstentions, that no honorarium should be payable for work performed between sessions by special rapporteurs. At the same session the General Assembly, on the recommendation of the Fifth Committee, had adopted resolution 875 B

<sup>61</sup> *Ibid.*, Ninth Session, Annexes, agenda item 47, document A/2687.

<sup>62</sup> *Ibid.*, document A/2814, paras. 15 and 23.

<sup>60</sup> *Ibid.*, Twenty-second Session, Supplement No. 7, para. 63.



(XI), in which it once again reaffirmed the provisions of its resolution 677 (VII).

35. On the occasion of the most recent review of the question of honoraria, undertaken by the General Assembly at its sixteenth session, the Secretary-General also sought the guidance of the Assembly<sup>63</sup> on a closely analogous category, namely, persons appointed by the General Assembly for the performance of special tasks of an *ad hoc* character. Examples cited in that context were the United Nations representative on Hungary and the commissioners for the supervision of plebiscites or elections in the former Trust Territories of the Cameroons, Togoland and Ruanda-Urundi. In this regard the Fifth Committee, and subsequently the General Assembly, endorsed the following observations and views of the Advisory Committee:

(a) The emoluments paid to such special representatives were analogous to the honoraria paid to members of expert bodies and should therefore be governed by the same basic principles;

(b) The emoluments in question had varied according to the circumstances attending each particular appointment; a determining factor had been whether the person concerned had or had not remained in the service of a Government or other organization;

(c) Experience showed that special circumstances might warrant some remuneration over and above the subsistence allowance and travel expenses. But any such additional payment should be of an exceptional nature, and, as a general rule, the principle laid down in General Assembly resolution 677 (VII), of 21 December 1952, should apply equally to persons within the category under reference;

(d) As a matter of administrative convenience, each case should be decided by the General Assembly on an *ad hoc* basis at the time of appointment, and in connexion therewith it should be expressly stated what exceptional payments, if any, should be made by way of remuneration in excess of normal travel and subsistence payments. The adoption of the decision should be preceded in every case by the submission to the General Assembly, under rule 154 of the rules of procedure of the Assembly, of a statement of financial implications and by a scrutiny of the estimated expenditure on the part of the Advisory Committee and the Fifth Committee.

#### RECOMMENDATIONS FOR FURTHER ACTION BY THE GENERAL ASSEMBLY

36. In order to give more comprehensive effect to the basic intent expressed by the General Assembly on the subject raised in this report, the Assembly may wish at its current session to endorse the following additional rules:

(a) A clear distinction shall be drawn between: (i) individuals appointed by organs or subsidiary organs to undertake in their personal capacity the performance of special studies or other *ad hoc* tasks on behalf of the bodies involved; and (ii) experts or consultants appointed by the Secretary-General to assist him in the performance of special studies or other *ad hoc* tasks entrusted to the Secretariat;

(b) Cases falling under category (i) mentioned in sub-paragraph (a) above shall invariably be governed by the rules established by the General Assembly in its resolution 1798 (XVII) on the payment of travel

and subsistence costs of members of organs and subsidiary organs of the United Nations and the decision taken by the General Assembly at its sixteenth session on the payment of honoraria, that is, that neither fee nor any other remuneration in addition to travel expenses and a subsistence allowance at the standard rate shall normally be payable;

(c) If, in exceptional cases, a fee or remuneration is proposed, the decision shall invariably be taken by the General Assembly after prior examination by the Fifth Committee of any over-riding considerations in the particular case. The issue might be whether the person best qualified for a particular task could be induced to accept the appointment unless some financial provision was made to compensate for the loss of professional earnings. Thus, a factor in each case would be whether or not the person concerned would remain in the employ of a Government or other institution without suspension of normal emoluments. In such cases, at least as far as States Members of the United Nations are concerned, it shall be assumed, in any event, that they would normally wish to make available to the Organization without charge the services of persons in their employ.

#### PROPOSAL TO INCREASE THE AMOUNTS OF THE ANNUAL HONORARIA PAYABLE TO THE PRESIDENT AND OTHER MEMBERS OF THE UNITED NATIONS ADMINISTRATIVE TRIBUNAL

37. In accordance with a decision taken by the General Assembly in 1960 at its fifteenth session, an annual honorarium of \$500 is paid to the President of the United Nations Administrative Tribunal. In addition, an honorarium of \$250 for each session is payable to the President and each of the other members participating in the consideration of cases.

38. As noted in paragraph 12 above, the Tribunal is one of the four exceptional instances in which such payments are made to members of subsidiary organs, the other three being the Advisory Committee on Administrative and Budgetary Questions (Chairman only), the International Law Commission and the International Narcotics Control Board (preceded by the Permanent Central Opium Board and the Drug Supervisory Body).

39. The exception made in the case of the Tribunal was based at the time on the volume of preparatory work undertaken by its members between sessions. It was considered, furthermore, that there was no valid reason for drawing a distinction between the Tribunal, on the one hand, and the International Law Commission, the Permanent Central Opium Board and the Drug Supervisory Body, on the other. By the same token, the Secretary-General recommends that consideration be given by the General Assembly at its current session to an increase in the amounts of the honoraria payable to members of the Tribunal up to those paid in the case of the International Law Commission and the International Narcotics Control Board. In this regard it is proposed that \$2,500 per annum be paid to the President of the Tribunal and \$500 to other members for each session of the Tribunal in which they participate during the particular year, provided that the maximum amount paid to such members in any one year does not exceed \$1,000.

40. Should this recommendation be approved, an additional appropriation of \$5,000 would be required under section 1 of the budget for 1969.

<sup>63</sup> *Ibid.*, Sixteenth Session, Annexes, agenda item 54, document A/4813, annex, para. 38.

## DOCUMENT A/7414/REV.1

## Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[17 December 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report by the Secretary-General (A/C.5/1200) on the expenses to be incurred by the United Nations in respect of individuals or groups of experts appointed by organs or subsidiary organs for the performance of special *ad hoc* tasks.

2. As pointed out by the Secretary-General in paragraph 1 of his report, the General Assembly from time to time has established specific rules to govern the payment by the United Nations of the travel and subsistence expenses of members of organs and subsidiary organs, where appropriate, as well as the payment to such members, in certain exceptional instances, of honoraria. However, these rules do not cover with sufficient clarity the position in regard to individuals appointed by organs or subsidiary organs to undertake, in their personal capacity, special *ad hoc* tasks on behalf of the bodies concerned.

3. As the Advisory Committee has had occasion to point out in the past, these problems have been complicated by the fact that in certain instances these individuals have served at the same time, whether in their personal capacity or as representatives of their Government, as members of the organs or subsidiary organs which appointed them. In the absence of definitive legislative guidelines in this regard, the Secretary-General has deemed it expedient to equate certain cases to those of experts appointed by him to assist in the performance of special tasks entrusted to the Secretariat. These latter payments, which include travel and subsistence costs and, where appropriate, fees, are subject to internal rules promulgated by the Secretary-General and differ in terms of quantity and eligibility from those payable in respect of members of organs and subsidiary organs.

4. The Advisory Committee has questioned the propriety of such a procedure, and in its main report on the budget estimates for 1969, has again brought a specific case in point to the attention of the General Assembly (A/7207, paras. 277 and 278). The Committee, therefore, welcomes the report of the Secretary-General, in which he attempts to arrive at acceptable guidelines for the future determination of entitlements in special *sui generis* cases. To assist the General Assembly in its consideration of this matter, the Secretary-General has provided in paragraphs 3 to 35 of his report a synopsis of current rules and practices, distinguishing between those governing: (a) members of organs and subsidiary organs; and (b) individuals appointed by organs or subsidiary organs, rather than by the Secretary-General, to undertake in their personal capacity, special *ad hoc* tasks on behalf of the bodies involved.

5. In view of the accurate and detailed background data and information on the existing rules and practices provided in the Secretary-General's report, there is no need for the Advisory Committee to summarize or recapitulate the present situation. The Committee has instead devoted its attention to ways and means of resolving the existing anomalies and to the specific recommendations for further action by the General Assembly proposed in paragraph 36 of the Secretary-General's report.

6. For ease of reference, the Advisory Committee sets forth below the recommendation of the Fifth Committee, adopted by the General Assembly on 18 December 1961, at its 1082nd plenary meeting, on the principles governing the payment of honoraria to members of organs and subsidiary organs of the United Nations:

“(a) The General Assembly reaffirms the basic principles governing the emoluments of persons who serve on organs and subsidiary organs of the United Nations, according to which neither fee nor other remuneration shall normally be paid to:

- “(i) A rapporteur of a United Nations body;
- “(ii) Members serving on organs and subsidiary organs of the United Nations in an individual personal capacity.

“Where appropriate, a subsistence allowance at the standard rate, together with travel expenses, shall be payable, but the allowance shall not be deemed to contain any element of fee or remuneration;

“(b) The General Assembly decides that like principles shall normally govern payments to special representatives or equivalent officials appointed by the Assembly for the performance of *ad hoc* tasks. Unless the draft resolution proposing such an appointment expressly so provides, no fee or remuneration shall be paid. If, in exceptional circumstances, a fee or remuneration is proposed, the decision shall invariably be taken by the General Assembly, according to the requirements of the individual case. The statement of financial implications submitted under rule 154 of the rules of procedure of the General Assembly shall specify the nature and amount of such payment and shall be subject to prior examination and report by the Fifth Committee;

“(c) The decisions set out under (a) and (b) above shall not be deemed to embrace any honoraria which the General Assembly has already authorized for payment on an exceptional basis.”<sup>64</sup>

7. In paragraph 36 of his report, the Secretary-General suggests that in order to give more comprehensive effect to the basic intent and decisions expressed by the General Assembly in earlier resolutions—namely 677 (VII), of 21 December 1952, and 1798 (XVII), of 11 December 1962—as well as the decision by the General Assembly at its sixteenth session which is quoted in paragraph 6 above, the Assembly may wish to endorse the following additional rules:

[For the text, see sub-paragraphs a, b and c of paragraph 36 of document A/C.5/1200, above.]

8. In examining the additional rules suggested by the Secretary-General, the Advisory Committee had no difficulty with the text proposed under sub-paragraph (a) and considers that this clear restatement of distinctions between categories (i) and (ii) mentioned in sub-paragraph (a) is necessary. Similarly, the basic rule laid down under sub-paragraph (b) concerning payment of travel and subsistence costs as well as the payment of honoraria in the case of individuals falling under category (i) of sub-paragraph (a) should not give rise to misinterpretation. At the same time, the Advisory Committee suggests that the General Assem-

<sup>64</sup> *Ibid.*, document A/5005, para. 10.

bly may wish to delete the word "invariably" in subparagraph (b), since provision for exceptions is made in subparagraph (c).

9. With regard to the text proposed under subparagraph (c), concerning possible proposals for payment, as an exception, of a fee or other remuneration, the Advisory Committee considers that the intent would be clearer and more appropriate if the wording read as follows:

"(c) If a fee or remuneration is proposed by way of exception to the established rules, the decision shall invariably be taken by the General Assembly after prior examination by the Fifth Committee of any special considerations in the particular case. The criteria might be whether the person best qualified for a particular task could be induced to accept the appointment unless some financial provision was made to compensate for the loss of professional earnings. Thus a factor in each case would be whether or not the person concerned would remain in the employ of a Government or other institution without suspension of normal emoluments. In such cases, at least as far as States Members of the United Nations are concerned, it shall be assumed, in any event, that they would normally wish to make available to the Organization, without charge, the services of persons in their employ."

The Advisory Committee assumes that the final action to be taken by the Secretary-General and the Fifth Committee will reflect these changes.

10. Subject to its observations contained in paragraphs 8 and 9 above, the Advisory Committee supports the Secretary-General's suggestions, and considers that these additions are sufficiently comprehensive and explicit to facilitate interpretation and practical implementation of the rules and principles governing the payment of travel and subsistence expenses and of honoraria to members of organs and subsidiary organs of the United Nations as well as to individuals appointed by such bodies to assist them in the performance of special tasks. Accordingly, the Advisory Committee recommends that the General Assembly may wish to endorse the additional rules suggested by the Secretary-General, as amended by the Advisory Committee.

#### *United Nations Administrative Tribunal*

11. In paragraphs 37 to 40 of his report, the Secretary-General submits a proposal to increase the amounts of the annual honoraria payable to the President and other members of the United Nations Administrative Tribunal.

12. As noted in paragraph 37 of the report, the present honoraria payable to the President and other members of the Administrative Tribunal date back to a decision taken by the General Assembly in 1960 at its fifteenth session.<sup>65</sup> The annual honorarium paid to the President is \$500. Additionally, an honorarium of \$250 for each session is payable to the President and each of the other members participating in the consideration of cases. The Administrative Tribunal is one of the four subsidiary organs for which the General Assembly has authorized payment of honoraria.

13. In the case of the Administrative Tribunal, the General Assembly based its decision on the volume of preparatory work undertaken by its members between sessions. The Assembly therefore considered that there was no valid reason for drawing a distinction between the Administrative Tribunal and the other three bodies as regards the total time required to discharge their respective responsibilities. The Secretary-General therefore recommends that the General Assembly at its current session give consideration to an increase in the amounts of the honoraria payable to members of the Tribunal up to those paid in the case of the International Law Commission and the International Narcotics Control Board. In this regard it is proposed that \$2,500 per annum be paid to the President of the Administrative Tribunal and \$500 to other members for each session of the Tribunal in which they participate during the particular year, within a maximum of \$1,000 in any one year.

14. In examining the report of the Secretary-General, the Advisory Committee recalled its recommendation<sup>66</sup> last year to the General Assembly on the appropriate amounts of the honoraria to be paid to the members of the International Narcotics Control Board, which was based on a general recognition of the total services which the members rendered.

15. In the light of the considerations set forth in the Secretary-General's report, and bearing in mind the amounts of honoraria paid to members of other bodies, the Advisory Committee suggests that the General Assembly may wish to authorize payments to the President and members of the Administrative Tribunal of the United Nations as recommended in paragraph 39 of the Secretary-General's report.

16. The Advisory Committee notes that approval of the Secretary-General's proposals by the General Assembly would require an additional appropriation of \$5,000 under section 1 of the budget for 1969.

<sup>65</sup> See foot-note 57.

<sup>66</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 74, document A/6878.

### **Sections 1, 3, 5 and 10**

#### ***Revised estimates resulting from decisions taken by the Economic and Social Council at its forty-fourth and forty-fifth sessions***

#### **DOCUMENT A/C.5/1169\***

#### **Report of the Secretary-General**

[Original text: English]  
[25 September 1968]

1. At its forty-fourth and forty-fifth sessions, held in New York from 6 to 31 May and in Geneva from

\* Incorporating document A/C.5/1169/Corr.1, dated 9 October 1968.

8 July to 2 August 1968, respectively, the Economic and Social Council adopted a number of resolutions and decisions, the implementation of which would involve the expenditure of United Nations funds. In

accordance with regulation 13.1 of the Financial Regulations of the United Nations and rule 34, paragraph 2 of the rules of procedure of the Council, the Secretary-General submitted separate cost estimates in respect of each of the various proposals prior to their adoption. In cases where the proposals originated in one of the subsidiary bodies of the Council, similar action was taken at the time the initial proposals were made.

2. The Council was informed that the Secretary-General would review the total of the financial requirements arising from decisions of the Council at its forty-fourth and forty-fifth sessions in the context of the resources already made available for 1968 and those requested for 1969 in the initial budget estimates for that year. The additional requirements for the year 1968 are being dealt with separately by the Secretary-General in his report to the General Assembly on the supplementary estimates for 1968 (A/7242); any requirements for 1970 will be taken into account in the initial budget estimates for that year.

3. The total financial implications for the year 1969, arising from the decisions of the Council at its forty-fourth and forty-fifth sessions, were \$353,400. To the extent that the Council's decisions at the forty-fourth session were adopted before the completion of the initial budget estimates for 1969, the Secretary-General was able to take account of the financial implications of those decisions in the establishment of his estimates for that year. The present report is accordingly limited to additional requirements for the financial year 1969, arising from the Council's later decisions and which cannot be met within the level of the appropriations already requested.

4. As will be seen from the table below, arranged by field of activity and budget section, the Secretary-General is requesting additional appropriations for 1969 totalling \$138,300. An analysis of the work involved and the corresponding cost estimates in regard to the implementation of each resolution are given in paragraph 5 *et seq.*, where the resolutions are set out in numerical order.

ADDITIONAL APPROPRIATION REQUESTED FOR 1969 (BY FIELD OF ACTIVITY AND BUDGET SECTION)

Field of activity and decision or resolution of the Economic and Social Council	Section 1		Section 3		Section 5		Section 10	Sub-totals	Totals by field of activity
	Chapter III	Chapter II	Chapter III	Chapter I	Chapter II				
<i>United States dollars</i>									
<i>Fiscal and financial questions</i>									
1311 (XLIV). Arrangements for the transfer of operative technology to developing countries .....	—	—	46,000	—	6,000	—	52,000		
1358 (XLV). Export credits and export promotion in developing countries ...	—	—	16,400	—	6,700	—	23,100		75,100
<i>Development planning, projections and policies</i>									
Decision taken by the Council at its 1560th plenary meeting, on 2 August 1968, relating to the fourth session of the Committee for Development Planning .....	4,800	27,700	—	10,900	—	4,800	48,200		48,200
<i>Natural resources</i>									
1316 (XLIV). Non-agricultural resources .....	—	—	10,500	—	—	—	10,500		10,500
<i>Transport</i>									
1372 (XLV). Activities of the United Nations system of organizations in the transport field .....	—	—	4,500	—	—	—	4,500		4,500
GRAND TOTAL	4,800	27,700	77,400	10,900	12,700	4,800			138,300

RESOLUTION 1311 (XLIV). ARRANGEMENTS FOR THE TRANSFER OF OPERATIVE TECHNOLOGY TO DEVELOPING COUNTRIES

5. In its resolution 1311 (XLIV) of 31 May 1968, the Economic and Social Council decided, *inter alia*, that the Secretary-General should continue the comprehensive field studies on the transfer of operative technology to developing countries, originally envisaged by the Advisory Committee on the Application of Science and Technology to Development<sup>67</sup> and subsequently by the General Assembly in its resolution 2091 (XX) of 20 December 1965, and by the Council in its resolution 1201 (XLII) of 26 May 1967. The Council also agreed that the Secretary-General should convene an inter-

regional meeting of experts to evaluate, in the light of the studies, the effectiveness and the cost of arrangements for the transfer of technology between enterprises (public and private). In paragraph 6 of the resolution under consideration, the Council further decided that "the studies, the convening of the interregional meeting of experts and any other activities necessary for the purpose shall be financed through the regular budget of the United Nations without precluding the possibility of obtaining finances from other sources, including voluntary contributions from the developed countries, if this proves to be feasible and does not hamper the successful completion of these activities".

6. This project, which is being undertaken jointly by the Division of Public Finance and Financial Institutions of the Department of Economic and Social Affairs and the United Nations Institute for Training

<sup>67</sup> Official Records of the Economic and Social Council, Forty-first Session, Supplement No. 12, para. 119.

and Research, consists in the main of eight country case studies on arrangements between enterprises (public and private) for the transfer of technology to developing countries; these country case studies are to be carried out in co-operation with national research councils within the eight countries to be selected. As a result of negotiations already held with four of these countries, it is estimated that the average cost to the United Nations for consultant services would be approximately \$12,000 for each country, or \$96,000 for the eight countries. Owing to delays in the implementation of the project, it is estimated that only \$5,000 will be required for this purpose in 1968 and the balance of \$91,000 in 1969.

7. The Council was advised that consultations are proceeding with national institutes in some of the countries concerned, as well as with ECLA and the Inter-American Development Bank, to enlist financial support for this project in order that the costs to be borne by the regular budget might be reduced. While no firm commitments have yet been made, the Secretary-General hopes that funds may become available from these other sources. Thus, he would request that approximately one-half of the estimated 1969 cost of the field studies, or \$46,000, be provided at this time; should it not prove possible to finance the balance of these costs from extra-budgetary sources, the Secretary-General would intend to request the necessary additional provisions in the supplementary estimates for 1969, to be presented to the General Assembly at its twenty-fourth session.

8. Additionally, it will be necessary for staff of the United Nations to undertake travel in 1969 for the over-all planning and co-ordination of the case studies; the related costs are estimated at \$6,000.

9. The interregional meeting of experts called for in the resolution is to be convened in 1970; the related costs, estimated at \$21,000, will be taken into consideration in the initial budget estimates for that year.

10. Accordingly, an additional appropriation of \$52,000 for 1969 is hereby requested as follows:

	<i>United States dollars</i>
Section 3, chapter III .....	46,000
Section 5, chapter II .....	6,000
<b>TOTAL</b>	<b>52,000</b>

**RESOLUTION 1316 (XLIV). NON-AGRICULTURAL RESOURCES**

11. In its resolution 1316 (XLIV) of 31 May 1968, the Economic and Social Council invited the Secretary-General, *inter alia*, "to prepare, in the light of the experience of countries with different socio-economic systems, a general study of the methods and scope of planning for the development of non-agricultural resources as an integral part of their national development plans".

12. This general study will involve the preparation of background papers based on country experiences in planning for the development of non-agricultural resources; the preparation of such background papers will require the services of consultants. Additionally, six months of consultant services would be needed to help prepare the general study itself. The estimated costs of these consultant services, which would be required in 1969, are as follows:

	<i>United States dollars</i>
Consultants (fees, travel and subsistence) for the preparation of six background papers .....	3,000
Consultant services for the general study (six months) .....	7,500
<b>TOTAL</b>	<b>10,500</b>

13. Accordingly, the Secretary-General hereby requests an additional appropriation of \$10,500 under section 3, chapter III of the budget for 1969.

**RESOLUTION 1358 (XLV). EXPORT CREDITS AND EXPORT PROMOTION IN DEVELOPING COUNTRIES**

14. The Economic and Social Council, by resolution 1358 (XLV) of 2 August 1968, approved the work programme presented in the progress report of the Secretary-General on Export Credits and Export Promotion in Developing Countries. In particular, the Council approved the proposal made by the Secretary-General in paragraph 15 of that report,<sup>68</sup> that a round table meeting be convened early in 1969: (a) to review the findings of the field survey of the export credit financing and export credit insurance schemes of a number of developing countries which operate such schemes, undertaken in response to Council resolution 1270 (XLIII) and expected to be completed in September 1968; (b) to evaluate the results of the limited inquiry in the other developing countries regarding conditions relating to the possible establishment of national, subregional or regional export credit insurance and export credit schemes for the promotion of exports by developing countries; and (c) to formulate appropriate proposals for future action.

15. The round table meeting is to be attended by representatives of IBRD, the regional and subregional development banks, the secretariats of the United Nations regional economic commissions, together with members of the UNCTAD secretariat, the UNIDO secretariat, the GATT secretariat and other interested agencies and institutions.

16. Additionally, in order to bring the greatest possible expertise to bear on the formulation of proposals for future action, it will be necessary to invite a small number of experts—about twelve—to participate in the meeting in their individual capacity and, possibly, to prepare working papers for consideration at the meeting. These experts would be thoroughly familiar with the operations of existing export credit insurance and export credit schemes in developing countries, developed countries with market economies, and developed countries with centrally planned economies, and with the problems facing those schemes.

17. As the Secretary-General informed the Council, it would be his intention, subject to the concurrence of the Committee on Conferences, to convene the round table meeting in February 1969 for a period of one week at Headquarters. The following assumptions were also made in estimating the costs of convening the round table:

(a) The experts would receive travel and subsistence but no fees;

(b) The participants at the meeting would include at least one staff member each from the regional economic commissions, the United Nations Economic and Social Office in Beirut, UNCTAD and UNIDO;

<sup>68</sup> Document E/4481 (mimeographed).

(c) Interpretation would be provided in English, French, Russian and Spanish;

(d) Documentation specifically prepared for the meeting would be limited to the short working papers submitted by the experts as indicated in paragraph 16 above, totalling some 100 pages in English, French, Russian and Spanish;

(e) If, as currently assumed, the meeting is held at Headquarters in February 1969, it would be possible to provide the meeting services outlined in sub-paragraphs (b), (c), and (d) above from within normal staff resources.

18. Based on these assumptions, the estimated costs are:

	<i>United States dollars</i>
Travel and subsistence of 12 experts .....	16,400
Travel and subsistence of staff members (one each from the regional commissions, United Nations Economic and Social Office in Beirut, United Nations Conference on Trade and Development and the United Nations Industrial Development Organization) .....	6,700
<b>TOTAL</b>	<b>23,100</b>

19. Accordingly, the Secretary-General hereby requests an additional appropriation of \$23,100 for 1969, to be provided as follows:

	<i>United States dollars</i>
Section 3, chapter III .....	16,400
Section 5, chapter II .....	6,700
<b>TOTAL</b>	<b>23,100</b>

#### RESOLUTION 1372 (XLV). ACTIVITIES OF THE UNITED NATIONS SYSTEM OF ORGANIZATIONS IN THE TRANSPORT FIELD

20. In its resolution 1372 (XLV) of 2 August 1968, the Economic and Social Council invited the Secretary-General to prepare for its forty-seventh session, "in consultation with the United Nations Conference on Trade and Development and interested specialized agencies, the regional economic commissions and the United Nations Economic and Social Office in Beirut, a report on the major transport problems of developing countries in the context of their economic and social development, with special reference to the latest technological developments and their impact on the programmes and activities of the organizations of the United Nations system designed to assist the developing countries in the improvement of their transport facilities, and to transmit the report, through the Committee for Programme and Co-ordination for its comments and suggestions, to the Council".

21. As the Council was informed, the preparation of this report in time for the forty-seventh session would require the services of outside consultants for approximately four months, the cost of which is estimated at \$4,500.

22. Therefore, the Secretary-General hereby requests an additional appropriation of \$4,500 under section 3, chapter III of the budget for 1969.

#### DECISION OF THE ECONOMIC AND SOCIAL COUNCIL ON THE CALENDAR OF CONFERENCES AND MEETINGS FOR 1968 AND 1969

##### *Session of the Committee for Development Planning*

23. At its 1560th meeting, on 2 August 1968, the Council approved the Calendar of Conferences and

Meetings for 1969 and 1970;<sup>69</sup> it thereby approved the holding of the fourth session<sup>70</sup> of the Committee for Development Planning from 28 April to 9 May 1969, at the headquarters of ECAFE in Bangkok, rather than New York.

A. *Travel and subsistence of members of the Committee: \$31,300*

24. This estimate provides for the travel and subsistence expenses of 18 members for a period of fourteen days.

B. *Travel and subsistence of Headquarters staff: \$10,900*

25. This provision covers travel and subsistence of 6 substantive staff members from Headquarters to service the session. Three secretaries required to assist these staff members will be provided by ECAFE from its own establishment.

C. *Meetings services: \$27,700*

26. These estimates take into account the following:

(a) Two meetings will be held each day, and interpretation into English, French, Russian and Spanish will be required.

(b) No summary records or minutes will be kept; the discussions will be reflected in the final report only.

(c) In-session documentation is expected to be limited to 6 pages per day, to be issued in English, French, Russian and Spanish.

(d) ECAFE will be in a position to make available two teams of 2 interpreters each (English and French), 1 translator, 2 French typists and 6 or more English typists as required. Additional staff will therefore have to be recruited by the United Nations Office at Geneva and travel to Bangkok. Accordingly, these estimates provide for the full cost of the temporary language staff to be recruited in Europe, consisting of 4 interpreters (Russian and Spanish), 6 senior translators or revisers and 4 stenographer/typists (2 for Russian and 2 for Spanish), as follows:

	<i>United States dollars</i>
Salary (including recruitment travel) .....	10,300
Travel to Bangkok .....	13,300
Subsistence .....	4,100
<b>TOTAL</b>	<b>27,700</b>

D. *General expenses: \$4,800*

27. The estimates under this heading make allowance for the following circumstances:

(a) As Russian and Spanish typewriters are not available in ECAFE, they will have to be rented and shipped from Geneva.

(b) Conference room facilities will be provided by ECAFE. However, provisions will have to be made for the installation, in the conference room, of two additional booths for Russian and Spanish interpretation and related communications equipment.

The requirements for general expenses are therefore as follows:

<sup>69</sup> See *Official Records of the General Assembly, Twenty-third Session, Supplement No. 3*, annex III.

<sup>70</sup> The Committee having met in New York in March 1969, the session which was held in Bangkok from 7 to 16 May 1969 was its fifth session.

	<i>United States dollars</i>
Rental and shipment of typewriters .....	400
Temporary construction of two additional interpretation booths .....	4,200
Local transportation .....	200
<b>TOTAL</b>	<b>4,800</b>

28. The Secretary-General has already requested a provision of \$26,500 under section 1, chapter III of the budget estimates for 1969 (A/7205), for the travel and subsistence of members of the Committee, calculated on the basis of a session at Headquarters, as well as \$6,700 under section 5, chapter I for travel of a staff member from each of the regional economic commissions and the United Nations Economic and Social Office in Beirut. The additional appropriation required

for holding the session of the Committee in Bangkok rather than at Headquarters is \$48,200 under the various sections of the budget for 1969, as follows:

	<i>United States dollars</i>
Section 1, chapter III	
Travel and subsistence of members of the Committee .....	4,800
Section 3, chapter II	
Salary, travel and subsistence of temporary conference staff .....	27,700
Section 5, chapter I	
Travel and subsistence of Headquarters substantive staff .....	10,900
Section 10	
General expenses .....	4,800
<b>TOTAL</b>	<b>48,200</b>

**DOCUMENT A/7255**

**Report of the Advisory Committee on Administrative and Budgetary Questions**

[Original text: English]  
[8 October 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/1169) in which he submits his proposals for revisions to the initial budget estimates for 1969 (A/7205) as a consequence of decisions taken by the Economic and Social Council at its forty-fourth and forty-fifth sessions, held in New York and Geneva from 6 to 31 May 1968 and from 8 July to 2 August 1968, respectively. These revised statements do not take into account additional requirements, if any, resulting from decisions which may be taken by the General Assembly at its twenty-third session.

2. The additional requirements for 1969, which are based on statements of financial implications submitted

to the Economic and Social Council during its forty-fourth and forty-fifth sessions, are estimated by the Secretary-General to amount to \$138,300. The total financial implications for 1969 arising from decisions of the Council at its aforementioned sessions totalled \$353,400. As explained in paragraph 3 of his report, the Secretary-General was able to take into account some of those decisions of the forty-fourth session of the Council in his initial budget estimates for 1969. The Advisory Committee's observations and recommendations on those estimates are contained in its report (A/7207) on the budget estimates.

3. The additional requirement estimated for 1969 covers the following activities:

<i>Field of activity</i>	<i>Economic and Social Council resolution or decision</i>	<i>United States dollars</i>
Arrangements for the transfer of operative technology to developing countries .....	1311 (XLIV)	52,000
Export credits and export promotion in developing countries .....	1358 (XLV)	23,100
Fourth session <sup>a</sup> of the Committee for Development Planning to be held in Bangkok...	Decision taken by the Council at its 1560th plenary meeting	48,200
Non-agricultural resources .....	1316 (XLIV)	10,500
Activities of the United Nations system of organizations in the transport field .....	1372 (XLV)	4,500
<b>TOTAL</b>		<b>138,300</b>

<sup>a</sup> See foot-note 70.

4. Distribution of the amount of \$138,300 among budget sections and chapters would be as follows:

	<i>United States dollars</i>
Section 1 .....	4,800
Section 3	
Chapter II .....	27,700
Chapter III .....	77,400
105,100	
Section 5	
Chapter I .....	10,900
Chapter II .....	12,700
23,600	
Section 10 .....	4,800
<b>TOTAL</b>	<b>138,300</b>

**OBSERVATIONS AND RECOMMENDATIONS OF THE ADVISORY COMMITTEE**

5. The Advisory Committee, in examining the additions to the budget estimates for 1969, has been mindful of the fact that the revisions have been submitted in order to implement decisions of a principal organ of the United Nations in important fields of activity. The Advisory Committee has recognized that the Secretariat undertook a careful review of the budgetary requirements for carrying out the decisions taken by the Economic and Social Council at its forty-fourth and forty-fifth sessions and has made certain adjustments resulting in reduced expenditure estimates to the present level of \$138,300.



6. The Advisory Committee has had to consider, however, the relationship of the proposed expenditures to the general administrative and budgetary principles adopted by the General Assembly, particularly the principles of financial discipline as applied to the use of available resources, and other observations and recommendations made by the Committee, more specifically those recorded in paragraphs 34 to 38 of its main report (A/7207) on the budget estimates for 1969. On the basis of these considerations, the Advisory Committee has decided to recommend to the Assembly that the estimates submitted should be reduced to a total of \$108,300.

7. The considerations which led the Advisory Committee to propose a reduction of \$30,000 in the revised estimates relate in part to the fact that some projects appear to overlap with others already being undertaken, and the necessary work might well be carried out by making better use of existing resources without the provision of extra funds. In this connexion the Advisory Committee, as pointed out in paragraph 49 of its main report on the budget estimates for 1969, considers that there is scope for greater reliance on a better deployment of staff resources, thereby avoiding automatic requests for additional temporary assistance funds. The Advisory Committee also feels that in some cases it may be questioned whether projects, though of value, have an absolute priority among those to which the limited resources of the Organization should be applied.

8. The Advisory Committee appreciates that the Council, through the Committee for Programme and Co-ordination, has instituted a system to establish priorities among competing projects and programmes. At the same time it is of the opinion that there is room within the totality of the appropriations it has recommended for economic and social activities in the initial estimates for 1969, to make financial adjustments to carry out some of the additional urgent tasks called for by the Council. Moreover, the Advisory Committee considers that the additional amount of \$4,800 requested under section 1 and a similar estimate under section 10, and some of the additional funds requested for temporary assistance under chapter III of section 3, can be absorbed within the appropriations the Committee has recommended for those sections in its main report on the budget estimates for 1969.

9. The Advisory Committee observes that the eight studies called for by resolution 1311 (XLIV), relating to the arrangements for the transfer of operative technology to developing countries, will be undertaken jointly by the Department of Economic and Social Affairs and the United Nations Institute for Training and Research, in co-operation with national research councils within the eight countries to be selected. The Secretary-General hopes to enlist financial support for

this project from voluntary sources so as to reduce the costs to be borne by the regular budget. Accordingly, the Secretary-General is requesting approximately half of the total estimate of \$91,000, or \$46,000, for the field studies in 1969.

10. At the same time the Secretary-General cautions that should it not prove possible to finance the balance of these costs from extra-budgetary sources, he would request the necessary additional provisions in the supplementary estimates for 1969. The Advisory Committee hopes that the Secretary-General's appeal will receive a favourable response, and that further recourse to the United Nations regular budget in the form of supplementary estimates for 1969 will prove to be unnecessary.

11. The Advisory Committee notes that \$48,200 of the additional funds requested relates to the decision taken by the Economic and Social Council at its 1560th plenary meeting, on 2 August 1968, that the Committee for Development Planning should hold its fourth session in Bangkok rather than in New York, for which an amount of \$33,200 is already provided in the initial budget estimates for 1969. Thus the present request for \$48,200 represents the additional costs of holding the meetings at ECAFE headquarters. The Advisory Committee understands that this change of venue for the meetings of the Committee for Development Planning forms part of a series of meetings at the headquarters of the regional economic commissions. However, the Advisory Committee trusts that this change in the calendar of conferences was referred to the Committee on Conferences for approval. The Advisory Committee's recommendation is subject to such approval having been obtained from that Committee.

12. The Advisory Committee, in suggesting the following reductions in the revised estimates, is also of the view that the Secretary-General will be able to make further reductions in the amount of \$108,300 proposed by the Committee.

*Recapitulation of reductions recommended*

	<i>United States dollars</i>
Section 1 .....	4,800
Section 3	
Chapter III .....	20,400
Section 10 .....	4,800
	<b>TOTAL 30,000</b>

13. If the Advisory Committee's recommendations are approved by the General Assembly, the revised estimates resulting from the decisions of the Economic and Social Council at its forty-fourth and forty-fifth sessions, calculated by the Secretary-General at \$138,300, will be reduced by \$30,000 to \$108,300.

## Sections 1, 17 and 20

### *System of travel and subsistence allowances to members of organs and subsidiary organs of the United Nations*

#### DOCUMENT A/C.5/1178

#### *Report of the Secretary-General*

[Original text: English]  
[19 October 1968]

1. General Assembly resolution 1798 (XVII), of 11 December 1962, sets forth the principles which currently govern the payment of travel costs and subsist-

ence allowances to members of organs and subsidiary organs of the United Nations; the manner of application of those principles is contained in the annex to



that resolution. The rate of subsistence allowance, where one is payable by the United Nations, remains at the level fixed in 1960 by General Assembly resolution 1588 (XV), namely \$30 per day at New York; the equivalent in Swiss francs of \$23 per day at Geneva; and at a rate to be fixed by the Secretary-General—but not to exceed the equivalent in local currency of \$23 per day—at other places. The resolution also provided for payment to eligible members of a subsistence allowance equivalent in local currency to \$10 per day while attending meetings at their place of residence or duty station and \$8 per day while travelling, by a direct route, aboard vessels, planes and trains.

2. The General Assembly may wish to review at this time the adequacy of the current rates, taking into account, *inter alia*, the increases in hotel and restaurant costs that have occurred at various localities since 1960. In this event, the Secretary-General suggests that consideration also be given to the introduction of a system of payment which recognizes that to an increasing extent in recent years meetings of the United Nations and its specialized agencies have been convened in many localities other than New York and Geneva, resulting in a much wider range of hotel costs. Moreover, it seems desirable to devise a system which not only provides for rates appropriate to different conditions obtaining in various countries, but ensures that such rates are kept up to date in relation to changing costs.

3. Since annual reviews of conditions in a wide range of countries are undertaken under the direction of the Office of the Controller for the purpose of reviewing subsistence rates for the Secretariat, the most practical procedure might be for the rates for members of organs to be based automatically on the standard rates periodically established for the Secretariat, with the addition of an appropriate percentage in recognition of the different nature of and frequently the representational element in, the activities involved. Should this proposal prove acceptable, it would be necessary for the General Assembly to indicate a percentage addition which it considers appropriate. The data provided in the ensuing paragraphs may serve as a basis for this decision.

4. Taking the standard subsistence allowance rates as a base, the following table shows the daily rates which would apply to members of organs in New York and Geneva, as well as a number of other cities in which meetings are frequently held, if the percentage addition were 40 per cent or 50 per cent (rates are rounded to the nearest dollar) :

City	Standard rate	Standard rate increased by:	
		40 per cent	50 per cent
		<i>United States dollars</i>	
New York .....	27	38	41
Geneva .....	17	24	26
London .....	17	24	26
Montreal .....	21	29	32
Paris .....	25	35	38
Rome .....	18	25	27
Vienna .....	19	27	29

5. A review of the prevailing rates charged by good hotels used by members, as well as of meal prices at selected restaurants, in New York and Geneva, yielded the following information :

	Average Price	
	Minimum	Maximum
	<i>United States dollars</i>	
(a) <i>New York</i>		
Cost of single room .....	19	22
Cost of meals .....	10	12
	29	34
Allowance for incidentals .....	8	8
TOTAL	37	42
	<i>Swiss francs</i>	
(b) <i>Geneva</i>		
Cost of single room with breakfast, including service charge..	54	66
Cost of lunch and dinner .....	36	40
	90	106
Allowance for incidentals .....	15	15
TOTAL	105	121
Equivalent in United States dollars .....	24	28

6. It will be noted that the minimum costs correspond approximately to a 40 per cent addition, the maximum to 50 per cent. There are, however, some cities not included in paragraph 4 above where the range of hotel accommodation is very limited, and the basic rate of subsistence for staff already relates to the hotels which would be used by members of organs meeting in such cities. Should the General Assembly adopt the system described, it may wish to give the Secretary-General authority to establish maximum rates in such circumstances if the normal percentage addition gave an unjustifiably high figure. The Secretary-General might also be authorized to fix minimum rates and to take into account, as at present, the possible provision of board and lodging by a host Government.

7. The Secretary-General does not feel that there is reason to increase the rate of \$10 per day for members attending meetings at their place of residence or duty station, or the allowance of \$8 per day which is payable to members during travel on board vessels, trains or planes.

8. In the course of the Secretary-General's examination of this subject he became aware of the fact that no steps have ever been taken to revise the rate of travel subsistence allowance payable outside The Hague to members of the International Court of Justice, the principal judicial organ of the United Nations. This rate was fixed by the General Assembly in 1946 at \$25 for the President and \$20 for other members of the Court, at which level it remains. Action should clearly be taken to bring the subsistence allowances for members into line with current cost levels. The simplest method would appear to be to provide that the subsistence allowances for members of the International Court of Justice be fixed according to the same principles and procedures as are applied for members of other organs of the United Nations.

9. On the basis of the estimates for subsistence payments which have been submitted to date for 1969, total additional expenditures would arise under sections 1, 17 and 20 of the budget in approximately the following amounts, depending on which percentage addition were chosen :

	<i>United States dollars</i>
With an increase of 40 per cent .....	24,000
With an increase of 50 per cent .....	43,000

## DOCUMENT A/7304

## Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[4 November 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/1178) on the system of payment of travel and subsistence allowances to members of organs and subsidiary organs of the United Nations.

2. In suggesting that the General Assembly may wish to review the system at this time, the Secretary-General considers that attention might be given to:

(a) The adequacy of the current rates, taking into account, *inter alia*, the increases in hotel and restaurant costs that have occurred in various localities since 1960;

(b) The desirability of devising a system which would provide for rates appropriate to different conditions obtaining in various countries where the United Nations and the specialized agencies hold official meetings and which would ensure that such rates are kept up to date in relation to changing costs.

3. In considering the Secretary-General's report, the Advisory Committee noted that the decisions of the General Assembly governing the existing payment of subsistence allowances to members of organs and subsidiary organs of the United Nations are contained in resolutions 1588 (XV), of 20 December 1960, and 1798 (XVII), of 11 December 1962. The former deals with variations in the established rates to be paid and the latter sets forth in comprehensive and explicit terms the principles governing the payment of travel and subsistence expenses.

4. By operative paragraph 2 of resolution 1798 (XVII) the General Assembly decided, *inter alia*, that the following main principle would govern the payment out of United Nations funds of travel and subsistence expenses to members of organs and subsidiary organs of the United Nations:

"Travel and subsistence expenses shall be paid in respect of members of organs and subsidiary organs who serve in an individual personal capacity and not as representatives of Governments."

5. In paragraph 6 of the annex to resolution 1798 (XVII), the subsistence allowance is defined as follows:

"Subsistence payments are intended to provide for additional expenses which an individual normally incurs in attending an official meeting or session and shall not include any element of fee or remuneration for services rendered."

6. In his current report the Secretary-General suggests that the most practical procedure to be followed might be for the rates for members of organs to be based on the standard rates periodically established for the Secretariat attending meetings in various locations,

with the addition of an appropriate percentage in recognition of the different nature of, and frequently the representation element in, the activities involved. This would have the advantage of taking into account the annual examination of conditions in a wide range of countries undertaken by the Secretary-General for reviewing subsistence rates for the Secretariat.

7. In paragraph 4 of his report the Secretary-General gives an indication of the rates which would apply in a number of cities, including New York and Geneva, if 40 or 50 per cent were to be added to the standard rates of subsistence allowance payable to the Secretariat. Paragraph 5 provides details of the prevailing rates charged by a sampling of hotels used by members, as well as prices of meals at selected restaurants, in New York and Geneva.

8. The Secretary-General also suggests that if the General Assembly adopts the system described, it may wish to give him discretionary authority, on the one hand, to establish maximum rates if the normal percentage addition gives an unjustifiably high figure in certain cities and, on the other, to fix minimum rates; he should also be authorized to take into account, as at present, the possible provision of board and lodging by a host Government.

9. Finally, the Secretary-General observes that the General Assembly may wish to take action to bring the travel subsistence allowance payable outside The Hague to members of the International Court of Justice into line with current cost levels. The present rates of \$25 for the President and \$20 for other members of the Court were fixed by the General Assembly in 1946. Accordingly, the Secretary-General suggests that the subsistence allowances for members of the Court might be fixed according to the same principles and procedures as are applied for members of other organs of the United Nations.

## OBSERVATIONS OF THE ADVISORY COMMITTEE

10. As pointed out by the Secretary-General in paragraph 1 of his report, the present rate of subsistence allowance was fixed in 1960 by the General Assembly in resolution 1588 (XV), which authorized the payment of \$30 per day at New York, the equivalent in Swiss francs of \$23 per day at Geneva, and at a rate to be fixed by the Secretary-General—not to exceed the equivalent in local currency of \$23 per day—at other places. The following table gives a comparison of the present authorized rate for members of organs and subsidiary organs, with the standard Secretariat rate plus 40 and 50 per cent for those cities listed in the Secretary-General's report:

City	Standard rate payable to Secretariat	Present rate paid to members of organs and subsidiary organs of the United Nations (General Assembly resolution 1588 (XV))	Standard rate payable to Secretariat increased by:	
			40 per cent	50 per cent
<i>United States dollars</i>				
New York .....	27	30	38	41
Geneva .....	17	23	24	26
London .....	17	23	24	26
Montreal .....	21	23	29	32
Paris .....	25	23	35	38
Rome .....	18	23	25	27
Vienna .....	19	23	27	29

11. It will be noted from the examples cited in the above table that the present rates payable to members are generally higher than those paid to the Secretariat attending meetings away from their respective headquarters stations. Therefore, the increase in real terms would be less than that which the 40 or 50 per cent addition might suggest at first glance. The Secretary-General's suggestion is not designed to relate the amount of members' allowances to the Secretariat rates as such, but rather to provide machinery to permit periodic adjustment in the rates payable to members in the future, which hitherto have been restricted by the ceiling imposed by the General Assembly in resolution 1588 (XV).

12. The Advisory Committee considers that there is merit in the Secretary-General's proposal to base the rates for members of organs, including the members of the International Court of Justice, on the standard rates periodically established for the Secretariat, with an appropriate percentage addition in recognition of the different nature of the activities involved. Such a system will ensure that subsistence allowance rates are kept up to date in relation to changing costs.

13. Having, therefore, reviewed the data contained in the Secretary-General's report and having received additional oral information from his representatives, the Advisory Committee is of the opinion that there is a case for increasing the present rates of subsistence allowances paid to members of organs and subsidiary organs of the United Nations. At the same time the Committee is not convinced that there is sufficient justification for applying a 50 per cent addition to the standard Secretariat rates. Accordingly, the Advisory Committee suggests that the General Assembly may wish to equate the subsistence rates payable to members of organs and subsidiary organs serving in an individual personal capacity to the standard rates established for the Secretariat, increased by 40 per cent.

14. The Advisory Committee also supports the Secretary-General's suggestion that the General Assembly give him discretionary authority to establish minimum and maximum subsistence rates under the circumstances described in paragraph 6 of his report and to take into account the possible provision of board and lodging by a host Government, as at present.

15. The Advisory Committee notes that the Secretary-General sees no need to increase the rate of \$10 per day for members attending meetings at their place of residence or duty station, or the allowance of \$8 per day, which is payable to members during travel on board vessels, trains or planes.

16. In paragraph 9 of his report the Secretary-General advises that the total additional expenditure, which would arise under sections 1, 17 and 20 of the budget for 1969, based on a 40 per cent addition to the standard Secretariat subsistence rate, amounts to \$24,000. Should the General Assembly decide to approve the suggested revised rates, the Advisory Committee recommends that the anticipated additional expenditures under sections 1, 17 and 20 be absorbed within the totality of the appropriations recommended by the Committee for these sections for 1969.

17. To facilitate consideration of this item by the General Assembly the Advisory Committee attaches as an annex to the present report a suggested amended draft resolution incorporating the changes which would need to be made to resolution 1798 (XVII), should the Assembly decide to authorize a revision of the present rates of subsistence allowances paid to members of organs and subsidiary organs.

18. In submitting its recommendation, the Advisory Committee is not unmindful of the possible financial effect such a decision by the General Assembly may have on the United Nations family of organizations which belong to the common system.

## ANNEX

### Text of a draft resolution

#### SYSTEM OF TRAVEL AND SUBSISTENCE ALLOWANCES TO MEMBERS OF ORGANS AND SUBSIDIARY ORGANS OF THE UNITED NATIONS

[Text adopted without change. See A/7476, para. 178, draft resolution X, below.]

**Sections 3, 4, 7, 8 and 9 and income section 1**

*Language training programme*

***Inclusion of Russian among the working languages of the  
General Assembly and the Security Council***

**DOCUMENT A/7334**

**Report of the Secretary-General**

[Original text: English]  
[25 November 1968]

[For the text of this document, see Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 81.]

**DOCUMENT A/7386**

**Report of the Advisory Committee on  
Administrative and Budgetary Questions**

[Original text: English]  
[10 December 1968]

[For the text of this document, see Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 81.]

**Sections 3, 4, 17, 18, 19, 20 and 21 and income sections 1 and 4**

***Salary scales for the Professional and higher categories***

**DOCUMENT A/7236**

**Report of the Secretary-General**

[Original text: English]  
[24 September 1968]

1. The present salary scales for the Professional and higher categories were adopted by General Assembly resolution 2050 (XX) of 13 December 1965, with effect from 1 January 1966. These scales are in accord with recommendations made by the International Civil Service Advisory Board as a result of a review made by the Board in 1965. That review<sup>71</sup> took account of movements in outside salaries up to October 1964; the base scales were regarded by the Board as appropriate for Geneva in October 1964, with no post adjustment.<sup>72</sup>

2. As the result of a further review made in July 1968, at its sixteenth session, the Board has recommended that the gross scales should be increased by 5 per cent with effect from 1 January 1969. After deduction of staff assessment, this would result in net salary increases ranging from 4.6 per cent at the P-1, step I level to 4.2 per cent at the D-2 Director level.

<sup>71</sup> Official Records of the General Assembly, Twentieth Session, Annexes, agenda item 77, document A/5918/Add.1.

<sup>72</sup> ICSAB recommended that at the date of introduction of the new scales, 1 January 1966, the Geneva cost-of-living index should be deemed to be exactly 105, at an exchange rate of 4.32 Swiss francs to 1 United States dollar.

Part of the relevant report of the Board on this subject will be found in annex I of the present report.<sup>73</sup>

3. The present recommendation of the Board follows an extensive review initiated by the Board in 1965. It was in that year that the Administrative Committee on Co-ordination proposed increases in salaries which would have yielded an average (weighted over all grades) increase of approximately 9.5 per cent. In reviewing these proposals, ICSAB felt that the whole salary system needed re-examination. Pending the outcome of such a re-examination, it recommended increases which averaged just under 4 per cent.

4. By 1967, the ICSAB had completed its re-examination of the salary system. It concluded that no changes needed to be made in the structure as such, but that it would be desirable in future to establish the salary scales less by reference to the levels of the civil service of one particular Member State—as had been done

<sup>73</sup> The Board now issues only one report for each session, covering all the subjects with which it dealt at that session. Annex I of the present document contains the chapter of the ICSAB report dealing with the question of salary scales for the Professional and higher categories.

under the Noblemaire principle adopted by the League of Nations in 1920 and applied in one form or another since then—than by a study of what the Board called “world market rates” for the skills required by the organizations. Between such surveys, which would be relatively infrequent, adjustments might be made on the basis of a specially constructed salary index, based on the movement of real incomes in the civil services of the seven countries in which headquarters of United Nations bodies have been established. After preliminary discussion of the idea of such an index, the Board indicated that the need for an interim adjustment for the Professional and higher categories might arise “in the relatively near future”.

5. In the light of intensive studies on the development of a salary index which have been carried out since 1967, ACC concluded—as did ICSAB at its 1968 session—that the idea was perfectly feasible. While several methods of weighting the data were possible, it was found that there was a high degree of consistency in the results obtained. These showed that:

(a) Between 1956 and 1964 the movement of real incomes in the United Nations system lagged appreciably behind the movement of the index,<sup>74</sup>

(b) Between October 1964 and 1 January 1968 the index showed an increase of about 2.5 per cent, while real income in the United Nations system had decreased over the same period by about 1.5 per cent.<sup>75</sup>

6. On the basis of these facts, ACC suggested to ICSAB at its sixteenth session that the index movements, which showed that in the period from 1964 to 1968 real United Nations income lagged by about 1 per cent *per annum*, were too small to warrant using the index as a basis for annual adjustments, but that the index provided a satisfactory measure for periodic action to compensate for the cumulative effect of the annual outside movements. It seemed to ACC, therefore, that an interim adjustment should be made from 1 January 1969, though no specific figure was suggested.

7. Based on the current trend in outside real incomes, the lag of 4 per cent between 1964 and 1968 will have increased to about 5 per cent by 1969, and by a further percentage by 1971, which is the earliest date at which action could be taken to adjust salaries following a survey of world market rates. ICSAB has indicated that a conservative view must be taken in anticipating future increases. ACC endorses this view and considers that, in all the circumstances, the recommendation of ICSAB that the gross scales should be increased by 5 per cent with effect from 1 January 1969 is fully justified. The Secretary-General and his colleagues, therefore, hope that the General Assembly will also see fit to accept the recommendation.

8. The Secretary-General further believes that the opportunity should be taken to consolidate one class of post adjustment into the new base scales. Two classes of post adjustment were incorporated into the base scales on the occasion of the revision of the base salary scales as of 1 January 1962, and three classes

of post adjustment were incorporated when the salary scales were revised, effective 1 January 1966. The Secretary-General considers that similar action is necessary at this stage, particularly in view of the fact that some offices are now in post classification 6 or higher. It is undesirable that so high a proportion of remuneration should be payable in the form of non-pensionable cost-of-living adjustments, since in practice the attractiveness of the pay scale, in terms of recruiting and retaining staff from high salary areas, is thereby diminished.

9. The post adjustment classification for Geneva, the base city under the salary system, was class 1 (105) on 1 January 1966 and Geneva is expected to qualify for class 3 (115) in 1969. By March 1969, it is virtually certain that the weighted average of post adjustment classifications of the headquarters and regional offices will be 5 per cent higher than the average on 1 January 1966; the level of pensionable remuneration, therefore, will in any event be increased by 5 per cent on 1 July 1969. Otherwise consolidation will have little or no effect on remuneration for staff with dependants since it merely represents a reduction in the amount paid as post adjustment balanced by an increase in the amount of base salary.<sup>76</sup>

10. The consolidation would require that all United Nations post adjustment indices be rebased—that is, be reduced by 100/105. The post classifications would then have to be adjusted on the basis of the new indices. Thus, New York would be reduced from class 6 to class 5 and Geneva would be reduced from class 2 to class 1. The schedule of post adjustment amounts would also have to be recalculated on the basis of the new scales; a 5 per cent change on the new index would represent a larger cost-of-living difference than 5 per cent on the old index.

11. Annex II shows the proposed salary scales (gross and net) as they would appear after the addition of the 5 per cent increase recommended by ICSAB and the incorporation, with consequent “grossing up”, of one class of post adjustment. Annex III shows the proposed schedule of post adjustment amounts. These amounts bear approximately the same percentage relationship to the net equivalents of the proposed salary scales as do present amounts to present net salaries.

12. Based on the level of requirements for established posts as recommended by the Advisory Committee on Administrative and Budgetary Questions (see A/7207), under all appropriate sections of the initial budget estimates of the United Nations for 1969, the additional expenditures which would arise in the event of the adoption by the General Assembly of these proposals are estimated at \$3,741,300. The corresponding increase in income from staff assessment is estimated at \$1,387,800. The net addition to the level of assessments of Member States, as indicated in the following paragraph, would, therefore, be in the amount of \$2,391,100.

13. The detailed estimates are as follows:

<sup>74</sup> Neither ACC nor ICSAB proposed that any specific allowance should be made in respect of this lag. It was agreed, however, that it was a point for general consideration when dealing with the lag which has developed since 1964.

<sup>75</sup> As a result of the fact that post adjustment increases do not provide full compensation for cost-of-living increases.

<sup>76</sup> Staff without dependants receive only two-thirds as much post adjustment as staff with dependants. The consolidation must be made at the married rate, to prevent reductions for staff with dependants, and as a consequence staff without dependants receive as base salary the additional one-third of the post adjustment which had not been paid to them before the consolidation.

	<i>Gross additional expenditure</i>	<i>Increase in income from staff assessment</i>	<i>Net additional expenditure to be assessed</i>
	<i>United States dollars</i>		
Additional base salary costs .....	4,027,400	1,337,600	2,689,800
<i>Less:</i>			
Decrease in post adjustment .....	940,900		940,900
	<u>3,086,500</u>		<u>1,748,900</u>
Additional contribution to the United Nations Joint Staff Pension Fund .....	539,900		539,900
Additional separation costs .....	114,900	37,600	77,300
	<u>3,741,300</u>	<u>1,375,200</u>	<u>2,366,100</u>
Decrease in income deriving from revenue- producing activities .....	37,600	12,600	25,000
TOTAL	<u>3,778,900</u>	<u>1,387,800</u>	<u>2,391,100</u>

14. The additional amounts or decreases which would need to be approved under the relevant sections of the budget for 1969 would be the following:

<i>Expenditure section</i>		<i>Increase or (decrease) (United States dollars)</i>
3	Salaries and wages .....	2,480,900
4	Common staff costs .....	511,700
17	Special missions .....	36,900
18	Office of the United Nations High Commissioner for Refugees .....	133,200
19	International Court of Justice .....	21,000
20	United Nations Conference on Trade and Development .....	240,600
21	United Nations Industrial Develop- ment Organization .....	317,000
	TOTAL	<u>3,741,300</u>
<i>Income section</i>		
1	Income from staff assessment .....	1,387,800
4	Revenue-producing activities .....	(37,600)

15. As noted in paragraph 9 above, it is anticipated that the level of pensionable remuneration of staff in the Professional and higher categories would, in any event, have been increased by 5 per cent on 1 July 1969, at an estimated cost of \$137,600. As a consequence, it may be stated that this latter amount represents an offset against the additional credits requested in the preceding paragraph.

## *Annexes*

### ANNEX 1

#### Extract from the report of the sixteenth session of the International Civil Service Advisory Board (document ICSAB/XVI/1 of 15 July 1968)

#### II. SALARY SCALES FOR THE PROFESSIONAL AND HIGHER CATEGORIES

##### A. Construction of a salary index

6. In 1967, as part of its findings during the comprehensive review of the principles underlying the salary system, the Board suggested that it might be possible to construct an international salary index for use in adjusting salary scales of staff in the professional and higher categories in the years between relatively infrequent, major surveys. The Board recognized that the present system of adjustments made exclusively on the basis of occasional broad reviews—apart from post adjustments related to cost-of-living and exchange rate changes—involves a

time lag in the application of adjustments related to increases in real income.

7. Over a period of time, the cumulative effect of outside rises in real income produces a disadvantage for the staffs of the United Nations organizations. Since this cannot be corrected until the next full review—and there may be five or more years between reviews—the duration as well as the amount of lag can be substantial.

8. The Board asked the organizations to consider whether it would be possible to create a composite index of real income movements: that is, one that combines data from a number of sources. This reflected the Board's conclusion that it is desirable, in establishing salary rates, to avoid identification with conditions in one country alone. The Board thought therefore that it would be reasonable to base this composite index on salary movements in national civil services of the headquarters countries.

9. The organizations have now completed intensive preliminary studies of the proposed index. Their experimentation and further development of the idea indicate that the use of an index, in the way envisaged by the Board, is feasible.

10. The organizations decided to collect data relating to January 1956, October 1964, January 1966, and January 1968. These dates were selected to enable comparisons of index results with actual movements of United Nations scales and national salaries at appropriate times since the adjustment of rates resulting from the work of the 1956 Salary Review Committee.

11. As suggested by the Board, the seven headquarters countries—Austria, Canada, France, Italy, Switzerland, United Kingdom, and United States of America—were asked to provide the necessary raw data concerning real salary movements in their national services. The Board was glad to learn that co-operation was excellent at all stages and that there were clear indications that data of this kind can be gathered and analysed in an effective way.

12. Although a good deal of work was involved, the object of the exercise was merely to ascertain the salary changes over the four periods in each grade above the normal graduate entry point in each national service. Some initial difficulties were encountered in the data collection, but these do not seem insuperable and should diminish in the future. Variations as between countries in terms of national coverage and availability of past data need not cause concern. The essential factor, for a continuing index, is that each Government should provide data on the same basis from year to year.

13. Two issues relating to the weighting of data were brought to notice. The first relates to the weighting of percentage increases in each grade for each national service. The recent experiment indicates that the method of weighting makes little difference to the result. It appears that the most convenient and suitable method is to use as a weighting factor the number of staff in the grade at the beginning of the period concerned.

14. The other issue is more complicated; it concerns the weighting to be applied to the national indices in order to convert them into an international index. Since opinions on this may differ, it was decided to process the seven sets of national figures by all of the relevant methods suggested by any organization or staff association. The following averages were accordingly calculated:

(a) The unweighted average of the seven national indices;

(b) The weighted average obtained by weighting each national index with the average number of officials in the professional and higher categories serving in United Nations organizations in the country concerned. (In relation to the national salary levels and their relevance as a basis for United Nations scales, this method may be thought to overweight Austria, Italy and Switzerland, and to underweight the United Kingdom and the United States of America);

(c) The weighted average obtained by weighting each national index by the rate of assessment for the country concerned as established by the United Nations General Assembly for 1968. On an inter-organization basis, this gives a weighting roughly proportional to the "desirable staff quotas", that is, the desirable proportions of staff to be recruited from the seven countries for purposes of geographical distribution. Actual staff quota figures could not be used since some organizations have no established quota system, either officially or unofficially;

(d) By a modification of (c) in which the weight of the largest contribution was taken as 33 per cent while the others were given their actual rate subject to a minimum of 5 per cent.

15. The four methods described in paragraph 14 resulted in the following weights for the seven countries:

	<i>Method (a)</i>	<i>Method (b)</i>	<i>Method (c)</i>	<i>Method (d)</i>
Austria .....	14.28	5	1	5
Canada .....	14.28	3	6	9
France .....	14.28	10	12	18
Italy .....	14.28	12	6	10
Switzerland .....	14.28	27	2	5
United Kingdom..	14.28	*a	13	20
USA .....	14.28	43	60	33
	100.00	100.0	100.0	100.0

\* Minimal, because no large United Nations organization is located in the United Kingdom.

16. Of the four methods of weighting, the organizations considered that the most relevant would be that based on the seven countries' rates of assessment for United Nations budget contributions. This is reasonably close to the proportions of staff to be recruited from the various countries. Over the period 1956-1964, this method yielded the lowest international index figures. In the periods since 1964 it generally yields neither the highest nor the lowest figures.

17. In the period 1964-1968 the international index resulting from the national indices weighted by rates of assessment was 102.3. Over the same period, the index of real pay change in the United Nations system was approximately 98.5, indicating that the increase in real income in the national civil services concerned was 1 per cent per annum more than that for United Nations staff.

18. While the Board did not come at this stage to any definite conclusions as to the preferable weighting process to be applied to the national indices, the Board considered that experimentation should continue with weighting by rates of assessment (method (c) in paragraph 14). In addition, for the next year or two, parallel figures ought to be computed using the alternative method described in paragraph 14 (b)—weighting by the average number of international officials serving in the country concerned. This method was supported by representatives of the staff. The Board thought still another method should be tried: to weight the national figures by the number of staff of the nationality concerned serving in the United Nations organizations as a whole. After further experience, it should be possible to reach a definitive conclusion as to which system produces the most satisfactory results.

19. On the basis of the studies made by the organizations, which were fully reported to the Board, and its own evaluations of the experiment as so far conducted, the Board recommends that the international index be made a regular feature of the system. Until the next major review of salaries, data should be collected in the manner described above.

20. The Board originally envisaged that the index could possibly be used in making automatic annual adjustments in United Nations scales between the major reviews. However, the index movement between 1964 and 1968 suggests that the annual rate of real income lag was only about 1 per cent per year. For the present, such a small lag would not warrant annual adjustments. The existing post adjustment system already provides for cost of living variations.

21. The Board and the organizations are agreed that the movement of the index should be reported to the Board each year as a matter of information. When significant changes occur between major surveys, the Board would be prepared to advise on appropriate action.

*B. Study of world market rates*

22. In its 1967 report (ICSAB/XV/1), the Board outlined its initial views concerning the concept of world market rates, which might be the keystone of future major comparative surveys. The Board had in mind that such surveys might be conducted at intervals of not less than five years. Intensive concentrations during the past year on study of the new international index, as outlined above, has meant that further consideration of the detailed application of a system of world market rates has had to be deferred by both the organizations and the Board. They are in agreement that it would be practicable and desirable to make a comprehensive review of such rates, as generally described in ICSAB/XV/1, in 1970 and at intervals of not less than five years thereafter. It will be necessary to give further study to the scope of the survey and the availability of information. Accordingly, the organizations plan, in agreement with the Board, to conduct additional research into these aspects, so that decisions may be taken at the Board's session in 1969.

*C. Interim salary adjustment*

23. In 1967, the Board foresaw that the need for an interim salary adjustment for the professional and higher categories might arise "in the relatively near future" (para. 68, ICSAB/XV/1). There was extended discussion at that time of the way in which this problem should be met if, as anticipated, considerable time were required for actual application of the suggested new plan. The preceding paragraphs indicate that a broad-scale review under new arrangements cannot be made before 1970, and that the resulting new rates cannot be applied until 1971. In documentation submitted to the Board's present session, the Administrative Committee on Co-ordination outlined reasons for immediate consideration of an interim adjustment, pending the anticipated survey of world market rates. The Board agrees that a delay in any adjustment until January 1971 would be unreasonably long.

24. Present scales result from a salary review made by the Board in 1965, based on data relevant to October 1964. For the period from October 1964 to 31 December 1967, the movement of outside gross salaries as measured in real terms by the new international index was about 4 per cent greater than the corresponding movement of United Nations gross salaries. Having thoroughly examined the construction of the new index and having reviewed its application to data relating to salary movements over a number of years, the Board is satisfied that its use as a guide to early interim action can be approved.

25. There are three additional factors which the Board had to consider in deciding upon its recommendation for an interim adjustment. The first is that the lag shown by the index has been slowly but steadily accumulating since the last major adjustment, with increasing effects on staff salaries. Since this is a factor relating to the past, and since retroactive salary payments should be avoided, the Board has treated it as a point for general consideration rather than specific measurement.

26. The second factor concerns the problem of making an appropriate recommendation to take effect on 1 January 1969,

one year later than the date of the latest index figures. Based on the trend of the index, it would be reasonable to conclude that a further lag of about 1 per cent will probably develop during 1968. Here again the Board preferred not to take a mathematical figure, since there was reluctance to forecast developments and to recommend payments in anticipation of them.

27. The third factor is similar to the second. Any interim adjustment approved for 1 January 1969 would be the last change in real salaries until 1971, barring completely unexpected developments. It would be unreasonable to seek approval from legislative bodies for small interim adjustment each year, yet some lag is likely to develop as from January 1969. This too has been viewed by the Board as a point for general consideration but not mathematical measurement.

28. As in all salary-setting work, a degree of judgement must be exercised in arriving at a recommendation for an appropriate adjustment. The Board believes that the figure of 4 per cent described in paragraph 24 can suitably be taken as the major element. In addition, the three non-measurable factors cannot be ignored. However, the Board prefers to take a conservative approach because of the uncertainties involved and the general awareness of the heavy financial burdens which Member States have to bear. The figure of 1 per cent is therefore considered to be suitable recognition of the non-measurable factors mentioned in paragraphs 25 to 27.

29. Accordingly, the Board recommends that an interim salary adjustment be made on 1 January 1969 in the amount of 5 per cent on gross salaries. The over-all cost, for all the organizations, is estimated at \$3,600,000 in respect of salaries and higher pension contributions.



**ANNEX II**

**Proposed salary scales for the Professional and higher categories reflecting a 5 per cent increase in gross salaries and the incorporation of one class of post adjustment<sup>a</sup>**

<i>Level</i>	<i>Steps</i>												
	<i>I</i>	<i>II</i>	<i>III</i>	<i>IV</i>	<i>V</i>	<i>VI</i>	<i>VII</i>	<i>VIII</i>	<i>IX</i>	<i>X</i>	<i>XI</i>	<i>XII</i>	<i>XIII</i>
	<i>United States dollars</i>												
Assistant Officer (P-1) ....	7,600 (6,200)	7,910 (6,432.50)	8,220 (6,665)	8,530 (6,897.50)	8,840 (7,130)	9,150 (7,362.50)	9,460 (7,595)	9,770 (7,827.50)	10,080 (8,056)	10,390 (8,273)			
Associate Officer (P-2) ....	9,940 (7,955)	10,280 (8,196)	10,620 (8,434)	10,960 (8,672)	11,300 (8,910)	11,640 (9,148)	11,980 (9,386)	12,320 (9,624)	12,660 (9,862)	13,010 (10,107)	13,360 (10,352)		
Second Officer (P-3) .....	12,380 (9,666)	12,780 (9,946)	13,180 (10,226)	13,580 (10,506)	13,980 (10,786)	14,380 (11,066)	14,780 (11,346)	15,180 (11,626)	15,580 (11,906)	15,980 (12,186)	16,380 (12,447)	16,780 (12,707)	17,180 (12,967)
First Officer (P-4) .....	15,260 (11,682)	15,730 (12,011)	16,200 (12,330)	16,670 (12,635.50)	17,140 (12,941)	17,610 (13,246.50)	18,090 (13,558.50)	18,570 (13,870.50)	19,050 (14,182.50)	19,530 (14,494.50)	20,010 (14,806.50)	20,490 (15,118.50)	
Senior Officer (P-5) .....	19,120 (14,228)	19,660 (14,579)	20,200 (14,930)	20,740 (15,281)	21,280 (15,632)	21,830 (15,989.50)	22,380 (16,347)	22,930 (16,704.50)	23,480 (17,062)	24,030 (17,418)			
Principal Officer (D-1) ....	21,960 (16,074)	22,670 (16,535.50)	23,380 (16,997)	24,100 (17,460)	24,820 (17,892)	25,540 (18,324)	26,260 (18,756)						
Director (D-2) .....	26,410 (18,846)	27,110 (19,266)	27,810 (19,686)	28,520 (20,112)									
Assistant Secretary-General.	32,950 (22,722.50)												
Under-Secretary-General ..	36,850 (24,867.50)												

<sup>a</sup> The net equivalent of each salary step, after application of the Staff Assessment Plan, is shown in parentheses.

## ANNEX III

## Proposed schedule of post adjustments (additions or deductions) for the Professional and higher categories

(D = Rate of post adjustment applicable to staff with one or more primary dependants.

S = Rate of post adjustment applicable to staff members with no primary dependants.)

A. SCHEDULE OF POST ADJUSTMENTS (ADDITIONS) FOR AREAS WHERE COST OF LIVING IS HIGHER THAN AT THE BASE<sup>a</sup>

Level		Steps												
		I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII
		<i>United States dollars</i>												
Assistant Officer (P-1)	D	276	285	294	306	315	327	336	348	357	366			
	S	184	190	196	204	210	218	224	232	238	244			
Associate Officer (P-2)	D	351	363	375	384	396	405	414	426	438	447	456		
	S	234	242	250	256	264	270	276	284	292	298	304		
Second Officer (P-3)	D	426	438	450	462	474	486	498	510	522	537	549	561	573
	S	284	292	300	308	316	324	332	340	348	358	366	374	382
First Officer (P-4)	D	510	525	537	549	561	576	588	600	612	627	639	651	
	S	340	350	358	366	374	384	392	400	408	418	426	434	
Senior Officer (P-5)	D	612	624	639	651	663	675	690	702	717	729			
	S	408	416	426	434	442	450	460	468	478	486			
Principal Officer (D-1)	D	678	690	705	717	729	741	753						
	S	452	460	470	478	486	494	502						
Director (D-2)	D	753	771	786	804									
	S	502	514	524	536									
Assistant Secretary-General	D	912												
	S	608												
Under-Secretary-General	D	996												
	S	664												

<sup>a</sup> For each 5 per cent by which the cost of living in any area is above the base level, the above amounts of post adjustment shall be added to base

salaries of staff members serving in the area concerned.

B. SCHEDULE OF POST ADJUSTMENTS (DEDUCTIONS) FOR AREAS WHERE COST OF LIVING IS LOWER THAN AT THE BASE<sup>a</sup>

Level		Steps												
		I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII
		<i>United States dollars</i>												
Assistant Officer (P-1)	D and S	184	190	196	204	210	218	224	232	238	244			
Associate Officer (P-2)	D and S	234	242	250	256	264	270	276	284	292	298	304		
Second Officer (P-3)	D and S	284	292	300	308	316	324	332	340	348	358	366	374	382
First Officer (P-4)	D and S	340	350	358	366	374	384	392	400	408	418	426	434	
Senior Officer (P-5)	D and S	408	416	426	434	442	450	460	468	478	486			
Principal Officer (D-1)	D and S	452	460	470	478	486	494	502						
Director (D-2)	D and S	502	514	524	536									
Assistant Secretary General	D and S	608												
Under-Secretary-General	D and S	664												

<sup>a</sup> For each 5 per cent by which the cost of living in any area is below the base level, the above amounts of post adjustment shall be deducted from base

salaries of staff members serving in the area concerned.

## DOCUMENT A/7280

## Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[22 October 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report by the Secretary-General (A/7236) on the salary scales for the Professional and higher categories. It has also reviewed the relevant section of the report (ICSAB/XVI/1) of the International Civil Service Advisory Board, on which the Secretary-General's recommendations (see A/7236, annex I) are based and has obtained additional information and clarifications from the representatives of the Secretary-General.

2. The recommendation of ICSAB is that the present base salary scales for the Professional and higher categories—which were formulated by the Board in 1965 and adopted, with effect from 1 January 1966, by the General Assembly in resolution 2050 (XX) of 13 December 1965—should be increased, as an interim measure, by 5 per cent as from 1 January 1969. Furthermore, the Secretary-General has proposed that one class of post adjustment should be incorporated in the base salary with effect from the same date.

3. In its consideration of the question, the Advisory Committee examined:

(a) The reasons for an interim adjustment to the salary scales at this time;

(b) The validity of ICSAB's arguments that the adjustment should amount to 5 per cent of the present scales;

(c) The budgetary and administrative implications of the proposed adjustment.

## REASONS FOR AN INTERIM SALARY ADJUSTMENT

4. As regards the reasons for making an interim adjustment in the salary scales at this time, the Advisory Committee recalled that in paragraph 45 of its report on the salary scales of the Professional and higher categories to the General Assembly in 1965, it welcomed ICSAB's intention to undertake in 1966 a thorough review of the principles which should underlie the establishment of salaries for the International Civil Service. At that time the Committee expressed the belief that such a review:

"... should encompass, among other things, such matters as the effect of the present system on the remuneration of international staff serving in their own countries; the validity of the present comparisons between United Nations salaries and the salaries in the highest paid home civil service; the validity of the job comparisons between grades in the International Civil Service and national civil services; and also whether a salary scale which is in effect based on the scale of the country having the highest paid civil service should be considered as appropriate to the base city, regardless of the difference in the cost of living. . . ."<sup>77</sup>

5. The Board devoted attention to this question at its fourteenth, fifteenth and sixteenth sessions in 1966, 1967, and 1968. It concluded that, while the basic structure and its underlying principles need not be changed, it would be desirable to make future deter-

minations of the salary scales less dependent on comparisons with the levels of the civil service of one particular Member State as, broadly speaking, has been the case hitherto; an alternative method might be a study of what the Board called "world market rates" for the skills required by the organizations. The Board expressed the view that surveys of "world market rates" should not be undertaken more frequently than once in five years, and that they should cover not only a range of home civil services—fourteen were covered in the 1961 survey—but also various expatriate services, such as bilateral aid programmes, and relevant employment in public and private enterprises and universities. For the reasons given by ICSAB in paragraph 22 of its report, the Board and the Administrative Committee on Co-ordination are in agreement that it would be practicable and desirable to conduct the first such review in 1970. Hence, the earliest date on which the findings could be submitted for legislative consideration would be during the autumn of 1970, for possible implementation on 1 January 1971.

6. The Advisory Committee notes that the Board's thinking is still tentative as to the scope of the survey that would be necessary in order to determine "world market rates". The Committee trusts that such a survey would not be reduced to a search for the highest rates of pay, and that it would take into account the rates applicable in the various cities where there are concentrations of international civil servants, including the seats of the regional economic commissions. The Advisory Committee hopes that it will be possible for the Board to include in the report covering its seventeenth session in 1969 a separate chapter on the progress made on the study of "world market rates".

7. The Board has also expressed the opinion that provision should be made for adjusting base salaries, when necessary, during the interval between major reviews which would be relatively infrequent. In view of the desirability of avoiding identification with conditions in one country alone, the Board suggested that adjustments might be made on the basis of a composite index based on real income salary movements in the national civil services of the countries where the headquarters of the United Nations and the specialized agencies are located.

8. At its sixteenth session in July 1968, ICSAB had before it data supplied by the Governments of Austria, Canada, France, Italy, Switzerland, the United Kingdom and the United States of America, showing movements in national civil service salary rates since the adjustment of United Nations rates as a result of the work of the 1956 Salary Review Committee. These data were analysed using the unweighted average of the seven national indices, and also three different methods of weighting. The Advisory Committee has been informed that there was a large degree of consistency between the results obtained and that all four methods showed that, in real income terms, United Nations salaries have lagged behind national civil service salaries. Having analysed the data available to it which covered the period to 31 December 1967, the Board reached the conclusion that a delay in any adjustment until January 1971—the earliest date on which the

<sup>77</sup> Official Records of the General Assembly, Twentieth Session, Annexes, agenda item 77, document A/6056, para. 45.

findings of a new major survey could be implemented—would be unreasonably long. Accordingly it recommended that an interim salary adjustment be made on 1 January 1969.

9. The Advisory Committee noted from the Board's report that its decision to recommend an interim salary adjustment on 1 January 1969 had been reached in full knowledge of the shortcomings of the present system of comparing United Nations salary scales with those of national civil services. The information on the recruitment difficulties experienced by the United Nations, which was provided by the Secretary-General to the Advisory Committee during its consideration of the question of salary rates, lends added weight to ICSAB's recommendation. Having analysed the reports of ICSAB and the Secretary-General, the Committee agreed with their conclusion that it would be undesirable to postpone a revision of the United Nations salary scales until after the 1970 survey, and that an interim salary adjustment on 1 January 1969 is warranted.

#### AMOUNT OF AN INTERIM SALARY ADJUSTMENT

10. The remuneration of United Nations officials in the Professional and higher categories consists of the base pay, a post adjustment factor which varies with the duty station, and, as appropriate, dependency allowances. The base pay is subject to deduction of staff assessment which, unlike national taxation systems, makes no allowance for the number of dependents or other factors affecting an individual's income.

11. The role of post adjustment—which is not subject to staff assessment—is to compensate for differences in the cost of living between duty stations, so that the purchasing power of United Nations salaries should be, broadly speaking, the same in all parts of the world. As was recommended by ICSAB, the cost of living at Geneva, the base city, was deemed for post adjustment purposes, to have been 105 on 1 January 1966. For each 5 per cent by which the cost of living at a given duty station exceeds 100 on the Geneva base, the post adjustment for staff with dependants amounts to approximately 4.4 per cent of net salary at the P-1 level, decreasing to 4.0 per cent at the D-2 level and above. The amount for staff without dependants is two-thirds of that for staff with dependants. In places where the post adjustment index is at least 5 per cent below 100 on the Geneva base, there is a corresponding deduction from the base salary.

12. In addition to helping maintain a broad parity of remuneration, in real terms, as between duty stations, the post adjustment system also protects salaries to a great extent from erosion due to inflationary pressures in a given locality between salary reviews. New York is currently in class 6 for post adjustment purposes and Geneva is expected by the Secretary-General to qualify for class 3 in 1969.

13. The Board observed that the statistical data submitted to it at its 1968 session by the Governments of the seven headquarters States led it to the conclusion that between October 1964 and 31 December 1967, real incomes in the seven national civil services, as reflected in the composite index, increased by about 2.5 per cent, while real incomes in the United Nations system decreased over the same period by about 1.5 per cent, as a result of the fact that post adjustment increases do not provide full compensation for cost-of-living increases. Thus, in the Board's opinion, the

movement of outside gross salaries, measured in real terms, was about 4 per cent greater than the corresponding movement of United Nations gross salaries.

14. In arriving at its final recommendation, the Board also kept in mind three additional factors. First, the salary adjustment on 1 January 1966 did not provide full compensation for the lag in real incomes in the United Nations system which had developed between 1956—when the Salary Review Committee carried out its survey—and 1964. Secondly, bearing in mind the fact that by 1 January 1969 the latest index figures available to it would be one year out of date, the Board was of the opinion that some allowance should be made for developments in 1968. Thirdly, the Board felt that the composite index would continue to rise in the course of 1969 and 1970. The Board reached the conclusion that the figure of 1 per cent could be considered to be suitable recognition of the aforesaid three factors.

15. The Board recognized that a degree of judgement must be exercised in arriving at a recommendation for an appropriate interim salary adjustment. The Board's recommendation, which has since been endorsed by ACC, is that an interim salary adjustment be made on 1 January 1969 in the amount of 5 per cent—4 per cent on the basis of changes from 1964 to 1967, plus 1 per cent as explained in the preceding paragraph—on gross salaries.

16. While endorsing the Board's recommendations, the Secretary-General suggested that it would also be desirable to consolidate one class of post adjustment—at the dependency rate—into the base scales, particularly in view of the fact that some duty stations are now in post classification 6 (as, for example, New York) or higher. In the Secretary-General's opinion it is undesirable that so high a proportion of remuneration should be payable in the form of non-pensionable cost-of-living adjustments since, in practice, the attractiveness of the pay scales, in terms of recruiting and retaining staff from high salary areas, is thereby diminished. The Secretary-General indicates that consolidation would have little effect on the over-all remuneration of staff with dependants since it would represent a reduction in the amount paid as post adjustment balanced by an increase in the amount of base salary. The over-all net remuneration of staff without dependants, who receive only two-thirds of the post adjustment for staff with dependants, would be increased as a result of the consolidation by an amount equal to the difference between the dependency rate and the single rate for one class of post adjustment.

17. The present base salary scales, as approved by the General Assembly in resolution 2050 (XX) of 13 December 1965, are shown in annex I; annex II gives the base scales proposed by the Secretary-General. In both cases, the net amounts, after deduction of staff assessment, are shown in parentheses. The proposed schedule of post adjustments, showing additions (or deductions) per class of post adjustment at the dependency and the single rates, is given in annex III.

18. The tables in annexes I and II do not show the over-all remuneration of staff, since post adjustment and dependency allowances—which vary depending on duty station and family circumstances, respectively—are not included. By way of illustration, the present and proposed over-all remuneration of staff at grade D-2, step III, grade P-4, step VII, and grade P-2, step VI, serving in New York and Geneva, are given in the following table:

Grade	New York				Geneva			
	Single staff member		Married staff member without children		Single staff member		Married staff member without children	
	Present amount	Prepaid amount	Present amount	Proposed amount	Present amount	Prepaid amount	Present amount	Proposed amount
<i>United States dollars</i>								
<i>D-2, step III</i>								
Gross salary .....	25,350	27,810	25,350	27,810	25,350	27,810	25,350	27,810
Less: staff assessment .....	7,140	8,124	7,140	8,124	7,140	8,124	7,140	8,124
Net salary .....	18,210	19,686	18,210	19,686	18,210	19,686	18,210	19,686
Post adjustment <sup>a</sup> .....	2,880	2,620	4,320	3,930	960	524	1,440	786
Dependency allowance <sup>b</sup> .....	—	—	400	400	—	—	400	400
TOTAL	21,090	22,306	22,930	24,016	19,170	20,210	20,050	20,872
<i>P-4, step VII</i>								
Gross salary .....	16,480	18,090	16,480	18,090	16,480	18,090	16,480	18,090
Less: staff assessment .....	3,968	4,531.50	3,968	4,531.50	3,968	4,531.50	3,968	4,531.50
Net salary .....	12,512	13,558.50	12,512	13,558.50	12,512	13,558.50	12,512	13,558.50
Post adjustment <sup>a</sup> .....	2,160	1,960	3,240	2,940	720	392	1,080	588
Dependency allowance <sup>b</sup> .....	—	—	400	400	—	—	400	400
TOTAL	14,672	15,518.50	16,152	16,898.50	13,232	13,950.50	13,992	14,546.50
<i>P-2, step VI</i>								
Gross salary .....	10,600	11,640	10,600	11,640	10,600	11,640	10,600	11,640
Less: staff assessment .....	2,180	2,492	2,180	2,492	2,180	2,492	2,180	2,492
Net salary .....	8,420	9,148	8,420	9,148	8,420	9,148	8,420	9,148
Post adjustment <sup>a</sup> .....	1,488	1,350	2,232	2,025	496	270	744	405
Dependency allowance <sup>b</sup> .....	—	—	400	400	—	—	400	400
TOTAL	9,908	10,498	11,052	11,573	8,916	9,418	9,564	9,953

<sup>a</sup> Calculated at class 6 for New York and class 2 for Geneva for present rates, and class 5 for New York and class 1 for Geneva for proposed rates.

<sup>b</sup> Staff members with children receive an additional dependency allowance of \$300 per child, and an education grant, as appropriate.

19. In its consideration of the report of the Secretary-General and of the recommendation of ICSAB on which that report is based, the Advisory Committee did not attempt to duplicate the detailed study of this subject conducted by the Board. Bearing in mind, however, the objective nature of the statistical data submitted to the Board and the fact that it was of the opinion that, despite the known imperfections of the current system, the present salary scales provide a valid starting point for an interim adjustment, the Advisory Committee recommends to the General Assembly that the present salary scales for the Professional and higher categories be increased, as from 1 January 1969, by 5 percent, as recommended by ICSAB, and by the consolidation of one class of post adjustment proposed by the Secretary-General.

#### BUDGETARY AND ADMINISTRATIVE IMPLICATIONS OF THE PROPOSED INTERIM SALARY ADJUSTMENT

20. Whereas ICSAB, under its terms of reference, considers the question of an interim salary adjustment merely on the merits of the case *per se*, the Advisory Committee must look at the over-all administrative and financial consequences of any recommendation it makes.

21. The Advisory Committee has been informed that the total financial implications of the proposed interim salary adjustment would amount to \$5,300,000 for the United Nations family of organizations as a whole. On the basis of the number of posts recommended by the Advisory Committee in its report (A/7207) on

the budget estimates for 1969, the additional expenditures for the United Nations are estimated by the Secretary-General at \$3,741,300. The increased income from staff assessment is estimated at \$1,387,800. The net addition to the amount to be covered by assessments on Member States is \$2,391,100. The Secretary-General arrives at these figures on the basis of the following calculations:

[Same table as the one which appears in paragraph 13 of document A/7236, above.]

22. The United Nations family of organizations cannot be insulated from upward salary trends in the countries where the largest concentrations of international civil servants are located, and it would be unrealistic to expect staff to accept rates of remuneration lower than they could command outside. From an administrative point of view a lag in United Nations salaries tends to erode the grading structure in the secretariats of the organizations belonging to the common system. It also adds to staff turnover and to the expenses related to the recruitment and termination of staff. Furthermore, from the operational point of view, recruitment difficulties and a large number of vacancies tend to delay important activities.

23. Despite the considerable financial implications of the proposed interim adjustment, the Advisory Committee concluded that there was justification for such an adjustment. At the same time, the Committee feels bound to refer to paragraph 141 of its report (A/7207) on the budget estimates for 1969, concerning the utilization and level of staff resources.

RECOMMENDATIONS OF THE ADVISORY COMMITTEE

24. In the light of the above considerations and on the basis of its analysis of the report by the Secretary-General and of the recommendation of ICSAB, the Advisory Committee recommends that the General Assembly approve, effective 1 January 1969, the following gross base salary scales for staff in the Professional and higher categories, as proposed by the Secretary-General:

Under-Secretary-General ..	\$36,850
Assistant Secretary-General.	\$32,950
Director (D-2) .....	\$26,410 by two increments of \$700 and one of \$710 to \$28,520
Principal Officer (D-1) ...	\$21,960 by increments of \$710 to \$23,380, and then by increments of \$720 to \$26,260
Senior Officer (P-5) .....	\$19,120 by increments of \$540 to \$21,280, and then by increments of \$550 to \$24,030

First Officer (P-4) .....	\$15,260 by increments of \$470 to \$17,610, and then by increments of \$480 to \$20,490
Second Officer (P-3) .....	\$12,380 by increments of \$400 to \$17,180
Associate Officer (P-2) ...	\$ 9,940 by increments of \$340 to \$12,660, and then by increments of \$350 to \$13,360
Assistant Officer (P-1) ....	\$ 7,600 by increments of \$310 to \$10,390

25. The post adjustment rates would be correspondingly increased to the amounts shown in annex III.

26. If the General Assembly approves these recommendations, the additional amounts for deductions under the relevant sections of the budget for 1969 would be as follows:

*[Same table as the one which appears in paragraph 14 of document A/7236, above.]*

## Annexes

## ANNEX I

Salary scales<sup>a</sup>

EFFECTIVE 1 JANUARY 1966

Level	Steps												
	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII
	<i>United States dollars</i>												
Assistant Officer (P-1) .....	6,920 (5,690)	7,200 (5,900)	7,480 (6,110)	7,760 (6,320)	8,040 (6,530)	8,320 (6,740)	8,600 (6,950)	8,880 (7,160)	9,160 (7,370)	9,440 (7,580)			
Associate Officer (P-2) .....	9,050 (7,287.50)	9,360 (7,520)	9,670 (7,752.50)	9,980 (7,985)	10,290 (8,203)	10,600 (8,420)	10,910 (8,637)	11,220 (8,854)	11,530 (9,071)	11,840 (9,288)	12,150 (9,505)		
Second Officer (P-3) .....	11,270 (8,889)	11,630 (9,141)	11,990 (9,393)	12,350 (9,645)	12,710 (9,897)	13,070 (10,149)	13,430 (10,401)	13,790 (10,653)	14,150 (10,905)	14,510 (11,157)	14,870 (11,409)	15,230 (11,661)	15,590 (11,913)
First Officer (P-4) .....	13,900 (10,730)	14,330 (11,031)	14,760 (11,332)	15,190 (11,633)	15,620 (11,934)	16,050 (12,232.50)	16,480 (12,512)	16,910 (12,791.50)	17,340 (13,071)	17,770 (13,350.50)	18,200 (13,630)	18,630 (13,909.50)	
Senior Officer (P-5) .....	17,400 (13,100)	17,900 (13,435)	18,400 (13,760)	18,900 (14,085)	19,400 (14,410)	19,900 (14,735)	20,400 (15,060)	20,900 (15,385)	21,400 (15,710)	21,900 (16,035)			
Principal Officer (D-1) .....	20,000 (14,800)	20,650 (15,222.50)	21,300 (15,645)	21,950 (16,067.50)	22,600 (16,490)	23,250 (16,912.50)	23,900 (17,335)						
Director (D-2) .....	24,050 (17,430)	24,700 (17,820)	25,350 (18,210)	26,000 (18,600)									
Assistant Secretary-General ...	30,000 (21,000)												
Under-Secretary-General .....	33,500 (23,050)												

<sup>a</sup> The net equivalent of each salary step, after application of the Staff Assessment Plan, is shown in parentheses.



## ANNEX II

**Proposed salary scales for the Professional and higher categories reflecting a 5 per cent increase in gross salaries and the incorporation of one class of post adjustment**

[Same table as the one which appears in annex II of document A/7236, above.]

Post classifications circulars Nos. 125 and 126, of 26 June and 29 July 1968, respectively, indicate that the classification of the cities where the headquarters of the United Nations, the specialized agencies, the regional economic commissions and certain other major United Nations offices are located is as follows:

Country	City	Post classification	Effective date (if within past twelve months)
Austria	Vienna .....	1	1 January 1968
Canada	Montreal .....	2	1 November 1967
Chile	Santiago .....	1	
Congo (Democratic Republic of)	Kinshasa .....	1	
Ethiopia	Addis Ababa .....	4	
France	Paris .....	6	1 April 1968
India	New Delhi .....	0	1 February 1968
Italy	Rome .....	3	
Lebanon	Beirut .....	0	
Netherlands	The Hague .....	2	1 December 1967
Switzerland	Geneva .....	2	
Thailand	Bangkok .....	3	
United Arab Republic	Cairo .....	0	
United Kingdom	London .....	A <sup>a</sup>	
United States of America	New York .....	6	1 July 1968
	Washington, D.C., } and elsewhere }	4	1 July 1968

<sup>a</sup> Minus adjustment.

If the General Assembly approves the proposed salary revision, the schedule of post classifications as of 1 January 1969 will be calculated on the basis of 100/105 of the old index on that date. The resultant change will normally be a reduction

by one class of post adjustment, unless the cost-of-living has, by that date, risen by five points since the current classification was put into effect.

### Sections 3, 8, 9 and 10

#### *Accommodation at Headquarters: rental of outside office space*

#### DOCUMENT A/C.5/1182

#### Report of the Secretary-General

[Original text: English]  
[30 October 1968]

#### INTRODUCTION

1. In a report<sup>78</sup> submitted to the General Assembly at its twenty-first session, the Secretary-General drew attention to the critical space problem which had existed at Headquarters for some time in respect of office accommodation, as well as the overcrowding of other essential facilities, including those for delegates. In the Secretary-General's view, it was necessary to give urgent consideration to a short-term as well as a long-term solution. To meet immediate requirements, especially those related to office accommodation, the only practical possibility appeared to be the rental of outside premises; to provide for general long-term needs there

was no alternative but to consider the construction of a new building and implementation of the proposals<sup>79</sup> which had been submitted to the Assembly at its eighteenth session in regard to certain alterations and improvements of the existing premises.

2. In the course of its consideration of this matter, the Fifth Committee was informed<sup>80</sup> by the Secretary-General that an offer had been received from a group of civic leaders and foundations in New York—the East River-Turtle Bay Fund, Inc., currently known as the Fund for Area Planning and Development, Inc.—to arrange for the availability, as a donation to the United

<sup>79</sup> *Ibid.*, Eighteenth Session, Annexes, agenda item 58, document A/C.5/993.

<sup>80</sup> *Ibid.*, Twenty-first Session, Fifth Committee, 1160th meeting, paras. 51-56.

<sup>78</sup> *Ibid.*, Twenty-first Session, Annexes, agenda item 74, document A/C.5/1062.

Nations, of a building site contiguous to the Headquarters premises and to undertake a study, at the expense of the Fund, of the suitability of this site for possible use by the Organization. In the circumstances, no definite course of action was decided upon by the General Assembly at its twenty-first session, pending receipt of a further report by the Secretary-General which would take the result of this study into account.

3. A separate report on the possibility of new construction based on the offer made in 1966 by the Fund for Area Planning and Development, Inc. will be submitted to the General Assembly at its current session.

4. The purpose of the present report is to inform the Assembly of the current office space situation at Headquarters and to seek its views on outside rental arrangements as a temporary measure as from the beginning of 1969.

#### CURRENT OFFICE SPACE SITUATION

5. The Headquarters facilities are overcrowded to such an extent that the efficiency of the work of the Secretariat is being seriously impaired. The following information is indicative of the magnitude of the difficulties and problems involved:

(a) The 7th to 37th floors<sup>81</sup> of the Secretariat Building were originally designed to accommodate a staff of approximately 2,640 during the first year of occupancy, namely, 1950, with some provision for expansion in subsequent years. In June 1968, the staff accommodated in the same area was 3,501. This significant increase in the total number of staff to be accommodated within the limits of the present premises made it necessary to take the following initial measures: full occupation of all vacant office space already in existence; conversion into office space of various areas originally designed for other purposes, such as the storage of documents and archives; and the introduction of austerity standards in the allocation of space to staff. In due course, after the relief offered by these measures had been exhausted and as more staff had to be accommodated, overcrowding became unavoidable.

(b) In 1965 and 1966 the Secretary-General was much to his regret compelled to ask the secretariats of UNDP and UNICEF to move to premises outside the Headquarters buildings. UNDP and UNICEF are now renting 111,000 sq. ft. of office space in the nearby Alcoa Building at a yearly cost of approximately \$782,000.

(c) As of the end of June 1968, applying present austerity standards, it is estimated that there was a shortage of approximately 28,000 sq. ft. (2,601 sq. m.) of office space,<sup>82</sup> or the equivalent of more than two floors of the Secretariat Building. This shortage would be much more pronounced if the standards used for the planning of modern office buildings and for buildings for international organizations were to be applied. The Secretary-General considers that the point has been reached where it is not possible, without adverse effects on the performance of the Secretariat, to gain additional space by reducing still further the present minimum standards for the allocation of space.

<sup>81</sup> The first six floors, in which are located the lobby, the Press area, the communications area, the cafeteria, the Health Service, the bank and other services, could not be considered as standard office floors. The 38th floor, being the Executive Office floor with special requirements for small conference rooms and other areas, is also left out of account.

<sup>82</sup> Not included in the calculation of office space are special use areas, such as message centres, archives and storage areas.

(d) There is no office space available which can be specifically used to accommodate either permanent or temporary staff hired during the latter half of 1968, for visiting missions and personnel, or for staff to be hired in 1969. In certain areas, particularly in the Department of Economic and Social Affairs, the shortage of space is so acute that, despite temporary measures—*ad hoc* locations throughout the buildings, rotating occupancy during absence on leave and on official business and some sharing of offices—additional offices are needed to enable the Department to discharge its functions efficiently. It is estimated that for that Department alone, 15,000 sq. ft. (1,394 sq. m.) would be required to alleviate overcrowding and to house staff who will have been appointed by December 1968.

(e) In addition to office space, all the main servicing areas throughout the buildings are overtaxed. For instance, the services for the reproduction, distribution and storage of documents are at present located in overcrowded and non-functional premises in the second and third basements, to the detriment of the efficiency of the operations involved. There is not enough space to accommodate adequately classrooms and laboratory facilities of the language programmes and to provide for their efficient operation. The Press facilities in the Secretariat Building are also overcrowded.

#### POSSIBILITY OF TRANSFER OF FUNCTIONS TO OTHER LOCATIONS

6. In the course of the general discussion on the question of accommodation at Headquarters in the Fifth Committee during the twenty-first session of the General Assembly, certain delegations had expressed the view<sup>83</sup> that, in the search for suitable and functional facilities to meet the Organization's needs, the possibility of relieving the situation in New York by transferring certain units to other locations, such as Geneva, should not be overlooked. The issue was also examined and a similar view expressed by the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies.<sup>84</sup>

7. The Secretary-General has studied this possibility in close co-operation with the Administrator of UNDP, the Executive Director of UNICEF, the Under-Secretaries-General and Assistant Secretaries-General of the United Nations at Headquarters and the Director-General of the United Nations Office at Geneva. The consensus of the heads of substantive departments and offices was that the transfer of any of their respective units from Headquarters would not be in the best interest of their work and/or of economy; the heads of service units (administrative, conference and general) pointed out that, naturally, their units must be located where the services are required. In any event, the premises of the United Nations Office at Geneva and those of the regional economic commissions are at present also filled to capacity. In Geneva alone, it has been necessary for some time to rent some 200 offices in outside premises on a fairly continuing basis.

#### CONSTRUCTION OF TEMPORARY BUILDINGS AS AN ALTERNATIVE TO RENTALS

8. As an alternative to rentals, the Secretary-General has also explored the possibility of constructing tem-

<sup>83</sup> See *Official Records of the General Assembly, Twenty-first Session, Annexes*, agenda item 74, document A/6631, para. 37.

<sup>84</sup> *Ibid.*, agenda item 80, document A/6343, paras. 105-107.

porary buildings in the park located at the north end of the Headquarters site. It is estimated that the construction of temporary buildings to accommodate approximately 800 persons for a period of four years would amount roughly to \$2.9 million, not including the upkeep and cleaning of these premises. The construction of temporary buildings would, of course, assume their eventual replacement by permanent facilities, so that there would also be the additional cost of dismantling the temporary structures and the restoration of the park area. Taking all cost factors into consideration, it would appear that for the period of time for which temporary facilities would be planned for use, their construction, maintenance and dismantling would be more expensive than the rental of a comparable amount of space. Furthermore, the construction of such buildings would, of course, be detrimental to the general appearance of the Headquarters site and would restrict the use of the park. On balance, the Secretary-General considers that for a period of four years the rental of premises is preferable to the construction of temporary buildings.

#### RENTAL OF OUTSIDE OFFICE SPACE AS A SHORT-TERM SOLUTION

9. From the point of view of cost effectiveness the rental of outside office space does not commend itself as a long-term solution. Moreover the physical separation of offices which would be involved would be a serious impediment to the efficient conduct of the Secretariat's activity. Nevertheless, the Secretary-General feels that the only course of action open to him under existing circumstances is to propose for consideration by the General Assembly the possibility of renting nearby premises to meet requirements until a new building can be made available to the Organization.

#### ESTIMATED OUTSIDE SPACE REQUIREMENTS

10. On the assumption that the question of new construction will be decided upon by the General Assembly at its twenty-fourth session, the minimum period during which such outside rentals might be required would be from early in 1969 to 31 December 1972. The amount of space to be rented from 1969 to 1972 will depend on the anticipated rate of growth of the Headquarters staff during that period. There is, of course, an element of conjecture in any method chosen to evaluate such a rate. For all practical purposes, however, it would seem reasonable to proceed on the basis of the following facts and assumptions:

(a) All available office space is currently fully occupied, with a large proportion of the staff working in overcrowded conditions;

(b) To accommodate adequately the total number of staff authorized for 1968 alone it will be necessary to seek additional outside space equivalent to 65 offices and related accommodation for secretarial assistance<sup>85</sup> in order to meet the most urgent needs of the Department of Economic and Social Affairs (50 offices) as well as the more pressing needs of certain other departments (15 offices);

(c) Some 158 additional staff members will need to be accommodated in 1969, taking into account 223

new established posts<sup>86</sup> recommended by the Advisory Committee on Administrative and Budgetary Questions for that year (see A/7207), and 28 posts to be financed from various extra-budgetary sources, for a total of 251, reduced by 93 posts already filled on a temporary assistance basis or by incumbents who do not need office space (guides and manual workers);

(d) Based on the rate of growth during the period 1965 to 1969, additions to the staff at Headquarters during the period 1970 to 1972, in the form of new posts authorized under the regular budget or those financed from extra-budgetary sources, may be estimated at 155 per year, or an average annual growth of 3.9 per cent.<sup>87</sup>

11. In addition to space required for staff increases, a special accommodation problem exists in respect of the language training programme, which, for practical reasons (including the fact that some staff members attend classes during regular working hours), it is felt should continue to be provided for within existing United Nations office premises.

12. Present facilities consist of 12 classrooms on the 39th floor of the Secretariat Building and 2 on the 6th floor, with a total seating capacity of 320. In addition, it has been necessary to utilize on an *ad hoc* basis a number of small conference rooms on various other floors as and when these facilities can be made available. The latter arrangements are not only most uncertain but seriously hamper the proper planning of the teaching operation.

13. The programme also has at its disposal a "language laboratory" of 616 sq. ft. (57 sq. m.) on the 6th floor, equipped with 18 booths and a monitoring console.

14. In order to implement fully the accelerated language instruction programme called for by the General Assembly in its resolution 2359 B (XXII), of 19 December 1967, it is considered that a total of 25 classrooms with a total seating capacity of 500 would be required. In addition, it would be necessary to expand the present language laboratory to accommodate 40 booths and 2 consoles as well as storage space for recording tapes. Finally, additional space would be needed for a teachers' common room and for expansion of the existing examination facilities and related office space. To meet the most immediate of these needs, including the provision of 11 additional classrooms, it is estimated that some 57 staff members will have to be relocated in outside premises.

15. It should be taken into account, furthermore, that the 39th floor, on which the greater proportion of the existing facilities are located, is an area for machinery and not originally intended for occupation. Its use for classroom purposes can, therefore, be considered to be no more than a purely temporary measure. Plans for permanent conversion of this floor for normal uses were considered but abandoned because of difficulties of access and the excessive cost involved. It is evident, moreover, that the total accommodation needs of the language training programmes can only be adequately met after a major addition to existing United Nations facilities has become available. On this understanding, a separate report will be submitted to the General

<sup>86</sup> Including posts recommended for Headquarters under section 3, chapter I, sections 13-16, sections 20 and 21, and income sections 3 and 4.

<sup>87</sup> Combined average based on an average annual percentage increase of 3.1 per cent for posts under the regular budget and 18 per cent for posts under extra-budgetary programmes.

<sup>85</sup> Approximately 15,000 sq. ft. (1,394 sq. m.) gross.

Assembly at its current session proposing a minimum programme of alterations and improvements, at an estimated cost of \$29,700, to provide acceptable working conditions on the 39th floor pending the provision of permanent facilities elsewhere in due course.

## TOTAL SPACE REQUIREMENTS AND COSTS

16. On the basis of the above-mentioned assumptions the following table provides tentative estimates of outside space requirements and related rental and operational costs during the period 1969 to 1972.

Year	Number of staff to be accommodated	Area needed, in sq. ft. (sq. m.)	Estimated costs		
			Rental	Other costs <sup>a</sup>	Total
<i>United States dollars</i>					
1969 .....	345	51,600 (4,794)	464,400	97,200	561,600
1970 .....	500	74,850 (6,954)	673,600	101,600	775,200
1971 .....	655	98,100 (9,113)	882,900	138,700	1,021,600
1972 .....	810	121,350 (11,273)	1,092,100	156,500	1,248,600
TOTAL, 1969-1972			3,113,000	494,000	3,607,000

<sup>a</sup> Including costs for Buildings Management Service staff, telephone installations and removal.

17. The space requirements given in the table above have been costed at \$9 per square foot, being an average of current rental costs in the Headquarters area. Because actual costs may vary, depending upon the location and condition of the particular premises to be rented, and because there is at the moment an upward spiral in rental costs, the cost estimates which have been provided must be considered as very tentative.

18. A number of practical problems may also be expected, once the search for suitable outside premises is undertaken. It is highly unlikely, for instance, that it will be possible to rent in a single building the total amount of space which may be required during the period 1969 to 1972. It may also prove difficult to obtain space on short notice or on the basis of relatively short-term lease. In general, space available in existing buildings in the area or in buildings under construction is very much in demand at the present time.

19. In the circumstances, any decision the General Assembly may take on the rental question should provide the Secretary-General with sufficient leeway to enter into such arrangements in 1969 as in his judgement are in the best interests of the Organization from

a purely practical point of view. Bearing in mind that it would be desirable to seek premises as close to the Headquarters buildings as possible and at a minimum of separate locations, it may well be necessary to rent space which in total terms would be in excess of immediate requirements, although advantageous in all other respects. Accordingly, the Secretary-General proposes that he should be authorized to enter, if necessary, into commitments in 1969 up to the level of requirements deemed adequate for 1970. In this event, every effort will be made to sublease on a short-term basis space not immediately required.

20. Should the foregoing proposals be acceptable to the General Assembly, the Secretary-General would request authority to rent outside space in 1969 up to an area of approximately 75,000 sq. ft. (6,967 sq. m.). For this purpose it would be necessary to appropriate an amount of some \$770,000 for that year, comprising \$673,000 under section 9 for rental costs, \$45,500 under section 3 for additional messengers, security staff and a driver, \$3,500 under section 8 for the acquisition of a truck for mail and documentation deliveries and \$48,000 under section 10 for the removal of furniture and equipment from the Headquarters buildings to the rented premises and for the installation of telephones.

## DOCUMENT A/7341

## Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[20 November 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered a report of the Secretary-General (A/C.5/1182) in which he informs the General Assembly of the current office and related space situation at Headquarters, and seeks its views on proposed outside rental arrangements as a temporary measure as from the beginning of 1969.

2. The Secretary-General reports that the Headquarters facilities are overcrowded to such an extent

that the efficient conduct of the work of the Secretariat is being seriously impaired. As an indication of the magnitude of the difficulties and problems involved, the Secretary-General points out that whereas in 1950 the 7th to 37th floors of the Secretariat building were designed to accommodate a staff of approximately 2,640, with some provision for expansion in subsequent years, in June 1968 the staff accommodated in the same area was 3,501. Although measures have therefore been

taken to ensure full occupancy of all existing office space, to convert into office space areas originally designed for other purposes, such as that for the storage of documents and archives, and to introduce austerity standards for the allocation of space to staff, the addition of new staff has resulted in unavoidable overcrowding.

3. It is pointed out that as of the end of June 1968, there was a shortage of approximately 28,000 sq. ft. (2,601 sq. m.) of office space, representing more than two floors of the Secretariat Building. According to the Secretary-General, there is no office space available which can be specifically used to accommodate either permanent or temporary staff hired during the latter part of 1968, visiting missions and personnel, or staff to be hired in 1969. He considers particularly acute the situation in the Department of Economic and Social Affairs, which, despite the application of temporary stop-gap measures, requires additional space of the order of 15,000 sq. ft. (1,394 sq. m.), the equivalent of one floor of the Secretariat Building, to alleviate overcrowding and to house staff who will be appointed by December 1968.

4. The Secretary-General also observes that the main servicing areas throughout the building are over-taxed and refers in particular to the services for the reproduction, distribution and storage of documents, which are located in overcrowded and non-functional premises in the second and third basements, to the detriment of the efficiency of the operations involved. Mention is also made of the overcrowded Press facilities in the Secretariat Building and the inadequacy of the space available to accommodate the classrooms for the language training programmes and related "language laboratory" facilities to provide for their efficient operation. The latter requirement is dealt with in part in separate reports of the Secretary-General (A/C.5/1185) and the Advisory Committee (A/7340).

5. The Secretary-General states that he has studied the possibility of relieving the situation in New York by the transfer of certain units to other locations, such as Geneva. Accordingly, consultations were held with the Administrator of UNDP, the Executive Director of UNICEF, the Under-Secretaries-General and the Assistant Secretaries-General of the United Nations at Headquarters and the Director-General of the United Nations Office at Geneva. The consensus of the heads of substantive departments and offices was that—inasmuch as their units must be located where the services are required—such transfers from Headquarters would not be in the best interest of their work and/or of economy. It was noted that the premises of the United Nations Office at Geneva and those of the regional economic commissions are at present also filled to capacity.

6. Consideration was also given to the possibility of constructing of temporary buildings on the Headquarters site to accommodate approximately 800 persons for a period of four years. It is estimated that the cost of such buildings would amount to roughly \$2.9 million, which does not include the cost of their eventual dismantlement and the restoration of the park area in the event that they are subsequently replaced by permanent facilities on a different site. On balance, the Secretary-General considers that the rental of premises is preferable to the construction of temporary facilities to cover the four-year period until a new building can be made available to the Organization. The Secretary-General's proposals for new con-

struction at Headquarters are contained in document A/C.5/1183; the Advisory Committee's report thereon will be issued shortly.

#### ESTIMATED OUTSIDE SPACE REQUIREMENTS

7. In presenting his estimates of outside space requirements, the Secretary-General has proceeded on the assumption that the question of new construction at Headquarters will be decided upon by the General Assembly at its twenty-fourth session in 1969, and that the minimum period during which outside rentals might be required would be from early in 1969 to 31 December 1972. The Secretary-General has based his requirements on a number of facts and assumptions, which are related primarily to the anticipated rate of growth of the Headquarters staff during that period. These facts and assumptions are summarized in the Secretary-General's report as follows:

[See document A/C.5/1182, para. 10, sub-paragraphs (a) to (d), above.]

8. In paragraphs 11 through 15 of his report, the Secretary-General refers to a special accommodation problem which exists in respect of the language training programme, to which reference is also made in paragraph 4 above. Present facilities consist of twelve classrooms on the 39th floor and two on the 6th floor of the Secretariat building, with a total seating capacity of 320 persons. Additionally, small conference rooms on various other floors have been used on an *ad hoc* basis whenever available. There is also a "language laboratory" of 616 sq.ft. (57 sq.m.) on the 6th floor, which is equipped with 18 booths and a monitoring console. The Secretary-General considers that in order to implement fully the accelerated language instruction programme called for by General Assembly resolution 2359 B (XXII), of 19 December 1967, a total of 25 classrooms with a total seating capacity of 500 would be required, plus expansion of the language laboratory to accommodate 40 booths and 2 consoles as well as storage space for recording tapes. Additional space would also be required for a common room for the teachers and for expansion of the examination facilities and related office space. To meet the most immediate of these needs, including the provision of 11 new classrooms, it is estimated that some 57 staff members will have to be relocated in outside premises. The Secretary-General also refers to his proposal (see A/C.5/1185) for a minimum programme of alterations and improvements of the 12 classrooms located on the 39th floor of the Secretariat Building and to the Advisory Committee's report thereon (A/7340).

#### TOTAL SPACE REQUIREMENTS AND COSTS

9. The total outside space requirements and related rental and operational costs during the four-year period 1969 to 1972 are set forth in the table included in the Secretary-General's report. The space requirements as such have been costed at an average rental of \$9 per square foot (approximately \$96.90-\$99 per square metre). Such cost is subject to variation depending upon the location and condition of the particular premises to be rented, taking into account the present upward spiral in rental costs. The average cost may also be affected should the Secretary-General have to resort to rental of the total estimated required space in more than one building. Accordingly, the Secretary-General suggests that the General Assembly provide him with sufficient

leeway to enter into such arrangements in 1969 as are, in his judgement, in the best interests of the Organization from a purely practical point of view. Additionally, he considers that it would be desirable to seek premises as close as possible to the Headquarters buildings and at a minimum of separate locations, and that it may be necessary to rent space in excess of immediate requirements. The Secretary-General, therefore, suggests that he be

authorized to enter, if necessary, into commitments in 1969 up to the level of requirements he deems adequate for 1970 on the understanding that every effort will be made to sublease, on a short-term basis, space not immediately required.

10. On the basis of the foregoing considerations, the Secretary-General proposes the following requirements for the period 1969 to 1972:

Year	Number of staff to be accommodated	Related rental costs	Other costs*	Total estimated cost
<i>United States dollars</i>				
1969 .....	345	464,400	97,200	561,600
1970 .....	500	673,600	101,600	775,200
1971 .....	655	882,900	138,700	1,021,600
1972 .....	810	1,092,100	156,500	1,248,600

\* Including costs for Buildings Management Service staff and security staff, removal and telephone installations.

Approval of the Secretary-General's proposal to lease space in 1969 up to the level anticipated for 1970 would increase rental costs in 1969 from \$464,400 to some \$673,600, and the total estimated cost for 1969 from \$561,600 to approximately \$770,000.

#### OBSERVATIONS AND RECOMMENDATIONS OF THE ADVISORY COMMITTEE

11. In examining the present proposal (A/C.5/1182), the Advisory Committee recalled that in his report to the General Assembly at its twenty-first session on accommodation at Headquarters, the Secretary-General expressed the view, *inter alia*, that:

"... urgent consideration must be given to finding a solution to space problems on both a short-term and a long-term basis. For the short term, only one possibility would seem to exist, that is the rental of outside premises. For the longer period, several possibilities could be considered, including continued rentals, new construction and/or transfer of activities and staff to other locations. . ."<sup>88</sup>

12. In the light of subsequent developments during the twenty-first session of the General Assembly related primarily to proposals for major expansion of Headquarters facilities the Secretary-General withdrew his proposals and advised the membership that he would report back to the Assembly at its twenty-second session.

13. In a report<sup>89</sup> to the General Assembly at its twenty-second session, the Secretary-General submitted revised estimates under section 9 regarding immediate requirements for outside rental of storage space for documents and publications in 1968, and requested an additional appropriation of \$24,000 for these purposes. The Advisory Committee concurred in the Secretary-General's request. However, as pointed out in paragraph 9.8 of the Secretary-General's budget estimates for the financial year 1969 (A/7205), it was not possible to rent the total space required in 1968 and the estimate therefore has been reduced to \$17,000.

14. As regards the Secretary-General's present proposals, it is estimated that space equivalent to 65 offices and related accommodation for secretarial assistance is required to accommodate adequately the staff authorized for 1968. Additionally, it is estimated that some 57 staff members will have to be relocated in outside premises to provide adequate accommodation for the expanded language-training programmes. The estimates for 1969 have been based on the number of new posts recommended by the Advisory Committee for that year and, according to the Secretary-General, involve space for some 158 additional staff members. The figures for the years 1970 to 1972 are based on the anticipated rate of growth of the Headquarters staff, estimated at an annual increase of 155 staff members for each of the three years.

15. The Advisory Committee in the first instance would point out that the General Assembly has not as yet been in a position to pronounce itself on the number of new posts recommended by the Advisory Committee for 1969, and that any figure considered at this time is subject to adjustment by the Assembly. The projected rate of growth of the Headquarters staff for the years 1970 to 1972, although based on staff increases over prior years, contains too many imponderables to be used as a firm basis for rental of outside accommodation. In this connexion, it should be noted that the Advisory Committee, in submitting its recommendation on additional staffing requirements for 1969, has indicated (A/7207, para. 141) that it would not expect to see any substantial change in the level of staff resources to be presented for 1970.

16. The Advisory Committee would agree with the Secretary-General that it is unlikely that it will be possible to rent in a single building the total amount of space which may be required during the period from 1969 to 1972. In any event, such a commitment would seem undesirable in view of the many unknown factors, primarily projected staff increases, affecting possible space requirements for future years. Additionally, it would seem to the Committee that even the relocation of such staff as may be necessary in 1969 would have to proceed on a carefully scheduled unit-by-unit basis in order not to disrupt unduly the efficiency of the operations. Experience would also indicate that recruitment of such additional staff as may be authorized for 1969 may well be spread throughout the year. It is

<sup>88</sup> *Official Records of the General Assembly, Twenty-first Session, Annexes, agenda item 74, document A/C.5/1062, para. 14.*

<sup>89</sup> *Ibid., Twenty-second Session, Annexes, agenda item 74, document A/C.5/1132.*

therefore unlikely that total space needs, whatever the eventual magnitude, will be required for the full year and that it may be possible to defer leasing part of the space for some months. Taking into account the nature of the service to be transferred and its relationship to other areas of the Secretariat, it might be desirable and perhaps more economical to lease new space on a gradual basis in more than one location or, alternatively, on a phased transfer basis at one location if more advantageous rates can be obtained.

17. As regards the cost of \$9 per square foot used as the basis for the estimated rental costs, the Advisory Committee appreciates that such an average depends upon the location and condition of the particular premises to be rented, and is therefore subject to possible adjustment. The Committee would observe, however, that the rental costs of office and related space in the United Nations Headquarters area is likely to be more expensive than that located in certain other parts of New York City, which, although perhaps not quite so accessible or convenient, might usefully accommodate for this temporary period some units of the Secretariat which are self-contained, or which are at least not as dependent as some on other Secretariat services. Inasmuch as only preliminary consultations have so far been held for the leasing of outside accommodation, the Advisory Committee suggests that the Secretary-General may wish to give further thought to this possibility, at the same time keeping foremost in mind the impact such transfers might have on the effectiveness of the units concerned.

18. Having therefore studied the information contained in the Secretary-General's report, and having received additional clarification from representatives of the Secretary-General, the Advisory Committee accepts the fact that a serious space problem exists at Headquarters in respect of office accommodation and related space for certain servicing units of the Secretariat, and that there is a need to lease outside premises until such time as more permanent solutions are found. At the same time, the Committee, having particularly in mind the conjectural nature of the figures for staff increases

on which the costs of rental are primarily based, considers that the estimates provide for the maximum or ultimate possible space requirements and operational and servicing facilities for the years 1969 to 1972. Accordingly, the Advisory Committee recommends that the General Assembly authorize the Secretary-General to enter into commitments for the rental of outside premises within a total amount of \$550,000 for 1969, including the costs of the operational, servicing and staffing requirements listed in paragraph 20 of the Secretary-General's report (A/C.5/1182).

19. As regards the estimates suggested for 1970, the Advisory Committee considers that the Secretary-General should base his initial requirements on the total amount of \$550,000 recommended by the Advisory Committee for 1969. Budgetary provision for 1970 should be included in the Secretary-General's initial budget estimates for that year, together with a report on the leasing arrangements entered into for 1969, and an updated assessment of total office and related accommodation requirements.

20. As regards other rental costs incurred at Headquarters, the Secretary-General points out in paragraph 5, sub-paragraph (b), of his report that UNDP and UNICEF are at present renting outside premises at an annual cost of approximately \$782,000. Additionally, the budget estimates for 1969 include a separate provision of \$24,000 for the rental of storage space for publications and documents in Astoria, Long Island.

21. Should the General Assembly approve the Secretary-General's present proposal as amended by the Advisory Committee, additional appropriations would be required under the following budget sections for 1969 as follows:

	<i>United States dollars</i>
Section 3. Salaries and wages .....	44,500
Section 8. Permanent equipment .....	3,500
Section 9. Maintenance and rental of premises....	456,000
Section 10. General expenses .....	46,000
	<hr/>
	TOTAL 550,000

**Sections 4, 17, 18, 20 and 21**

***Education grant***

**DOCUMENT A/C.5/1170**

**Report of the Secretary-General**

[Original text: English]  
[16 October 1968]

[For the text of this document, see Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 81.]

**DOCUMENT A/7295**

**Report of the Advisory Committee on  
Administrative and Budgetary Questions**

[Original text: English]  
[25 October 1968]

[For the text of this document, see Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 81.]



## Section 7

*Accommodation at Headquarters: proposed new construction and major alterations of existing premises*

## DOCUMENT A/C.5/1183

## Report of the Secretary-General

[Original text: English]  
[31 October 1968]

1. The question of the adaptation of the physical facilities at Headquarters to meet the progressive increase in membership and in the general scope of the activities of the United Nations has been under active consideration since the General Assembly in 1959 authorized an over-all engineering and architectural survey to develop the necessary plans. Initial measures recommended as a result of these studies and implemented in due course included expansion of the seating capacity and other facilities in the various meeting areas, development of the area below the General Assembly Hall for use by the Visual Services of the Office of Public Information and adaptation for office use of a part of the 19th and 20th floors of the Secretariat Building, originally designed to house the archives of the Organization.

2. In 1963, in a report to the General Assembly at its eighteenth session,<sup>90</sup> the Secretary-General submitted detailed recommendations by the consulting architects on the expansion of certain other facilities, including modification and alterations to the lounge and dining room facilities for delegates and additions to the Conference Building at its south end to provide additional cafeteria facilities for the staff and a limited amount of office space, with the possibility of converting that office space into a conference room, should that be required in the future. No action has been taken by the Assembly for the implementation of those projects since that time.

3. In 1966, in a report to the General Assembly at its twenty-first session,<sup>91</sup> the Secretary-General submitted further information on accommodation problems at Headquarters, with special emphasis on the increasing shortage of office space. The main conclusion reached in that report, based on a detailed analysis of the capacity of existing premises in relation to total staff authorized up to the end of 1966 and the anticipated rate of growth beyond that time, was that on a short-term basis the only acceptable solution would be the rental of outside premises; from a long-range point of view, the Secretary-General, after considering all other practical possibilities, had no alternative but to propose that the Assembly give urgent consideration to a major construction project. In this regard, the alterations and improvements to existing facilities proposed to the Assembly at its eighteenth session also needed to be taken into account.

4. In the course of its examination of the matter the Fifth Committee was informed by the Secretary-General of certain new developments which had a direct bearing on his proposals. As was evident at the time when a site for the United Nations International

School was being sought, there existed in the local community an interest in assisting the United Nations in its efforts to solve its accommodation problems while at the same time preserving the special character and appearance of the United Nations Headquarters site. In 1965 that interest had been brought into focus through the establishment by certain civic leaders and foundations of an organization currently known as the Fund for Area Planning and Development, Inc. The programme of the Fund had been endorsed by the Mayor of the City of New York and by local and federal authorities. The Fund had advised the Secretary-General that in order to meet the growing needs of the United Nations for additional facilities, it was prepared, at its own expense, to conduct a thorough study to determine the feasibility of acquiring and developing for that purpose an area located south of the United Nations and east of First Avenue, in the immediate vicinity of the Headquarters site, owned or controlled by the City of New York and the Consolidated Edison Company of New York, Inc. The objective of the Fund was: (a) to arrange for the availability, as a donation to the United Nations, of this additional contiguous area, and (b) to establish the suitability and availability of this extension for possible use by the United Nations. In view of the considerable expense involved, the Fund requested the Secretary-General's assurance of interest on the part of the United Nations before finally undertaking the proposed study.

5. In the light of these developments, and although the shortage of space was most disturbing, the Secretary-General's judgement was that the potential advantages of a possible addition to the Headquarters area outweighed those of proceeding in 1967 with further planning for the construction of a new building on the present Headquarters site. He believed, therefore, that the generous offer made by the Fund should be accepted. In doing so, no commitment on the part of the Organization to accept the proposal was given or implied.

6. The report of the Fund, which was prepared in close co-operation with the Permanent Mission of the United States of America to the United Nations, the Mayor of the City of New York, the Chairman of the Planning Commission of the City of New York, the Triborough Bridge and Tunnel Authority, the Consolidated Edison Company of New York, Inc., the firm of Harrison and Abramovitz, architects of the United Nations, has been made available for submission to the General Assembly at its current session (see annex, foot-note a, below).

7. The Secretary-General wishes to pay tribute to the Chairman of the Fund for Area Planning and Development, Inc., and to its President and associates for their invaluable assistance. The time, effort and finan-

<sup>90</sup> *Ibid.*, Eighteenth Session, Annexes, agenda item 58, document A/C.5/993.

<sup>91</sup> *Ibid.*, Twenty-first Session, Annexes, agenda item 74, document A/C.5/1062.



cial outlay which the study has entailed as well as its excellent presentation deserve the gratitude of the United Nations. The Secretary-General wishes also to acknowledge the support given to this project by the United States Government, the Mayor of New York, the Chairman of the Planning Commission of the City of New York, the Triborough Bridge and Tunnel Authority and the Consolidated Edison Company of New York, Inc.

8. The project proposed by the Fund comprises two distinct features closely related to each other:

(a) The construction, on a site south of the United Nations area between 41st and 42nd Streets and east of First Avenue, of

- (i) A new building comprising 7 floors and 4 basements;
- (ii) A park for use by the United Nations and the public;
- (iii) An overpass and walkway at 41st Street;

(b) Incorporation in the present construction plan of the alterations and improvements to existing Headquarters buildings which were proposed in the architectural and engineering survey of 1963 referred to in paragraph 2 above.

9. Comprehensive cost estimates for the implementation of the proposed project will not be available until detailed architectural and engineering plans have been prepared. However, the Secretary-General has been informed that, on the basis of standard prevailing construction costs, total expenditures may be expected to be of the order of \$50 million.

10. As regards the financing of the project, the Secretary-General is hopeful that arrangements can be worked out under which a substantial portion of the cost would be underwritten from sources other than the regular budget of the United Nations, so that the amount that may need to be provided for under the regular budget, over a period of years, might be as small as possible.

11. In view of the need for early expansion of the present facilities and in recognition of the advantageous solution proposed, the Secretary-General recommends that a provision of \$250,000 be made under section 7 of the budget for 1969 for the preparation of detailed plans and specifications on which final cost estimates could be based. It is possible that not all of this expense will in fact be incurred in 1969. In that event the balance would need to be carried forward to 1970. The main objective in 1969 would be to advance the plans sufficiently in order that reliable cost estimates for the implementation of the project and final proposals for its financing could be submitted to the General Assembly at its twenty-fourth session. At that time, and only then, would the Assembly be required to take a decision.

## ANNEX

### Proposal to facilitate the expansion of the Headquarters of the United Nations

TEXT OF REPORT SUBMITTED BY THE FUND FOR AREA PLANNING AND DEVELOPMENT, INC.<sup>a</sup>

#### Introduction (page 1)<sup>a</sup>

Two decades have elapsed following the decision in 1946 to locate the permanent headquarters of the United Nations in

New York with facilities to accommodate 55 Member States and provision for future expansion to 70. The world organization has since experienced a growth that was completely unpredictable. It has occurred both in the number of Member States, now 124, and in the proliferation of United Nations agencies and services. The problem of providing for the present and anticipated space requirements of the United Nations headquarters is both complicated and urgent.

#### *The need for space (page 2)*

This study has been prepared for submission to the Secretary-General of the United Nations by The Fund for Area Planning and Development, a non-profit organization created with initial support from The Ford Foundation and The Rockefeller Brothers Fund. While it was not the purpose of this study to consider *whether* expansion is needed or *how* space is assigned and used, The Fund for Area Planning and Development explored the possibility of an additional site in the area immediately south of the existing United Nations complex. This could make possible the contiguous expansion of the facilities of the Secretariat without necessitating serious compromises in the present uses of the United Nations gardens to the north or in the symbolic relationship of the existing building group. Because the feasibility investigation of this possibility involved co-ordinating the interests of the United Nations with those of the City of New York and other property owners in the area, the Secretary-General indicated his willingness to receive a recommendation from the Fund.

In addition to the growth in the number of Member States, the United Nations has also undertaken many functions and services which were not originally contemplated. Each new activity has created new space requirements.

Measures to meet these requirements have consisted chiefly of reduction in public seating and the appropriation of service space for use as office space. The chain reaction of displacement carried down the line until encroachment made by service and storage uses has greatly reduced the garage parking space.

Some relief has been achieved by locating United Nations agencies in leased space outside the United Nations grounds. Leases presently total more than 110,000 net rentable sq.ft. (10,219 sq.m.) of office space and 55,000 net rentable sq.ft. (5,109.5 sq.m.) of storage space. This arrangement is basically unsatisfactory to the United Nations and represents a large annual expense which might be applied instead toward amortizing the cost of new facilities owned by the United Nations.

A survey conducted in 1963 by Harrison & Abramovitz, architects for the United Nations, concluded with a positive proposal for the construction of limited additional space. Most of the indicated gains were in conference and dining facilities with modest gains in office space. This proposal was not acted upon, but its terms are still valid and should properly become a part of any major new construction project either in its original form or modified to recognize new developments since 1963.

In 1966 the United Nations estimated its maximum and minimum requirements for additional office space to 1976 by projecting two assumed future growth rates which were based upon previous rates of growth over two different time bases. (See report of the Secretary-General on Headquarters accommodations, document A/C.5/1062<sup>b</sup>, dated 30 September 1966.) The maximum projection indicated that the United Nations should now undertake the design and construction of a new building approximately equal in usable space to the present Secretariat building in order to meet the requirement for space by 1976. The minimum projection indicated a future need approximately two-thirds that of the maximum estimate. The maximum additional office space to meet the need to 1976 is estimated at 435,182 sq.ft. (40,430 sq.m.). An appreciation of this requirement may be obtained by comparing it with usable office space provided by the Secretariat Building in 1966 of 453,269 sq.ft. (42,110 sq.m.). The minimum requirement for

tribution Paper No. 1. In order to facilitate its consideration by the various delegations, the text which accompanied the visual presentations is reproduced in the present annex, so as to make it available in all the official languages of the United Nations. Each main heading of the text is followed by the appropriate page number of the printed report.

<sup>b</sup> See foot-note 91.

<sup>a</sup> The report, which is entitled *Proposal to facilitate the expansion of the headquarters of the United Nations*, was printed by the Fund at its own expense in English in a limited number of copies and has been circulated under cover of Special Dis-

additional office space to meet the needs to 1976 is estimated at 286,233 sq.ft. (26,592 sq.m.). The expansion opportunity described in this report will provide 331,560 sq.ft. (30,802 sq.m.) of additional usable office space. It will also provide 173,747 sq.ft. (16,141 sq.m.) of usable space suitable for special functions, storage and parking, for a total of 505,307 sq.ft. (46,943 sq.m.). Construction of a major expansion facility will permit the concurrent review of existing facilities for possibilities to renovate and reassign space according to present and future needs of the Organization.

*An additional site (page 4)*

The investigation by the Fund assumed that the creation of additional United Nations facilities should be accomplished without invading the remaining open spaces of the present United Nations grounds. This implied an additional site not presently part of the United Nations area. The new site had to offer advantages at least equal to those of the available open United Nations grounds and park.

*Location.* The site had to be located so that it could be added to the United Nations area and close enough to existing facilities that intercommunication poses no serious inconvenience.

*Size.* The site had to be adequate for the development of facilities to meet the space needs of the United Nations in a form which would not detract from the recognized symbolism of the United Nations buildings.

*Cost.* Because the United Nations already owns a potential building site at the north end of its grounds, the additional site had to be made available on such terms that the cost to the United Nations to answer the space requirements there would be no greater than the cost to meet these requirements by building on the present grounds.

*Availability.* The site had to be available without undue delay because the space needs are immediate.

*Relocation.* The site had to involve the minimum relocation of persons living in the area because of time considerations and because of the maintenance of good relations between the United Nations and the people of the City of New York.

*Tax revenue.* Because the site would become extra-territorial land exempt from city taxes, consideration was given to minimizing the loss of revenue to the City.

The requirement of location limited consideration to those sites which adjoin the four sides of the present United Nations area—east, north, west and south.

East of the United Nations grounds a building could be developed on piling in the East River. The site would be very narrow, limited to the 85 feet available between the existing bulkhead and the pierhead line established by the United States Corps of Engineers. Using this site would mean high foundation costs, and the narrow space would strongly influence the form of any possible building.

North of the present United Nations area, 860-870 United Nations Plaza with its office building base, represents a sizable investment which would be very costly to acquire, would be difficult to acquire because of co-operative ownership, and would pose many relocation problems. This site was impractical by inspection.

Site opportunities appeared to exist west of First Avenue. The location was good and relocation problems would not be great, but other criteria were not met. The assembly of an adequate site would take time and would be costly because of the many ownerships involved. Further, this location was already being considered as part of a plan which has since been publicly announced for development through the instrumentality of a public benefit corporation to provide for the related needs of the United Nations.

South of the United Nations area the block between 41st and 42nd Streets and east of First Avenue appeared to conform well to the criteria for the selection if certain obvious difficulties could be overcome. The location was good and the size appeared workable if it could be augmented by the use of air rights over the city streets. Cost and availability appeared manageable since ownership was vested in two public or quasi-public bodies; the City with a park and playground, and the

Triborough Bridge and Tunnel Authority with a ventilating structure which serves the Queens Midtown Tunnel. There would be no relocation problem, and the property is not presently on the tax rolls. Proper development of the site could establish a southern terminus to the United Nations grounds and provide an architectural transition from the United Nations area to the uses of industrial character farther south. The utilization of the site depended then upon the ability to reconcile new construction with the ventilating structure and upon the willingness of the City of New York to make available the existing park and playground area as well as air rights over some adjacent streets and highways.

An important feature of the site was the apparent ease with which a new building could be physically connected to existing United Nations grounds and facilities. Interior connexions between present and proposed facilities have always been considered highly important for reasons of security and convenience. This could be achieved in at least two locations.

*Accommodating the ventilating structure (page 6)*

Investigations in conjunction with the Triborough Bridge and Tunnel Authority have established several facts and conditions which will affect any contemplated use of the block containing their ventilating structure. The ventilating function of the structure must be maintained continuously. Relocation of the structure does not appear to be reasonable. It cannot move further inland, and to construct a new ventilator in the East River as a condition to make the site usable would impose an unbearable cost. However, the Triborough Authority's engineers have concluded that it is feasible in principle to surround the ventilating building with new construction on three sides and rearrange the fresh air intake to occur on the fourth or south side. The surrounding new building will be restricted to the present height of the ventilating structure, and, therefore, be limited to 7 stories.

The twin shafts of the Queens Midtown Tunnel which pass under the block appear to pose no special problems. The tubes are driven through rock and should not be affected by new construction above.

Foundation conditions on this block are far easier than they would be in the northern part of the United Nations grounds which consists of filled ground on the former site of Turtle Bay, where pile footings would be required to reach to the underlying rock. In the actual development of the southerly site there are many details to be resolved by design. But it does appear that the governing conditions can be respected.

Surrounding the ventilating structure with a new building will parallel on a large scale what was actually achieved when the IRT subway ventilating shaft was originally incorporated into the connexion between the Library and the Secretariat.

*Maintaining aesthetic harmony (page 8)*

Although the proposed seven-story structure providing 505,307 net usable sq.ft. (46,943 sq.m.) will be functionally attached to the existing Secretariat and Conference Buildings, it will in no way compromise the recognized symbolism of the United Nations buildings. Rather, it will unify the open space to the south and through connecting terrace levels bring order to the landscape free from vehicular circulation and service roads. At the same time the present open spaces and parks to the north will be preserved for their present uses.

*Park relocation and development (page 10)*

The proposed building site involves displacing the present city park at 42nd Street and First Avenue to a new and larger park to be created as a pile supported platform along the river front between 38th and 43rd Streets. The present limited park spaces are blacktopped, relatively unattractive and difficult of access due to the heavy traffic in the adjoining streets. The proposed park will expand the park area to 3 acres, approximately three times larger than at present, and will provide 5 tennis courts for United Nations use together with public tennis courts, basketball and volleyball courts, bocci courts, a full size ice skating rink suitable for ice hockey, promenades and sitting areas. The new park at waterside will be made

accessible by a pedestrian overpass and walkway along the axis of 41st Street from the East River to the present terminus of that street at the Tudor City level. There could also be direct access from the Secretariat to the new United Nations tennis courts.

Imaginative re-use of the present park together with air rights over streets and highways will, therefore, not only provide a site adequate for United Nations expansion needs but substantially increase the recreational areas for both public and United Nations uses.

*Building and renovation programme (page 12)*

The needs of the United Nations for additional office, conference, dining, parking and service facilities immediately identifiable to 1976 can be met by a construction programme which includes: (1) a new building on the proposed site south of the present grounds; (2) extending the existing Conference Building to the south and to the north in accordance with the 1963 proposal; and (3) renovating existing spaces in the Conference Building, and the basement levels of the Secretariat Building.

The new building will provide 693,946 gross sq.ft. (64,467.60 gross sq.m.) of additional space.

The 1963 proposal generates an additional 84,580 gross sq.ft. (7,858.48 gross sq.m.).

All proposed new construction therefore totals 778,526 gross sq.ft. (72,326.08 gross sq.m.). Because of these new facilities other space will be available for renovation within the existing Conference Building, and the basement levels of the Secretariat Building. In some cases this space will be returned to the uses for which it was originally designed and in others it will provide an opportunity to improve the related services of the General Assembly, Council and Conference facilities and the dining areas.

*Part of a general plan (page 29)*

The proposal for the expansion of the permanent United

Nations Headquarters between 41st and 42nd Streets, together with the recently announced plan by the City of New York for a United Nations Development District between 43rd and 45th Streets and its connexion to Dag Hammarskjöld Plaza at 47th Street are major elements of a general plan for the international quarter surrounding the United Nations. The measure to create a public benefit corporation to carry out the development of the United Nations Development District was approved by the New York State Legislature and signed by Governor Rockefeller in May 1968. The corporation is charged with responsibility to formulate and implement plans for the development of the area, including location of missions to the United Nations, offices and residential facilities for organizations involved in United Nations related work and for visitors to the United Nations. The board of the new corporation has been appointed by Mayor Lindsay and Governor Rockefeller.

*Recommendations (page 30)*

In order that this proposal might proceed expeditiously, the General Assembly may wish to consider the following.

At its twenty-third session the General Assembly may wish to approve in principle these plans for the southerly extension of the Secretariat Building, together with the additions and alterations presented in the 1963 proposal for the Conference Building.

Thereafter the United Nations should seek such additional assistance from the United States Government and from the City of New York as may be necessary and such formal agreement from and through the City of New York for the transfer of the land and air rights as may be required by the plan.

To ensure an early start, the United Nations at the twenty-third session of the General Assembly, might consider services to advance the design and engineering of the proposed building and to undertake a detailed study of the allocation of space for specific uses, including the renovation of existing areas of the United Nations complex.

**DOCUMENT A/7366**

**Report of the Advisory Committee on Administrative and Budgetary Questions**

[Original text: English]  
[29 November 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/1183) concerning proposals for new construction and major alterations of the existing premises at Headquarters.

2. In submitting his proposals, the Secretary-General refers to earlier modifications to the Headquarters facilities undertaken as a result of an over-all engineering and architectural survey authorized by the General Assembly in 1959. These improvements included an expansion of the seating capacity and other facilities in the various meeting areas, development of the area below the General Assembly Hall for use by the Visual Services of the Office of Public Information, and adaptation for office use of a part of the nineteenth and twentieth floors of the Secretariat building, originally designed to house the archives of the Organization.

3. The Secretary-General also refers to a report to the General Assembly in 1963,<sup>92</sup> in which he recommended the expansion of certain facilities at Headquarters, including, *inter alia*, modifications and alterations to the delegates' lounge and dining room facilities, and to the Conference Building at its south end to provide additional cafeteria facilities for the staff and a limited amount of office space, with the possibility of converting that office space into a conference room. The costs of

these modifications and alterations were estimated at that time as follows:

	<i>United States dollars</i>
(a) Modification to the North Lounge to increase facilities for delegates .....	2,938,300
(b) Alterations to the Delegates' Dining Room and provision of a room for State functions; alterations and additions to the south end of the Conference Building to provide additional staff cafeteria facilities, office space and a medium-size conference room .....	6,381,800
(c) Supplemental improvements to the building..	1,316,000
(d) Air-conditioning of the 2nd and 3rd basement areas .....	565,835
(e) Alterations to the Delegates' Coat Room ....	41,181
TOTAL	11,243,116

Apart from limited modifications made to the air-conditioning facilities in the 2nd and 3rd basements, no action has been taken for the implementation of these projects.

4. Subsequently, in 1966,<sup>93</sup> the Secretary-General submitted further information on accommodation problems at Headquarters, with special emphasis on the increasing shortage of office space. In addition to suggesting the rental of outside premises on a temporary basis to alleviate the office space situation, the Secretary-General proposed that the General Assembly give

<sup>92</sup> See foot-note 90.

<sup>93</sup> See foot-note 91.

PROPOSED 1968 EXPANSION					
NEW BUILDING					
GROSS AREA			NET USABLE*		
ELEV.	SQ. FEET	SQ. METRES	SQ. FEET	SQ. METRES	
7TH LEVEL	116'	63,168	5,868	48,420	4,498
6TH LEVEL	104'	63,168	5,868	48,420	4,498
5TH LEVEL	92'	63,168	5,868	48,420	4,498
4TH LEVEL	80'	63,168	5,868	48,420	4,498
3RD LEVEL	68'	63,168	5,868	48,420	4,498
2ND LEVEL	56'	78,456	7,289	47,196	4,385
1ST LEVEL	36'	34,724	3,226	11,937	1,109
1ST BASEMT. (UPPER)	24'	40,318	3,746	30,327	2,817
1ST BASEMT. (LOWER)	13'	68,572	6,370	36,401	3,382
2ND BASEMENT	2'	66,672	6,194	58,780	5,461
3RD BASEMENT	-9'	66,672	6,194	58,780	5,461
4TH BASEMENT	-20'	22,692	2,108	19,786	1,838

1963 EXPANSION PROPOSAL					
NEW SPACE			EXISTING SPACE TO BE RENOVATED		
GROSS AREA			GROSS AREA		
ELEV.	SQ. FEET	SQ. METRES	SQ. FEET	SQ. METRES	
4TH LEVEL	83'	2,500	232	9,956	925
3RD LEVEL	68'	2,640	245	5,776	539
2ND LEVEL	53'	5,280	491		
1ST LEVEL	41'	37,080	3,445		
1ST BASEMENT	29'	37,080	3,445		

PROPOSED TERRACES		
ELEV.	SQ. FEET	SQ. METRES
2ND LEVEL	53'	62,460
1ST LEVEL	36'	42,912

\*Throughout this report building areas are in terms of United Nations standards. "Net usable" area for offices is a more severe definition than the familiar "Net rentable" term used in real estate practice. "Net usable" area does not include any service area, utilities, or corridor and circulation space.

urgent consideration to a major construction project on the Headquarters site. Later during the course of the twenty-first session of the General Assembly, the Fifth Committee was informed, at its 1160th meeting on 5 December 1966, of certain new developments which had a direct bearing on the earlier proposals. These developments resulted from the interest expressed by an organization currently known as the Fund for Area Planning and Development, Inc., to assist the United Nations in solving its accommodation problems. The Secretary-General informed the General Assembly that the Fund was prepared, at its own expense, to conduct a study to determine the feasibility of acquiring and developing an area located south of the Headquarters site and east of First Avenue, for possible use by the United Nations. The Secretary-General suggested that the generous offer made by the Fund should be accepted, and that in view of the considerable expense entailed by the study, the Organization should give an assurance of interest to the Fund. At the same time the Secretary-General informed the Assembly that such assurance would not involve any commitment on the part of the United Nations.

5. The report of the Fund, prepared in close cooperation with the Permanent Mission of the United States of America to the United Nations, local civic authorities, the Consolidated Edison Company of New York, Inc., and the firm of consulting architects of the United Nations, is annexed to the Secretary-General's report (A/C.5/1183).

6. In paragraph 8 of his report the Secretary-General summarizes the proposals of the Fund, as follows:

(a) The construction, on a site south of the United Nations area between 41st and 42nd Streets and east of First Avenue, of:

- (i) A new building comprising 7 floors and 4 basements,
- (ii) A park for use by the United Nations and the public, and
- (iii) An overpass and walkway at 41st Street;

(b) Incorporation in the present construction plan of the alterations and improvements to existing Headquarters buildings which were proposed in the architectural and engineering survey of 1963 (see para. 3 above).

7. Although comprehensive cost estimates of the proposed project will not be available until detailed architectural and engineering plans have been prepared, the Secretary-General has been informed that, on the basis of standard prevailing construction costs, total expenditures of the order of \$50 million may be expected.

8. With regard to the financing of the project, the Secretary-General expresses the hope that a substantial portion of the cost would be underwritten from sources other than the regular budget of the United Nations, so that the amount falling on the regular budget over a period of years might be as small as possible. The Secretary-General, in recognition of the advantageous solution proposed and the need for early expansion of the facilities at Headquarters, recommends that a provision of \$250,000 be made under section 7 of the budget estimates for 1969 for the preparation of detailed plans and specifications on which final cost estimates could be based. As it is possible that the full amount of \$250,000 will not be needed in 1969, the Secretary-General suggests that any balance be carried

forward to 1970. In this connexion, he explains that the main objective in 1969 is to advance the plans sufficiently, in order that reliable cost estimates for the implementation of the project and final proposals for its financing can be submitted to the General Assembly at its twenty-fourth session. The Secretary-General stresses that only at that time would the Assembly be required to take a decision whether or not to proceed with the project.

9. The Advisory Committee noted from the annex to the Secretary-General's report that the proposed construction of a new building of 7 floors plus 4 basements is intended to meet foreseeable space needs up to 1976. For this purpose, and based on future needs as reported by the Secretary-General to the General Assembly in 1966,<sup>94</sup> it is estimated that the maximum space required would be of the order of 435,182 sq.ft. (40,430 sq.m.) and minimum such needs approximately two-thirds of that figure (286,233 sq.ft., or 26,592 sq.m.). The present plan would provide 331,560 sq.ft. (30,802 sq.m.) of additional usable office space, plus 173,747 sq.ft. (16,141 sq.m.) of space suitable for special functions, storage and parking facilities, for a total of 505,307 sq.ft. (46,943 sq.m.). The usable office space provided by the existing Secretariat building totals 453,269 sq.ft. (42,110 sq.m.).

10. Construction of a new building incorporating additional office space, conference, dining, parking and service facilities will provide 693,946 gross sq.ft. (64,467 gross sq.m.) of additional space. The present plans also recommend implementation of the Secretary-General's 1963 proposals,<sup>95</sup> which would add a further 84,580 gross sq.ft. (7,858 gross sq.m.). All proposed new construction therefore totals 778,526 gross sq.ft. (72,326 gross sq.m.). It is also reported that the addition of these new facilities would also make available other space for renovation within the existing Conference Building and the basement levels of the Secretariat Building, and provide an opportunity to improve related services of the General Assembly, Council and Conference facilities and the dining areas.

11. The Advisory Committee also noted from the annex to the Secretary-General's report that no special problem would arise in physically connecting the new building to the existing United Nations grounds and facilities, thereby permitting convenient access to all areas, and at the same time ensuring the necessary security of the total complex.

12. As indicated in paragraph 6 above, the present proposal also provides for an expanded park area of approximately 3 acres (1.214 hectares) to be developed on a platform along the river front, to include five tennis courts for United Nations use, together with such facilities as public tennis courts, basketball and volleyball courts, a skating rink suitable for ice hockey, promenades, and other recreation and park facilities. A new pedestrian overpass and walkway along 41st Street from the river to First Avenue would provide access to the park area. Direct access from the Secretariat buildings to the United Nations tennis courts would also be possible. As regards the aesthetic harmony of the proposed seven-storey structure with that of the existing complex, it is considered that the building would unify the open space south of the Secretariat offices and, through connecting terrace levels, bring order to the landscape free from vehicular circulation and service roads.

<sup>94</sup> *Idem.*

<sup>95</sup> See foot-note 90.

OBSERVATIONS AND RECOMMENDATIONS OF THE  
ADVISORY COMMITTEE

13. Before submitting its observations and recommendations on the proposals, the Advisory Committee would wish to join the Secretary-General in expressing its appreciation to all those associated with the Fund for Area Planning and Development, Inc., for the considerable financial outlay and the time and effort they have devoted to the project and for the excellence of the technical presentations. The Committee is certain that the General Assembly will wish to add its own thanks to the Fund, and also to all those who have participated in or given their active support to the project.

14. In its consideration of the Secretary-General's report and the annex thereto, the Advisory Committee recalled the proposals put forward for the construction of the existing premises of the United Nations in 1947, certain aspects of which may be of interest to the members of the Fifth Committee.

15. In July 1947 the Secretary-General submitted to the General Assembly at its second regular session a report on the plans for the permanent Headquarters of the United Nations. The plans provided for a 45-storey Secretariat building, a General Assembly Hall with a seating capacity of 3,250, 3 Council chambers, 5 conference rooms, 12 large committee rooms, a library building and various other items, such as garages, communications equipment and site improvements. The cost of the project was estimated at approximately \$85 million. However, in the light of economic conditions prevailing at that time, the extent and cost of the project was considered to be somewhat greater than justified. Accordingly, estimates of space requirements were revised to provide for the shorter-term rather than the longer-term needs of the Organization, and the plans were adjusted to bring the estimated cost down to about \$65 million.

16. The revised plans, which were submitted to the General Assembly in September 1947, provided for the following facilities: A 40-floor<sup>96</sup> instead of a 45-floor Secretariat building; a General Assembly Hall with a seating capacity of 2,300 instead of 3,250; Council Chambers and conference rooms of reduced size and seating capacity; 6 large committee rooms and 12 small ones instead of 12 large and 6 small rooms; and provision of minimum acceptable standards for office space. Furthermore, the proposal for a separate library building was deleted,<sup>97</sup> and the estimates of the size of the delegates' lounges, lobbies, access galleries and general circulation areas for delegates, the Press and the public were reduced. The revised plans were approved by the General Assembly (resolution 182 (II)) on 20 November 1947, with an appropriation not to exceed \$65 million. Subsequent authorizations by the General Assembly increased the total construction costs to \$66,594,527.

17. As regards the current proposals for the extension of the Headquarters facilities, the Advisory Committee would recall that it has already considered at the present session the Secretary-General's proposals for the rental of outside office and related space requirements for the period from 1969 to 1972 (A/C.5/1182). Although the Committee had reservations as to the assumptions and projections on which the Secretary-

General based his proposals, it nevertheless recognized the necessity of providing additional essential space requirements pending consideration by the General Assembly of more permanent accommodation at Headquarters. Accordingly, the Advisory Committee recommended (see A/7341) that the Assembly authorize the Secretary-General to enter into commitments for the rental of outside accommodation in 1969, within a maximum appropriation of \$550,000. Taking also into account the rental paid by UNDP and UNICEF for outside premises, amounting to some \$782,000 in 1969, the total rent to be paid for such facilities in the Headquarters area for 1969, and possibly annually until 1972, may well be of the order of \$1,350,000 to \$1,400,000, or about \$5,500,000 for the four-year period.

18. It is thus obvious that urgent steps are necessary to solve the space situation at Headquarters beyond the palliative solution offered by the rental of outside accommodation. In this connexion the Advisory Committee notes that the Secretary-General's proposals are based on projected space requirements up to 1976. In the opinion of the Advisory Committee, any proposal for major construction and expansion of the Headquarters facilities should take fully into account the possible future development of the Organization over a minimum period of 10 to 15 years. Should the General Assembly at its twenty-fourth session, on the basis of the more detailed plans and estimates, decide to undertake an expansion such as at present proposed, it is unlikely that the facilities would be available before 1972. Inasmuch as the proposal provides for projected requirements up to 1976, the General Assembly may well be seized with additional proposals for expansion within a very short period of time thereafter. The Advisory Committee therefore suggests that the Secretary-General may wish to give further thought to the advisability of submitting plans of projected space requirements beyond 1976, as proposed at present.

19. At the same time, the Advisory Committee is also of the opinion that the problem of accommodation at Headquarters should be looked at in the over-all context of the development of the United Nations projected over the next 20 years. The disposition of staff should be considered in relationship to the organizational needs of the United Nations and the available and potential accommodation in New York, Geneva or at other United Nations offices overseas. Upon completion of the new wing of the Palais des Nations in 1971 there will be a surplus of offices which might be used to accommodate some additional units. Moreover, it might be useful to study the practicability of the acquisition of permanent accommodation in the host country in areas adjacent to the Headquarters district. Accordingly, the Advisory Committee hopes that it will be possible for the Secretary-General to submit a report—albeit on an interim basis—to the General Assembly at its twenty-fourth session covering the expansion projections for Headquarters, Geneva and the regional economic commissions. The availability of such a report would, in the Advisory Committee's view, be helpful to the General Assembly when it examines the Secretary-General's proposals for the expansion of the present Headquarters facilities.

20. As regards the Secretary-General's current recommendation that a provision of \$250,000 be made under section 7 of the budget estimates for 1969 for the preparation of detailed plans and specifications on which final cost estimates could be based, the Advisory Committee, recognizing the need for providing addi-

<sup>96</sup> The 40th floor provides only housing for equipment.

<sup>97</sup> The present Dag Hammarskjöld Memorial Library building was constructed and equipped in 1960-1961 through a generous donation of \$6.2 million from the Ford Foundation.

tional facilities at Headquarters, concurs in the Secretary-General's proposal. The Advisory Committee's concurrence is predicated on the Secretary-General's assurance that such authorization does not constitute any commitment on the part of the General Assembly to the total project. Accordingly, the Committee recommends that the General Assembly authorize the Secretary-General to proceed with the preparation of more detailed plans and reliable estimates for submission to the Assembly at its twenty-fourth session, within a maximum expenditure of \$250,000 in

1969. However, the Committee expresses the hope that actual costs will prove less than the amount requested.

21. In presenting his more detailed proposals to the Assembly in 1969, the Advisory Committee trusts that the Secretary-General will be able to take into account the observations contained in paragraphs 18 and 19 above.

22. Should the General Assembly approve the Advisory Committee's recommendation, an additional appropriation of \$250,000 will be required under section 7 for 1969.

***Language training facilities: programme of alteration and improvement of the 39th floor of the Secretariat Building***

**DOCUMENT A/C.5/1185**

**Report of the Secretary-General**

[Original text: English]  
[4 November 1968]

1. The special difficulties which have arisen in respect of the provision of adequate physical facilities for the efficient operation of the language training programme at Headquarters have been described in detail in a separate report (A/C.5/1182, paras. 11-15) by the Secretary-General on the space problem in general, with related recommendations for the rental of outside office space as a temporary solution.

2. In that report the point was made that for practical reasons provision should continue to be made for the language classes to be conducted on United Nations premises. The full potential space requirements for this operation—taking into account, in particular, the accelerated language instruction programme called for in General Assembly resolution 2359 B (XXII), of 19 December 1967—could only be met after a major addition to the present premises had become available. In the meantime, the Secretary-General proposed to meet the most pressing needs, including the provision of a minimum of 25 classrooms, by the relocation of other staff in rented outside premises. It was further indicated that it would be necessary at the same time to propose a programme of minimum improvements and alterations to provide acceptable working conditions on the 39th floor of the Secretariat building, the floor on which 12 of the required 25 classrooms are at present temporarily located.

3. The 39th floor was designed as a mechanical area and lacks all standard facilities for normal occupancy, such as air-conditioning, regular window space and wash-room facilities. Moreover, it can be reached

only by means of two flights of service stairs commencing on the 37th floor. The greater part of the usable space is taken up by air-conditioning equipment servicing the upper ten floors of the building and by machine-rooms servicing the elevators and the dumb-waiter and the mail conveyer systems. The limited area which has been temporarily converted into classrooms was intended to house mechanical and maintenance workshops.

4. Full conversion of any part of the 39th floor into standard office space would be neither a practical nor an economical proposition. However, since it will not be possible in the foreseeable future to relocate elsewhere in the building the classrooms currently situated on that floor, it is proposed that the following minimum programme of alteration and improvement of these facilities should be undertaken:

	<i>United States dollars</i>
Installation of two self-contained air-conditioning units .....	13,800
Acoustical treatment of concrete ceilings .....	3,600
Carpeting of classrooms .....	4,000
Painting .....	2,800
Miscellaneous minor construction and contingencies..	5,500
<b>TOTAL</b>	<b>29,700</b>

5. Should these proposals meet the approval of the General Assembly, the Secretary-General would request an additional appropriation in the amount of \$29,700 under section 7 of the budget for 1969.

**DOCUMENT A/7340**

**Report of the Advisory Committee on Administrative and Budgetary Questions**

[Original text: English]  
[19 November 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/1185) in which he proposes a programme of minimum improvements and alterations to the existing 12 classrooms located on the 39th

floor of the Secretariat Building to provide acceptable working conditions for conducting the language training programme at Headquarters.

2. In proposing a minimum programme of alteration and improvement of these facilities, the Secretary-



General refers to the larger problem of providing adequate physical facilities for the efficient operation of these programmes, taking into account, in particular, the accelerated language instruction programme called for in General Assembly resolution 2359 B (XXII) of 19 December 1967. The Secretary-General's more detailed proposals for providing additional space for the expanded language training programmes are contained in a separate report (A/C.5/1182), relating to the total needs for rental of outside office accommodation in the Headquarters area. The Advisory Committee's recommendations on this subject will be found in document A/7341.

3. In his report (A/C.5/1185), the Secretary-General provides details of the limitations which exist at present in the use of the 12 classrooms on the 39th floor of the Secretariat Building. It is pointed out that the floor was designed originally as a mechanical area and therefore lacks all standard facilities for normal occupancy, such as air-conditioning, regular window space and wash-room facilities. Moreover, the only means of access to the area is by two flights of service stairs commencing on the 37th floor. The greater part of the usable space is taken up by air-conditioning equipment and machine-rooms servicing the elevators and

other mechanical systems. The limited area which has been temporarily converted into classrooms was also intended to house mechanical and maintenance workshops, and in the Secretary-General's opinion, it would be neither practical nor economical to convert the space into standard office accommodation.

4. Although the total physical and other requirements and, in particular, the extent of an expanded or accelerated language training programme have not as yet been considered by the General Assembly, the Advisory Committee recognizes that the facilities at present available to the Secretary-General are inadequate for the existing programmes. The minimum programme of alterations and improvements recommended by the Secretary-General will alleviate in some measure the present unsatisfactory nature of the facilities and provide more tenable accommodation for the future.

5. Accordingly, and without prejudice to its recommendations on the rental of outside office space, the Advisory Committee recommends that the General Assembly approve the Secretary-General's proposals. Adoption by the Assembly would require an additional appropriation in the amount of \$29,700 under section 7 of the budget for 1969.

### *United Nations building at Santiago, Chile*

#### DOCUMENTS A/C.5/1186 AND ADD.1

##### Report of the Secretary-General

##### **DOCUMENT A/C.5/1186**

[Original text: English]  
[14 November 1968]

1. In a report to the General Assembly at its twenty-second session,<sup>98</sup> the Secretary-General had informed the Assembly regarding the closing phases of the construction of the United Nations building at Santiago, Chile. In that report the Secretary-General indicated that while the completed building had an acknowledged aesthetic quality, certain functional disadvantages had been noted and that these would be the subject of a further study and report.

2. A thorough survey has now been made of the problems which had become evident after occupancy of the building. These difficulties, with proposals for their solution, are described below.

#### GENERAL DESCRIPTION OF THE BUILDING

3. As illustrated by the photographs in the annex below, the building consists of an exterior "ring" two floors high, inside which there are a central block which accommodates various service areas, and a tower, surrounded by a spiral staircase, which accommodates the conference room.

4. The ground floor of the building was originally designed as an open area, with the sole exception of accommodation for a library, with various staircases giving access to the working floor, one flight up.

5. As a precaution against earthquake damage, the working floor is suspended from the roof structure in such a fashion that it is free to move. Communication between this floor, the central block and the conference room tower is provided by four connecting bridges.

6. During the period of construction the costs of labour and materials rose sharply. As a consequence of this development, as well as a number of other factors, the construction work was beset throughout by financial difficulties. In addition, during this period, the staffs of ECLA and the specialized agencies which the building had originally been designed to accommodate, had increased considerably.

7. Consequently, in order to remain within the limits of authorized expenditures, a number of radical changes had to be made in the design of the building. Thus, one of the conference rooms, originally planned as an adjunct to the central block, was eliminated altogether. Furthermore, in an effort to increase the amount of office space it was decided to make provision for a number of additional facilities on the ground floor, in spite of the fact that the general design of this area offered very limited possibilities for such purposes. Nevertheless, it proved possible to enclose part of the floor to provide accommodation for the typing pool and the offices and classrooms of the Latin American Institute for Economic and Social Planning. Other economy measures included the elimination of structures enclosing the bridges and the elimination of the acoustical ceiling which was to have been suspended from the roof slab above the working floor. Finally, the landscaping of the interior courtyards and the area surrounding the building was reduced to the barest minimum.

<sup>98</sup> Official Records of the General Assembly, Twenty-second Session, Annexes, agenda item 74, document A/C.5/1143.



A. Working floor

8. The elimination from the original design of the suspended acoustical ceiling on the working floor resulted in an excessive noise level throughout the office area, particularly since the partitions separating individual offices do not extend from the floor all the way up to what is now the ceiling. Moreover, the lights, which were to have been mounted flush with the acoustical ceiling 9 feet (2.74 metres) above the floor, are now recessed between the beams supporting the roof about 13 feet, 6 inches (4.11 metres) above the floor, with a consequent loss of illumination. In order to correct these defects it is proposed that the suspended acoustical ceiling and lighting arrangements be installed as originally planned and that all partitions be extended to the new ceiling height.

9. Certain other architectural features of the building, owing in certain cases to changes made to the original design in the interests of economy, have caused considerable draft and temperature control problems on the office floor as well as in other areas of the building.

10. In winter it has proved virtually impossible to maintain a satisfactory level of heat; a number of factors contribute to this problem. Thus, the four bridges connecting the working floor to the central block, originally intended to be closed, are now open to the elements. Moreover, difficulties have been experienced in providing a weather-tight seal between the working floor—which, as described in paragraph 5 above, is free to move—and the walls, roof beams and other fixed parts of the building, such as the stair towers leading up from the ground floor.

11. In summer, on the other hand, many of the offices are subject to inadequate ventilation and excessive heat. This condition is aggravated by the fact that the windows must be kept closed most of the time to keep out the dust rising from the roadways and parking areas around the building, which, owing to shortage of funds, were left unpaired.

12. To correct the draft situation, it is proposed that the four bridges connecting the working floor to the central block as well as four staircases at three levels should be enclosed. To solve the problem of temperature control, it is recommended that insulation be provided under the floor and that an air-conditioning system be installed to provide cooling in the summer and heating in the winter.

B. Ground floor

13. As indicated in paragraph 4 above, the ground floor was designed primarily as an open area which is exposed to the elements. Subsequently it was decided to construct various accommodation facilities at this level. As a result, it is considered essential to enclose the corridors and other open areas on this floor for the convenience of users of the floor as well as a means of avoiding drafts and conserving heat in the building as a whole.

14. Other ground floor improvements considered necessary are the installation of acoustical ceilings in the office areas, as well as the acoustical treatment of the walls and ceilings of the classrooms. The air-conditioning system proposed under paragraph 12 above should also be extended to this area.

C. Central block

15. In accordance with the design of the building, the inside walls of the central block, containing various service areas, have in most cases been left as plain

concrete surfaces with a smooth finish. The effect of the resulting dark concrete or cement colour is somewhat cheerless and forbidding. It is felt, therefore, that these surfaces should be painted, since this would help greatly to brighten up the interior of this part of the building at a very small cost.

16. As pointed out in paragraph 11 above, a serious dust problem exists because of the unfinished condition of the grounds. Concreting of the roadways and black-topping of the parking lots are considered urgent necessities. Provision should also be made for planting the remainder of this area with grass, in order to give better dust control and topsoil retention as well as a better appearance. If the grounds are to be maintained in a satisfactory manner, the installation of an irrigation sprinkler system is also recommended.

17. The provision made in the original design for the lighting of the external roadways and parking lots was not completed for reasons of economy. In the interests of safety this project should be undertaken at this time.

18. Also recommended is the covering-over of the water channel on the ground floor which conveys condenser cooling water from the air-conditioning plant servicing the conference room and rain-water drainage from the building to the ornamental pool in front of the main entrance. At present, this open channel is a safety hazard, particularly to persons on guided tours. Furthermore, it cannot be kept clear of dust and refuse.

ADDITIONAL SPACE REQUIREMENTS

19. The measures proposed in the foregoing paragraphs represent for the most part the restoration of projects which were eliminated during construction for reasons of economy, together with certain additional measures which experience has since shown to be necessary in order to provide reasonable working conditions. In addition, it has become evident that early steps will need to be taken for the provision of additional space either by extension of the present building or by the rental of outside office facilities.

20. A survey of space requirements made by ECLA in April 1968 shows an estimated shortage of 14,692 sq.ft. (1,365 sq.m.) of office space if present needs and anticipated expansion up to the end of 1970 are taken into account. There is also a most urgent need for meeting rooms (as distinct from large conference rooms) and for more space in service areas, such as the cafeteria.

21. Total additional space requirements during the next few years are estimated at 23,734 sq.ft. (2,205 sq.m.) as follows:

	<i>Square feet</i>	<i>Square metres</i>
Office space, including expansion through 1970 .....	14,692	1,365
Meeting rooms .....	6,889	640
Service areas .....	2,153	200
TOTAL	<u>23,734</u>	<u>2,205</u>

22. It would be possible to construct a further 8,396 sq.ft. (780 sq.m.) of office space on the ground floor of the present building; owing to its design the possibilities of any further extension are extremely limited. The only other existing space which could be developed for occupation is the area under the main conference room which has been left unfinished and is at present used for storage. This internal space, with no

windows, could be adapted with relative ease for use as a second conference room.

23. It is evident that the only real solution to current space problems and those which are expected to arise in the immediate future would be to supplement the present facilities by the addition of another building. Such a building could be of a simple and functional design similar to office buildings now being built in the Santiago area and could be located on the same site, behind the main building, in such a way as to interfere as little as possible with the aesthetic appearance of the existing structural complex. Based on prevailing unit costs of construction and adding 10 per cent for architectural and engineering fees and 15 per cent for contingencies, the cost of a new building of some 43,056 sq.ft. (4,000 sq.m.) may be estimated at approximately \$1.5 million.

24. In addition to providing a certain margin for future space needs, including those referred to in paragraphs 20 and 21 above, the construction of a satellite building would make it possible to dispense with the additional construction and improvement projects on the ground floor proposed in paragraphs 13, 14 and 22 above. Thus it would be recommended that only the library should be accommodated on the ground floor as originally planned. The classrooms and offices of the Institute and the typing pool should be established in the new building, since the considerable expense of bringing the present facilities up to acceptable standards—for example, soundproofing the offices and classrooms and enclosing the whole area to protect against the weather—would no longer be warranted. Thus, the only additional space to be provided in the existing building would be the conference room proposed in

paragraph 22 above. On this basis, the cost estimates in paragraph 27 below could be reduced by \$471,000.

25. Failing action at this time leading to the early construction of a new building, the addition on the ground floor of the existing premises of 8,396 sq.ft. (780 sq.m.) of office space, as well as the other improvements to existing accommodation facilities on that floor, referred to in paragraphs 13 and 14 above, are strongly recommended. The provision of additional conference facilities by the completion of the area under the main conference room, as described in paragraph 22 above, would in any event seem worthy of serious consideration. The building at present has only one large conference room. Smaller meetings have to be held in the Institute's classrooms, obviously a most unsatisfactory expedient.

26. The estimates provided below have been prepared without the benefit of detailed plans and specifications and are based on the present costs of labour and materials. As such they are subject to possible modification after the necessary technical arrangements have been completed and the related contractual bids have been received. It is difficult, moreover, to determine with precision the costs to be incurred for architectural and engineering fees, the extent of which will depend on the scope of the work involved. A global provision of \$200,000 has therefore been added to cover the latter fees as well as contingencies in general.

#### COST ESTIMATES

27. On this basis, the total cost of implementing the additional projects proposed in this report, excluding the possible construction in due course of a new satellite building, is estimated at \$1,784,500 as follows:

		<i>United States dollars</i>	
<i>A. Working floor</i>			
Lowering of ceiling and related alterations .....	74,000		
Extension of office partitions to new ceiling height .....	35,500		
Lighting .....	28,000		
Insulation under floors .....	23,000		
Air-conditioning (cooling and heating) .....	646,000		
Enclosing of four connecting bridges .....	49,500		
Enclosing of four access staircases at three levels .....	23,000		879,000
<i>B. Ground floor</i>			
Enclosing of corridors and other open areas .....	116,000		
Acoustical treatment of ceilings in offices .....	5,000		
Acoustical treatment of ceilings and walls of classrooms .....	6,000		
Extension to this area of air-conditioning system proposed for the working floor .....	27,000		154,000 <sup>a</sup>
<i>C. Central block</i>			
Painting of unfinished concrete walls .....			3,000
<i>D. Site</i>			
Paving of roadways with concrete .....	60,000		
Paving of parking areas with black top .....	25,000		
Landscaping .....	16,000		
Sprinkler system .....	10,000		
Lighting of roadways and parking areas .....	7,000		
Filling of water channel on ground floor .....	3,500		121,500
<i>E. Construction to provide additional space</i>			
Addition of 780 sq.m. of office space on ground floor .....	168,000 <sup>a</sup>		
Air-conditioning (cooling and heating) of new office area .....	149,000 <sup>a</sup>		
Completion of second conference room, including access corridors and furnishings .....	110,000		427,000
<i>F. Architectural fees and contingencies</i>			
			200,000
<b>TOTAL</b>			<b>1,784,500</b>

<sup>a</sup> Items which could be excluded should an additional building be envisaged (see paragraph 24 above).

28. Subject to any decision the General Assembly may take in respect of the alternative suggestion involving the construction of an additional office building, the implementation of the various projects proposed in this report for the improvement and expansion of the existing facilities would require an appropriation of \$1,784,500 under section 7 of the budget for 1969.

29. Certain of the proposed projects, such as the landscaping and other improvements to the site, could be undertaken early in 1969. In most other cases technical preparation would be necessary which could take some seven or eight months to complete. Actual construction would require another twelve months. On this basis, all work should be completed by the middle of 1970. It is proposed that at the end of 1969 the unexpended balance of the appropriation requested for that year should be credited to a special building account in order that it may remain available to meet the remaining commitments to be incurred in 1970.

**ANNEX**

**Photographs of the United Nations building at Santiago, Chile**

(See p. 84)

**DOCUMENT A/C.5/1186/ADD.1**

[Original text: English]  
[15 November 1968]

1. Since the preparation of the report contained in document A/C.5/1186, it has been confirmed that due to the drought condition which has prevailed in Chile for a number of years, rationing of water will soon become effective. Electricity has already been curtailed and the sector of the city where the United Nations

building is located does not have electricity on Mondays of each week. This problem is partially corrected by the use of an emergency generator, although the output of this generator is limited and cannot accommodate the entire building. Without a means to provide an emergency supply of water, however, operation of the building will be virtually impossible. It is recommended, therefore, that a well be drilled on the United Nations site to provide the required amount of water for the building.

2. The cost of drilling, and the installation of the pumping equipment, connexions to the existing water main with valves to isolate the city supply of water from the United Nations well system, and electric power connexions with the city generator as well as the building's emergency equipment, is estimated at \$15,000 as follows:

	<i>United States dollars</i>
Drilling of well .....	9,700
Pump .....	3,000
Connexions .....	2,300
	TOTAL 15,000

3. The estimated cost of drilling the well is based on a proposal submitted by a reputable well drilling company and includes a guarantee of continuous delivery of water. This expenditure would be offset by an annual savings on water rates estimated at some \$3,000. The quotation indicates that work could be begun towards February 1969 and be completed within 44 working days after drilling equipment is installed.

4. Should this proposal be approved the appropriation of \$1,784,500 requested in document A/C.5/1186 for general expansion and improvement of the United Nations building at Santiago would need to be increased by \$15,000 to a total of \$1,799,500.

**DOCUMENT A/7373**

**Report of the Advisory Committee on Administrative and Budgetary Questions**

[Original text: English]  
[3 December 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/1186 and Add.1) on the United Nations building at Santiago, Chile, in which he brings to the attention of the General Assembly difficulties which have arisen since the building was occupied in November 1966, together with proposals for their solution.

2. In its report on this subject to the General Assembly at its twenty-second session,<sup>99</sup> the Advisory Committee had concurred in the Secretary-General's request for an additional appropriation of \$89,000 under section 7 of the budget for 1968, to enable the liquidation of contractual commitments outstanding from the construction of the building. At the same time, the Advisory Committee had noted with concern that the Secretary-General was of the opinion that further expenditure, tentatively estimated at \$85,000, would be required to remedy a number of defects which had become evident following occupancy of the building. Although the Secretary-General listed some of the

items in paragraphs 28 and 29 of his report,<sup>100</sup> the Advisory Committee expressed the view that the question might prove more complex than had been estimated. In the circumstances, the Committee withheld further comment pending a detailed report from the Secretary-General to be submitted to the Committee at its 1968 summer session. The Committee had requested that the report provide a full and comprehensive analysis of the problems encountered since the building was occupied. The Secretary-General's report is now before the General Assembly (A/C.5/1186 and Add.1).

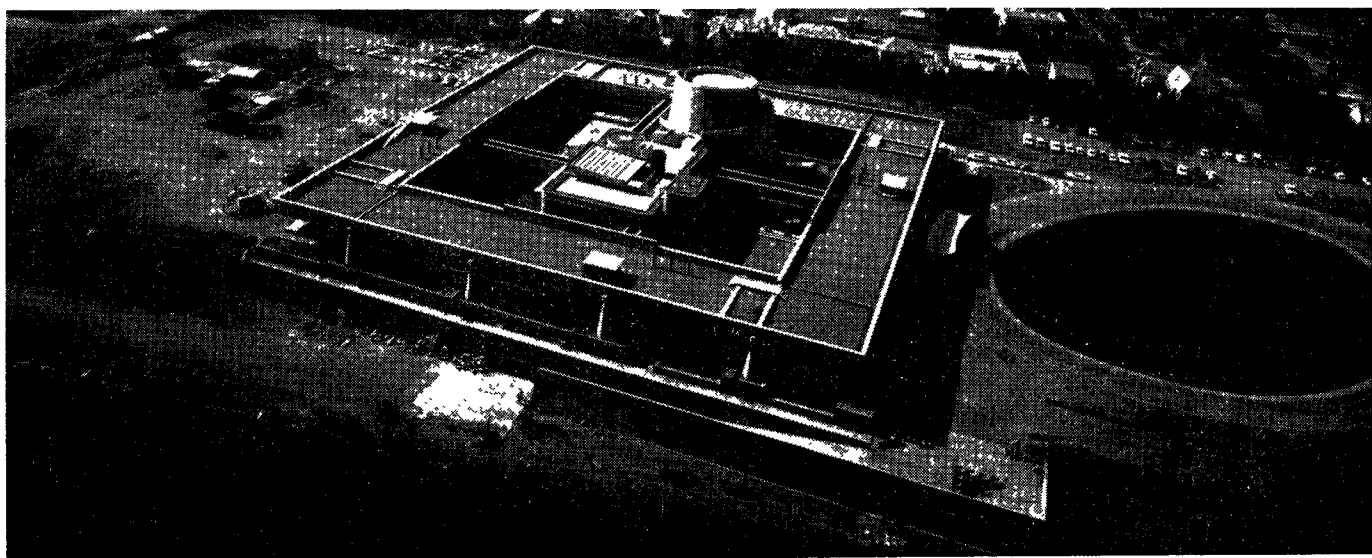
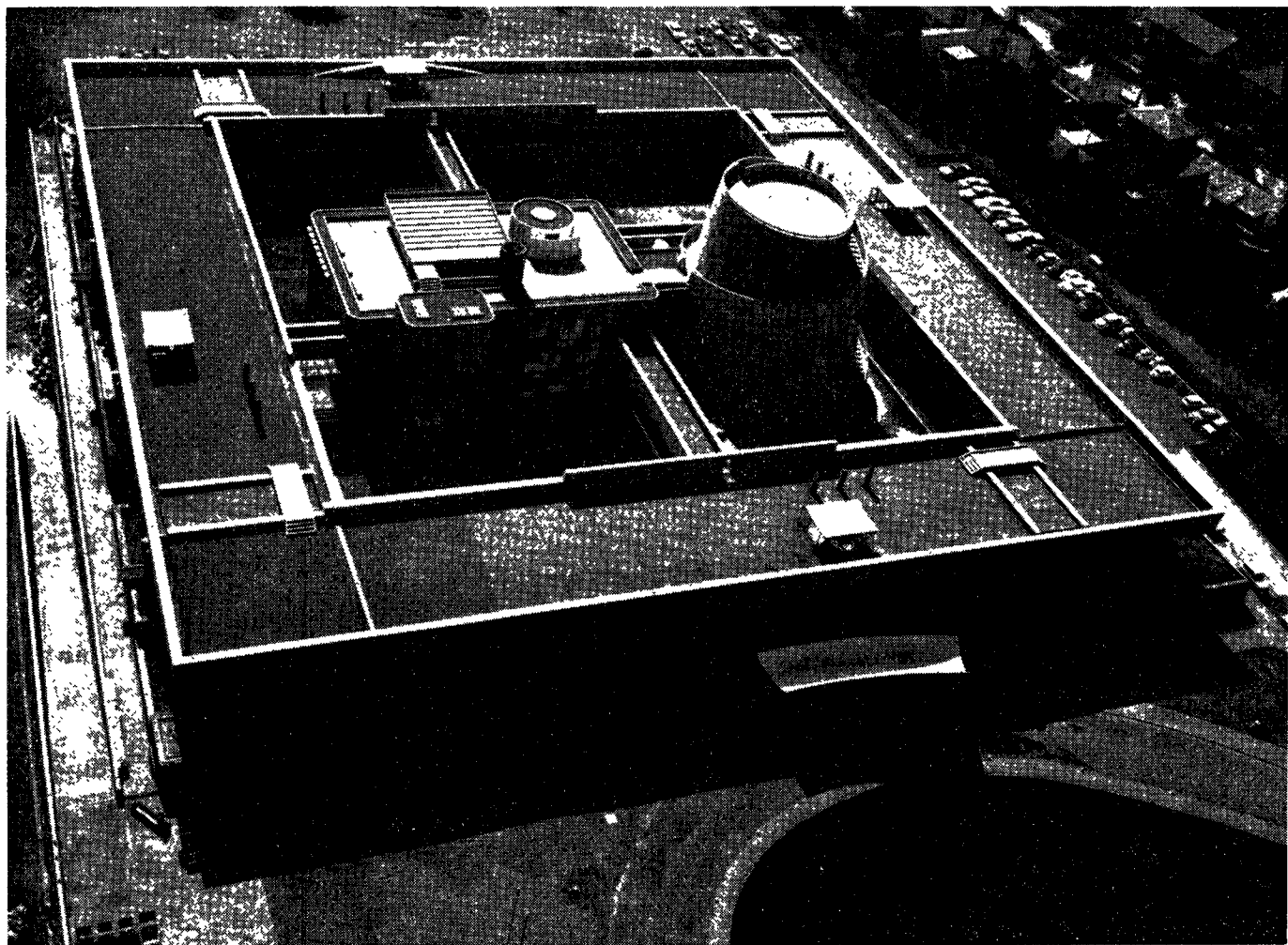
3. The Advisory Committee's earlier concern is supported by the Secretary-General's report. On the basis of a thorough survey and analysis of the problems involved, the Secretary-General now estimates that an amount of \$1,799,500 will be required to implement the various projects he proposes for the improvement and expansion of the existing facilities of the building.

4. The Secretary-General also reports that it has become evident that early steps will need to be taken

<sup>99</sup> *Ibid.*, document A/6948.

<sup>100</sup> *Ibid.*, document A/C.5/1143.

ANNEX TO DOCUMENT A/C.5/1186  
Photographs of the United Nations building  
at Santiago, Chile



for the provision of additional space either by extension of the present building or by the rental of outside office facilities. In the opinion of the Secretary-General, the only real solution to current space problems and those which are expected to arise in the immediate future would be to supplement the present facilities by the addition of another building located on the same site. According to a survey made by ECLA in April 1968 of present needs and anticipated expansion up to the end of 1970, the cost of such a new building, on the basis of prevailing construction costs plus 15 per cent for contingencies, is estimated at approximately \$1.5 million. According to paragraphs 24 and 27 of the Secretary-General's report, a decision by the General Assembly to proceed with plans for an additional building could serve to reduce the present estimate of \$1,799,500 for improvements and expansion of the existing facilities by approximately \$471,000, to \$1,328,500. Such a decision would obviate the need for certain improvements and additions to the ground floor of the existing building to provide essential office space, which in relative terms would be more costly and less functional.

5. In paragraphs 8 to 18 of his report the Secretary-General describes in detail the measures which are necessary to restore projects which for the most part had been eliminated during construction for reasons of economy, together with certain additional measures which experience has since shown to be necessary in order to provide reasonable working conditions. The cost of these items is summarized in the report as follows:

[Same table as the one which appears in paragraph 27 of document A/C.5/1186, above.]

OBSERVATIONS AND RECOMMENDATIONS OF THE  
ADVISORY COMMITTEE

6. In its examination of the Secretary-General's report, the Advisory Committee recalled the various factors which resulted in the increase of the cost of the United Nations building at Santiago from \$1,550,000, as approved by General Assembly resolution 1407 (XIV) of 1 December 1959, to \$4,199,100 as reported by the Secretary-General<sup>101</sup> and approved by the Assembly at its twenty-second session. The funds provided for the completion of the building were as follows:

	<i>United States dollars</i>	
(a) Funds provided under the regular budget .....		2,709,654
(b) Results of the gift programme..		155,313
(c) Estimates of other revenue:		
(i) Sales of surplus items of equipment .....	67,971	
(ii) Gain on exchange .....	<u>66,162</u>	134,133
(d) Additional contribution by the Government of Chile provided initially under the regular budgets for the financial years 1965 and 1966 .....		1,200,000
TOTAL		4,199,100

7. It will therefore be seen that on the basis of the Secretary-General's latest proposals for making the existing premises fully functional, the total cost of the building at Santiago will have risen from \$1,550,000 to

\$5,998,600. This latter figure would be reduced by \$471,000 to \$5,527,600 should the General Assembly adopt the Secretary-General's suggestion for the construction of a satellite building mentioned in paragraph 4 above.

8. As indicated in paragraph 5 above—following a visit by three officers from Headquarters to ECLA in Santiago, in December 1964—it had been decided to eliminate certain construction projects, installations and finishings, in order to effect essential economies in the total cost of the building. These adjustments fell under three main headings:

(a) Reductions in selected items under the heading of "installations and finishings", such as electrical installations—together with light fixtures—acoustical ceiling and flooring, including carpets, partly by elimination and partly by reduction of specifications;

(b) Reduction or elimination of some items under the heading "site and utilities", such as retaining walls and the reflecting pool; the latter being an integral part of the air-conditioning system could not be eliminated, but was reduced to its simplest and least costly form;

(c) The elimination of the second, smaller, conference room, the "Diamante".

Although it is difficult at this stage to estimate the total amount of the reductions effected, the Advisory Committee recalls that elimination of the second conference room resulted in the largest saving, estimated at that time at \$117,000. While it is true that some of the shortcomings of the present building are a direct result of economies considered essential during the various stages of construction, it is also true that the majority of the projects now proposed by the Secretary-General were never envisaged either in the original or revised estimates and, accordingly, must be attributed to other circumstances which received insufficient attention during the initial planning stages.

9. With regard to the present proposals, the Advisory Committee inquired of the Secretary-General's representatives whether the costs of implementing the additional projects could be broken down over a two-year period on a priority basis. The Committee was informed that, based on the 1968 cost estimates listed in paragraph 5 above, the expenditures over the years 1969 and 1970 might be of the order shown in the table page 86. Items VII and VIII in the table on page 86 are shown separately in total amounts in the light of the Advisory Committee's observations contained in paragraph 12 below, on the Secretary-General's alternative suggestion for the construction of a satellite building. As pointed out by the Secretary-General, the above estimates have been prepared without the benefit of detailed plans and specifications and are based on the present costs of labour and materials. In this connexion, it should also be noted that the amount of \$130,000 for contingencies excludes provision for any possible increases for labour and materials.

10. In a number of previous reports, the Advisory Committee expressed its concern over the various factors which, for a number of years, had required the Secretary-General to seek additional appropriations from the General Assembly for the construction and equipping of the United Nations building at Santiago. At the same time the Committee recognized that the Secretary-General had been faced with a case of *force majeure*, and felt that the interests of the Organization would best be served by the early completion of the

<sup>101</sup> *Ibid.*, document A/C.5/1143, para. 5.

	1969	1970	Total
<i>United States dollars</i>			
I. Working floor			
Ceiling, lighting, bridges, stairways .....	174,500	—	174,500
Air-conditioning .....	235,000	411,000	646,000
Office partitions and insulating floors .....	—	58,500	58,500
TOTAL, I	409,500	469,500	879,000
II. Central block			
Painting of walls .....	3,000	—	3,000
III. Site			
All items .....	136,500	—	136,500
IV. Construction			
Completion of second conference room .....	75,000	35,000	110,000
V. Architects' and engineers' fees .....	35,000	35,000	70,000
VI. Contingencies .....	—	130,000	130,000
TOTAL, I THROUGH VI	659,000	669,500	1,328,500
VII. Ground floor <sup>a</sup> .....			154,000
VIII. Construction <sup>a</sup> .....			317,000
GRAND TOTAL			1,799,500

<sup>a</sup> See foot-note to items B and E of the table contained in paragraph 27 of document A/C.5/1186 and mentioned in paragraph 5, above.

building and, accordingly, supported the Secretary-General's requests. The Committee is bound to state, however, that it still considers that a number of those problems, which have resulted in considerable additional expense to the Organization, might have been avoided by the continuous application of essential administrative and financial controls throughout the planning and construction period.

11. The General Assembly is now confronted with a request, the magnitude of which exceeds even the Advisory Committee's earlier apprehensions, as noted in paragraph 2 above, and which, in addition to proposing adjustments to the existing premises, suggests the construction of a satellite building. It is therefore understandable that the Committee devoted considerable attention to the present proposals and inquired at length into the nature of the problems which had arisen following occupancy of the building in November 1966. It became increasingly evident to the Committee that the functional difficulties reported to it were of such a serious nature that little short of the drastic measures proposed by the Secretary-General would provide ECLA with the facilities and services necessary to ensure adequate accommodation and reasonable working conditions to meet existing needs. The Advisory Committee was especially concerned that strict measures be taken to prevent a recurrence of this unfortunate situation in any future modifications or new construction in Santiago, Chile.

12. It was in this context that the Advisory Committee, although with some reluctance, came to the conclusion that consideration also should be given to the Secretary-General's alternative suggestion for the construction of a satellite building. The Committee's decision was motivated by the need to provide ECLA with a margin for future space needs. Also, a satellite building would make it possible to dispense with the proposed construction and improvisations on the ground floor of the existing building, the area which was not designed to accommodate office space and, regardless of adaptation, would prove expensive to convert and less efficient functionally. The elimination of these items would reduce the Secretary-General's estimate

of \$1,799,500 by \$471,000, to \$1,328,500.

13. As noted in paragraph 4 above, on the basis of prevailing costs plus architectural and engineering fees and provision for contingencies, the cost of a satellite building of some 43,056 sq.ft. (4,000 sq.m.) is estimated by the Secretary-General at approximately \$1.5 million. This figure excludes a provision for possible increases in the costs of labour and materials during the construction period.

14. The Secretary-General indicates that the total additional accommodation requirements in Santiago during the next few years—including office space, meeting rooms and service areas—are estimated at 23,734 sq.ft. (2,205 sq.m.). The building envisaged would be of a simple and functional design similar to office buildings now being built in the Santiago area and could be located on the same site, behind the main building, in order to keep intact the architectural integrity of the structure.

15. Representatives of the Secretary-General informed the Advisory Committee that the preparation of detailed plans and cost estimates for the construction of a satellite building for consideration by the General Assembly at its twenty-fourth session would cost approximately \$41,000. The Committee, having examined the various alternatives proposed by the Secretary-General for providing adequate office and meetings accommodation in Santiago in the future, sees no other course of action than to recommend that the Assembly authorize the Secretary-General to proceed with the necessary detailed plans and specifications and related cost estimates for the construction of a satellite building in Santiago.

16. However, the Advisory Committee is concerned that, in preparing any plans for new construction in Santiago to provide adequate facilities for ECLA and the Latin American Institute for Economic and Social Planning, urgent consideration should also be given to determine whether accommodation should be provided for other local offices of the United Nations, including the United Nations Development Programme and the specialized agencies. In this connexion, the Advisory

Committee would recall that in its report<sup>102</sup> to the Assembly at its eighteenth session, it noted that the present building was originally intended to house other local offices of the United Nations and the specialized agencies. Subsequently, the Secretary-General, bearing in mind that the additional contribution of \$1.2 million of the Government of Chile towards the cost of construction of the present building was made with the understanding that space would be provided in the building for the Latin American Institute for Economic and Social Planning, authorized construction to proceed in the manner necessary to accommodate the Institute. It therefore became evident that it would not be possible to provide the necessary office space for the specialized agencies, a situation regretted by the Advisory Committee. Accordingly, the Advisory Committee trusts that the Secretary-General will consult with the heads of the other organizations of the United Nations family having offices in Santiago as to the practicability of incorporating their requirements in his detailed plans for a satellite building to be submitted to the Assembly at its twenty-fourth session. The Committee also suggests that the Secretary-General might wish to give further consideration to providing adequate accommodation in Santiago beyond 1970 as presently envisaged.

17. In its consideration of the Secretary-General's proposals, the Advisory Committee has been mindful of the many problems, financial and others, which have beset the construction of the United Nations building at Santiago from its very inception. The Committee is also aware that similar problems have been experienced in the construction of other United Nations buildings overseas. Accordingly, the Committee intends to study the over-all problem of ensuring essential administrative management and financial controls in any future undertakings of this nature by the Organization, and to submit its observations to the Secretary-General.

<sup>102</sup> *Ibid.*, Eighteenth Session, Annexes, agenda item 58, document A/5622, paras. 3 and 6.

#### SUMMARY OF THE ADVISORY COMMITTEE'S RECOMMENDATIONS

18. Having given full consideration to all the proposals contained in the Secretary-General's report (A/C.5/1186 and Add.1), the Advisory Committee recommends the following to the General Assembly:

(a) That it authorize the Secretary-General to proceed with the implementation in 1969 of the additional projects proposed in paragraph 27 of his report (A/C.5/1186), as modified by the Advisory Committee in items I through VI of the table contained in paragraph 9 above, within a maximum appropriation of \$659,000 in 1969;

(b) That it authorize the Secretary-General to proceed, within a maximum expenditure of \$41,000 in 1969, with the preparation of detailed plans and specifications and related costs for a satellite building at Santiago, having also in mind the needs of other organizations of the United Nations family with local offices at Santiago, and request him to submit a report for consideration by the General Assembly at its twenty-fourth session;

(c) That it request the Secretary-General to include in his initial budget estimates for 1970, for consideration by the Advisory Committee at its summer session in 1969, reliable estimates for the implementation in 1970 of the additional projects included for that year in items I through VI of the table contained in paragraph 9 above, currently estimated by the Secretary-General at approximately \$669,500.

19. The adoption by the General Assembly of the Secretary-General's proposals, as modified by the Advisory Committee and contained in the table in paragraph 18, sub-paragraphs (a) and (b), above, would require an additional appropriation of \$700,000 under section 7 of the budget for 1969.

## Section 9

### *Sound recordings of meetings of United Nations bodies*

#### DOCUMENT A/C.5/1187

#### Note by the Secretary-General

[Original text: English]  
[11 November 1968]

1. The efforts being made to reduce documentation, called for by various General Assembly resolutions and, most recently, by its resolution 2292 (XXII) of 8 December 1967, have led to an examination of practices regarding the arrangements for sound recordings of meetings of United Nations bodies. This examination has coincided with an expression of concern on the part of the technical services that some of the recordings of early sessions of various bodies—those held between 1946 and 1955—may be lost through deterioration.

2. The conclusion reached is that there is a need for a co-ordinated policy regarding the recording of meetings and the period of retention of the recordings.

This policy should take into account the two main purposes served by these recordings:

- (a) The use made of them by the Office of Public Information in the production of information material;
- (b) Their role as meeting records.

3. The Office of Public Information has indicated that for its needs sound recordings should be made of the proceedings of the plenary meetings of the General Assembly and of meetings of the First Committee, the Special Political Committee and the Security Council. These recordings should be retained permanently. There would also be specific meetings of various bodies for which OPI would request recording for permanent



retention on an *ad hoc* basis; these would not be substantial in number.

4. As regards the role of recordings as meeting records, reference is made to sound recordings in the rules of procedure of the following bodies:

(a) The Economic and Social Council:

“Sound records of the meetings of the Council and of its committees of the whole shall be kept by the Secretariat.” [rule 46];

(b) The Trade and Development Board:

“Sound records of the meetings of the Board and of its committees shall be kept by the Secretariat in accordance with the practices of the United Nations.” [rule 73];

(c) The four committees of the Trade and Development Board (Commodities, Manufactures, Invisibles and Financing related to Trade, Shipping):

“Sound records of the meetings of the Committee and of its subsidiary bodies shall be kept by the Secretariat in accordance with the practices of the United Nations.” [rule 72, identical for each Committee];

(d) The Industrial Development Board:

“Sound records of the meetings of the Board and of its sessional committees shall be kept by the Secretariat in accordance with the practices of the United Nations.” [rule 71].

The rules of procedure of all the bodies listed above also contain a provision relating to the consultation of the sound records in the event of a disagreement regarding a correction submitted to the provisional summary records.

5. There is no reference to sound recordings in the rules of procedure of the General Assembly, the Security Council, the Trusteeship Council, the functional or regional commissions of the Economic and Social Council, or the Governing Council of UNDP. In the case of the Governing Council, the following provision applies:

“Summary records of the Governing Council will be prepared and distributed in accordance with the relevant rules of the rules of procedure of the Economic and Social Council.” [rule 21].

Since the rules of procedure of the Economic and Social Council provide that its sound recordings may be consulted in the event of a disagreement regarding corrections to its provisional summary records, it may be implied that sound recordings of meetings of the Governing Council are required for a similar purpose.

6. Apart from the provisions of rules of procedure on this subject, reference might also be made to the deliberations in the Fifth Committee in 1947 which led to:

(a) A decision by the General Assembly in 1947 that written verbatim records of its proceedings should be provided only for its plenary meetings and “one main Committee at a time, a committee which, in the opinion of the General Committee, has the most important items on its agenda”;<sup>103</sup>

(b) A decision by the Economic and Social Council in 1948 that it was “able to comply with the request of the General Assembly and, in view of financial strin-

gencies, to agree for the present to dispense with written verbatim records of its meetings.”<sup>104</sup>

7. For its deliberations, the Fifth Committee had before it a report of the Advisory Committee on Administrative and Budgetary Questions, the following quotation from which is pertinent in the present context:

“3. In the case of the Main Committees of the General Assembly, the Economic and Social Council and certain of its related commissions and conferences, summary records are published (first mimeographed in the working languages and later printed in all the official languages) as the official records, but it is the practice to make also verbatim records in the working languages. . . .

“ . . . Over and beyond this, a sound recording is made of the entire proceedings of every meeting. . . .

“4. The Committee understands that the sound recordings are permanent enough for all practical purposes, and accordingly believes that the need for written verbatim records of the Main Committees of the General Assembly is slight. The Committee believes that the existence of the sound recording fulfills the spirit of the second sentence<sup>105</sup> of rule 61 [of the rules of procedure of the General Assembly], and recommends that for the purposes of that sentence a sound recording should be regarded as a verbatim record. In the event of a written verbatim record of any part of the discussion being required for documentary purposes, this could readily be obtained by a stenographer from the sound recording.”<sup>106</sup>

The report of the Fifth Committee, which contained the recommendation quoted in paragraph 6 (a) above, subsequently approved by the General Assembly, also contained the following:

“Approving in principle the Advisory Committee’s recommendation that sound recordings should replace the written verbatim records in cases where only summary records were printed . . .”<sup>107</sup>

8. The records of the discussion in the Fifth Committee do not indicate what may have been intended as regards the period of retention of the sound recordings, nor do those of the Economic and Social Council at its seventh session, when it adopted resolution 176 (VII) quoted in paragraph 6 (b) above. Similarly, neither the records of the discussion nor the papers before the Council at its fourteenth session, when it first adopted the provisions of rule 46 of its rules of procedure, quoted in paragraph 4, contain any reference to this point. Nor do the records of the other bodies indicated in paragraph 4 as having a rule of procedure on sound records shed any light on the matter.

9. It might be considered that the phrase “shall be kept” in the several rules implies permanent retention. On the other hand, the report of the Advisory Committee, mentioned in paragraph 7 above, which led to the present arrangements regarding the records of the

<sup>104</sup> Economic and Social Council resolution 176 (VII), of 28 August 1948.

<sup>105</sup> Which reads: “Verbatim records shall also be made of the proceedings of the Main Committees established by the General Assembly.” (The rule, since renumbered, corresponds to rule 60 of the present rules of procedure.)

<sup>106</sup> See *Official Records of the General Assembly, Second Session, Fifth Committee, Annexes*, document A/C.5/168.

<sup>107</sup> *Ibid.*, *Second Session, Plenary Meetings*, vol. II, document A/498, p. 1,500.

<sup>103</sup> *Ibid.*, *Second Session, Plenary Meetings*, vol. II, document A/498, p. 1501.



Main Committees of the General Assembly and of the Economic and Social Council—and subsequently UNCTAD, UNIDO and UNDP—contains the phrase: “The Committee understands that the sound recordings are permanent enough for all practical purposes . . .”.

10. It is against this background that the Secretariat has re-examined its practices in respect of the role of sound recordings as meeting records. In doing so, the various types of written meetings records which are provided have been taken into account.

#### VERBATIM RECORDS

11. Written verbatim records are the official records only for the plenary meetings of the General Assembly, its First Committee (since the twenty-second session) and the Security Council.<sup>108</sup> These records are issued first in provisional form, and subsequently in final form, incorporating corrections submitted by representatives or other speakers, and translations rather than interpretations of speeches. If the role of sound recordings as meeting records were the only consideration, it would seem reasonable in respect of these organs to destroy the sound recordings soon after the final texts of the written verbatim records are distributed. However, in view of the needs of OPI stated in paragraph 3 above, the question does not arise.

#### SUMMARY RECORDS

12. Written summary records are the official meeting records for most bodies of the United Nations. These summary records are usually from one quarter to one third the length of a verbatim record for a meeting of the same duration. They are prepared by précis-writers and are issued first in provisional form, and subsequently in final form, incorporating corrections submitted by representatives and other speakers. It is for bodies receiving summary records that the sound recordings have particular significance.

13. First, corrections to summary records are more frequent and extensive than corrections to verbatim records, since in the abridgement of the discussion the précis-writers have to make a selection as to the main substance and intent of the interventions. In some instances, in order to judge the acceptability of a correction, it is necessary to consult the sound recordings, and, indeed, as indicated in paragraph 4 above, the rules of procedure of a number of organs explicitly refer to that eventuality.

14. Secondly, inasmuch as written verbatim records are not prepared—except in those isolated cases referred to in the foot-note concerning paragraph 11 above—the sound recording is the only record of what was actually said in the meeting.

15. As regards the role of the sound recording vis-à-vis the correction of the provisional summary record, it would not be necessary to retain the sound recording for any extended period after the final version of the summary record has been issued. It is possible that questions might be raised with regard to the content of the final text, but presumably this would occur soon after its issuance. On the other hand, the desirable period of retention of the sound recording as the only record of what was actually said at the meeting must be a matter of judgement.

<sup>108</sup> For other bodies, written verbatim records are issued only in provisional form for use during the session; the official records of these bodies are their summary records.

#### BODIES HAVING NO MEETING RECORDS

16. A number of bodies have no meeting records,<sup>109</sup> and the substance of their proceedings is contained in their respective reports. Not all such bodies receive sound recordings, but for those which do, it would appear that the same considerations as outlined above in respect of bodies receiving summary records apply. The sound recordings should be retained for a reasonable period after the issuance of the report of the body as a possible reference in the event that questions are raised regarding the report; retention for a longer period is a matter of judgement. In exercising judgement, particular regard should be given to those bodies which have previously been provided with meeting records, but which, pursuant to General Assembly resolution 2292 (XXII), have dispensed with them.

17. In light of the above, the Secretary-General suggests the following arrangements regarding sound recordings of meetings of United Nations bodies:

- (a) Meetings which have sound recordings:
  - (i) Sound recordings shall be made of the meetings of all United Nations bodies in respect of which written official meeting records are produced;
  - (ii) Sound recordings shall be made of the meetings of other United Nations bodies which have previously been provided with written official meeting records but which have dispensed with such records pursuant to General Assembly resolution 2292 (XXII), unless the body itself decides that such sound recordings are unnecessary;
  - (iii) Sound recordings shall be made of the meetings of other United Nations bodies as required.
    - (b) As a normal rule, sound recordings shall be made of the proceedings on the floor, that is, recording of the original speeches in the language of delivery; full recording, including interpretations in required languages, shall be made of meetings for which written verbatim records are to be produced by transcription, and of other meetings based on the justification in each case.
      - (c) Sound recordings shall be retained:
        - (i) Permanently in respect of:
          - a. Plenary meetings of the General Assembly;
          - b. The First Committee;
          - c. The Special Political Committee;
          - d. The Security Council;
          - e. Such other meetings as are designated by the Office of Public Information;
        - (ii) For five years in respect of the Main Committees of the General Assembly (other than the First and Special Political Committees), the General Committee and Credentials Committee of the General Assembly, the Economic and Social Council, the Trusteeship Council, the Trade and Development Board and the Industrial Development Board;
        - (iii) For one year after the issuance of the final versions of the written official meeting records and/or reports of other bodies for which sound recordings are made.

<sup>109</sup> A type of record called “minutes” has been provided for a few bodies on isolated occasions and in different forms adjusted specifically to the needs of the respective bodies. There are no standard arrangements for minutes, and even when they are provided they do not constitute “official records”. Thus, for the present purposes, bodies which have minutes are treated in the same manner as those having no records.

(d) The procedures outlined in paragraphs (a), (b) and (c) above shall apply for meetings at Headquarters and Geneva. They shall also apply for meetings at other locations of Headquarters- and Geneva-based bodies. Procedures consistent with these shall be developed, taking into account technical considerations, for meetings of regional economic commissions.

(e) Recordings may be retained for longer periods than those specified in sub-paragraphs (ii) and (iii) of paragraph (c) above where for technical reasons such action is expedient.

#### ADMINISTRATIVE AND FINANCIAL IMPLICATIONS

18. In so far as Headquarters is concerned, these proposals do not significantly change the present policies and practices. Thus, for the present and future recording operations, the arrangements suggested do not, in themselves, have significant administrative or financial implications. Such additional space, equipment or staff as might be required in the future would result from the growth of activity of the Organization and the passage of time and would be dealt with in annual budget estimates.

19. In the case of the United Nations Office at Geneva, some increases in equipment, and perhaps in staff and space, may be required in order to make recordings of the pertinent meetings which will meet the necessary technical standards. Much depends, of course,

on how many sessions are held in Geneva of bodies whose meetings require recordings of broadcast or permanent archival quality. On the basis of current experience, it is believed that the Geneva Office now has adequate staff to record proceedings for temporary or summary record use. Some strengthening of its capacity to make high-quality tape records of, for example, the Economic and Social Council plenary meetings, will probably be needed; the costs are estimated at \$3,000 for 1969—if the present proposals are adopted—and \$2,000 per year, thereafter.

20. The indications in paragraphs 18 and 19 above relate to present and future recording operations. As indicated in paragraph 1, however, a problem exists in the fact that a substantial number of the early sound recordings were produced on aluminium base discs, which have shown signs of serious deterioration through fungus action or chemical change. Among these are some records of meetings which need to be kept permanently. To prevent their loss, it is proposed to transfer these recordings to magnetic tape. The cost of accomplishing this over a period of four years is tentatively estimated at some \$80,000, representing, for the most part, overtime costs for regularly employed telecommunications engineers.

21. Accordingly, if the arrangements suggested in this paper meet with the approval of the General Assembly, an additional appropriation of \$23,000 will be required under section 9 of the budget for 1969, for the purposes described in paragraphs 19 and 20 above.

## DOCUMENT A/7356

### Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[26 November 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the note (A/C.5/1187) in which the Secretary-General: (a) proposes uniform procedures for the production of sound recordings of current and future meetings of United Nations bodies; and (b) indicates that it is necessary to re-record on magnetic tape a substantial number of deteriorating sound recordings of early meetings which need to be kept permanently. The Secretary-General indicates that in so far as Headquarters is concerned, the proposed procedures for the present and future recording operations do not change the present policies and practices to any extent and thus do not, in themselves, have significant administrative or financial implications. In the case of the United Nations Office at Geneva, some increases in equipment, and perhaps in staff and space, may be required; the Secretary-General estimates the related cost at \$3,000 for 1969 and \$2,000 a year thereafter. The costs of re-recording the recordings of early meetings are tentatively estimated by the Secretary-General at some \$80,000, representing, for the most part, over-time costs for regularly employed telecommunications engineers. The Secretary-General proposes to carry out the re-recording operation over a period of four years. On this basis he requests an

additional appropriation of \$23,000 under section 9 for 1969, consisting of \$20,000 for the re-recording operations and \$3,000 for the production of additional high-quality tapes for current meetings at Geneva.

2. The Advisory Committee has noted the arrangements for the production and retention of current and future sound recordings, as set out in paragraph 17 of the note by the Secretary-General.

3. As regards the re-recording operation, the Advisory Committee would agree that old recordings which, under existing policies, are considered to be of permanent interest and which show signs of deterioration should be re-recorded on magnetic tape. The Committee is hopeful, however, that this work can be so scheduled as to take place mainly during the periods when the available manpower and equipment resources are not fully utilized for the production of current recordings, rather than largely on an over-time basis, as envisaged by the Secretary-General.

4. Accordingly, the Advisory Committee recommends that the amount requested by the Secretary-General for 1969 in respect of the re-recording operations and the additional activities on current recordings at Geneva should be reduced from \$23,000 to \$15,000.

## Section 12

**Grant towards extension and improvement of the physical facilities of the International School at Geneva**

## DOCUMENT A/C.5/1188

## Report of the Secretary-General

[Original text: English]  
[13 November 1968]

1. At its twenty-first session, the General Assembly had appropriated an amount of \$30,000 under section 12 of the budget for 1967 for the purpose of making a contribution to the capital development fund of the International School at Geneva.

2. At its twenty-second session, the General Assembly had approved a grant in the same amount for 1968. It did so within the framework of a recommendation of the Advisory Committee on Administrative and Budgetary Questions which read as follows:

“With regard to the Secretary-General’s proposal in the budget estimates for 1968, that the General Assembly approve a grant of \$30,000 to the School in 1968 from the United Nations regular budget, the Advisory Committee would agree with the Secretary-General that, should the Assembly so decide, this amount, together with the \$30,000 approved for 1967, should be credited to a special trust fund, similar to that established by WHO, until such time as the Governing Board of the School is in a position to give fuller information as to the progress made in obtaining contributions from other sources. In this connexion, the Advisory Committee would look for a progress report from the Secretary-General to the General Assembly at its twenty-third session, setting forth full details of the financial support pledged and anticipated from all sources, together with a clearer indication of the additional facilities and equipment required and their related costs.”<sup>110</sup>

3. The Secretary-General has included a *pro memoria* provision for the International School at Geneva in the budget estimates for 1969 (A/7205).

4. In order to assist the General Assembly in considering its action on this question, information is presented below on the progress made in defining the additional facilities and equipment required by the School as well as on the financial support pledged and anticipated for this purpose. Also, the annex to the present document gives a brief summary of the historical development and nature of the School and provides details regarding the student body.

## ORGANIZATION OF THE SCHOOL

5. Effective 22 December 1967, the somewhat loosely organized association charged with the management of the School was replaced by a foundation, organized and registered under article 80 *et seq.* of the Swiss Civil Code. Under the charter of the Foundation and the associated regulations, authority for the administration of the Foundation is placed in a governing board.

6. A new plan of organization and administration of the School has also been instituted, involving, *inter alia*, the appointment of a Director-General to give unity and synthesis to the two sectors (English and French), as well as a Financial Manager and Treasurer entrusted with budgetary and expenditure control, fund management and the establishment and institution of improved accounting and financial procedures. The effects of these measures are already apparent in the firmer administration of the School.

## POSITION ON CURRENT ACCOUNT

7. For the school year ended 31 August 1968, income and expenditures were almost precisely in balance. The applications for student enrolment in the School exceed the places available. As will be seen from the annex, as compared with 1,481 students in the preceding school year, the student registration in the school year 1967-1968 was restricted to 1,398 in order to eliminate overcrowding in some areas. However, with the addition of some new premises as referred to under paragraph 10 below, and with a better organization of the use of space, these difficulties have been overcome and for the school year 1968-1969 some 1,560 student registrations have been found feasible and have been accepted. On this basis, a small surplus of \$10,000 to \$20,000 is budgeted for the current school year. It is foreseen that the problem of adjustment of salaries in order to attract and retain good teachers will have to be solved, as in the past, by periodic adjustment in the tuition fees.

## OWNERSHIP AND OTHER ARRANGEMENTS REGARDING USE OF PRESENT PREMISES

8. The School occupies an area of approximately 65,000 sq. metres (16 acres), of which 40,000 sq. metres are leased from the Canton of Geneva and the rest are owned by the School. Under more recent arrangements the School pays a rental to the Republic and Canton out of current income. The main teaching areas are on leased land; the four villas on the land belonging to the School are used for the boarding of students, the infirmary and for administrative purposes. The twenty-year lease with the Canton expires at the end of 1968 but has been extended for a further year pending agreement on longer-term plans for development of the School.

## RECENT IMPROVEMENTS TO PREMISES

9. Improvements to the premises carried out in 1967/1968 have been:

(a) The building and equipping of four biology classrooms (\$135,000);

<sup>110</sup> Official Records of the General Assembly, Twenty-second Session, Annexes, agenda item 74, document A/6922, para. 9.

(b) The enlarging and re-equipping of two chemistry and one physics classrooms (formerly biology classrooms) (\$40,000);

(c) Other improvements, carried out at a cost of approximately \$10,000, including:

- (i) Extension of two classrooms;
- (ii) Provision of showers;
- (iii) Extension of the car park facilities;
- (iv) Improvements to the sports fields; and
- (v) Improvement of the facilities for boarders.

10. Of the total expenditure of \$185,000 for these improvements, \$80,000 has been met from contributions made to the School's current capital development fund by United States companies located in Geneva

and \$30,000<sup>111</sup> from contributions from other sources. The balance is presently carried on loan account, pending the receipt of additional contributions or accrual of surplus on current account.

#### MAJOR PROGRAMME OF EXTENSION AND IMPROVEMENTS

11. Architectural plans for the development of the School on its present site were drawn up in 1965. After a period of internal reorganization of the School, these plans are now to be updated to provide for the accommodation of some 1,600 students.

12. While more distant requirements might also be foreseen, such as the provision of an Assembly Hall, the more specific and immediate requirements are:

	Surface area		Cost
	Square metres	Cubic metres	
Construction of a gymnasium and a manual arts centre..	3,450	16,100	900,000
Construction of a new building to house the primary school of 34 classes .....	4,350	19,460	1,200,000
Expansion of the existing premises to provide a suitable cafeteria and adequate kitchen facilities, adequate library space, a study hall and repair workshops .....	4,200	21,600	1,100,000
TOTAL	12,000	57,160	3,200,000

13. A sub-committee of the new Governing Board has been set up to study and report on the expansion programme and its financing.

#### PLAN OF OPERATION FOR PLEDGES TO FINANCE THE MAJOR PROGRAMME

14. The present plan of operation for the financing of the major programme contemplates contributions and other financial support in the amount of some \$2,000,000 to be obtained over the next ten years from commercial and industrial companies (\$1,000,000), from the United Nations and specialized agencies (\$750,000) and from individuals (\$250,000). These amounts are projected on the basis of a contribution of Swiss Francs 1,000 or \$232 per student per annum from the users of the School. This basis has the agreement of some of the larger companies located in Geneva, provided equivalent contributions are forthcoming from other users. In addition, financial support will be sought from the Cantonal authorities, who contributed half the cost of the science and arts classroom block constructed five years ago on land leased from the Canton. With the establishment of a reasonable base for contributions from local sources, it is proposed to make a new appeal to foundations for matching funds. In addition, the alumni groups are being reconstituted and will be asked to contribute to the development programme.

#### FINANCIAL ASSISTANCE FROM GENEVA-BASED UNITED NATIONS ORGANIZATIONS

15. In addition to the grants approved by the United Nations in the budgets for 1967 and 1968, in a total amount of \$60,000, WHO has made available

a total of \$50,000 for the same purpose in its budgets for those two years, with the intent of making an annual provision of \$25,000 for each year until 1977, subject to appropriate contributions being made by other international organizations and non-governmental organizations which derive benefits from the School. This position has not changed.

16. The credits approved to date by WHO and the United Nations are retained by these two organizations in special trust funds, as described in paragraph 2 above.

#### RECOMMENDATIONS REGARDING GRANT BY THE UNITED NATIONS TO THE SCHOOL IN 1969

17. In order to provide encouragement to the School and to assist the Governing Board in obtaining longer-range pledges from other sources for the financing of the programme of extension and improvement of the School's facilities, the General Assembly may wish to consider the approval of a further grant of \$30,000 for 1969. As in the case of the previous grants this amount might again be credited to the special trust fund already established, pending the further development of the plan of improvements and the determination of contributions available from other sources. In this event, the Secretary-General would report to the General Assembly at its twenty-fourth session setting out details of the progress made in the programme and of any amounts released to the School from the special trust fund.

<sup>111</sup> Includes \$25,000 derived from a special contribution from a private source in 1967, in the amount of Swiss Francs 500,000 (approximately \$115,000) partly to assist the capital development fund and partly for special educational projects.

## ANNEX

## General description of the development and nature of the School and details regarding the student body

## NATURE OF THE SCHOOL

1. The International School at Geneva was established in 1924 on the initiative of officials of the League of Nations and with the support of certain citizens of Geneva. The aim was to create a school which was both a symbol and a prototype—a new sort of school in which young students from many lands would learn to study and play together while developing appreciation and respect for each other's cultural and racial differences. It was the very first of the international schools, and others which have been established at locations around the world have, in many instances, been guided by its experience.

2. For many years the School was small. With the increased development of Geneva as an international centre following

the Second World War, the School took on an important new dimension—that of providing an indispensable educational complement to the local school system in meeting the needs of the larger international population. In the last ten years the enrolment has tripled from about 500 to 1,500 children. They come from some 62 different countries and are taught by a staff of 112 full-time teachers and 12 part-time teachers representing some 15 nationalities.

3. Instruction is carried out in French and English, following a curriculum which, at secondary levels, branches out to prepare students especially for the French *baccalauréat*, the Swiss *maturité*, the American College Board achievement test and the British General Certificate of Education.

## STUDENT BODY

4. The parental groups for the students attending during the school years 1966-1967 and 1967-1968 were as follows:

Parental group	1966-1967		1967-1968	
	Number of students	Percentage	Number of students	Percentage
International organizations and diplomatic corps..	497	33.5	471	33.8
Non-governmental organizations .....	94	6.4	92	6.5
Industry, commerce and banking .....	659	44.5	657	47.0
Professional fields .....	142	9.6	112	8.0
Other occupations .....	89	6.0	66	4.7
TOTAL	1,481	100.0	1,398	100.0

5. More detailed figures in respect of international organizations and the diplomatic corps for the three school years from 1965 to 1968 are as follows:

	Number of families		
	1965-1966	1966-1967	1967-1968
(a) <i>United Nations and specialized agencies</i>			
International Labour Organisation .....	101	92	81
World Health Organization .....	98	108	121
International Telecommunication Union .....	10	10	10
World Meteorological Organization .....	5	7	11
Food and Agriculture Organization .....	5	3	2
General Agreement on Tariffs and Trade .....	14	19	16
United Nations (including United Nations Conference on Trade and Development) .....	107	103	91
TOTAL	340	342	332
(b) <i>Other intergovernmental organizations</i>			
European Organization for Nuclear Research (CERN) .....	22	28	39
Intergovernmental Committee for European Migration (ICEM) .....	6	7	4
European Free Trade Association (EFTA) .....	3	10	7
TOTAL	31	45	50
(c) <i>Diplomatic and consular corps</i> .....	111	110	89
GRAND TOTAL	482	497	471

## DOCUMENT A/7351

## Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[25 November 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/1188), suggesting that the General Assembly may wish to consider the approval of a further grant of \$30,000 for 1969, in order to provide encouragement to the International School at Geneva and to assist its Governing Board in obtaining longer-range pledges from other sources for the financing of the programme of extension and improvement of the physical facilities of the School.

2. The Advisory Committee would recall that requests for financial assistance to the International School at Geneva have now been made to the General Assembly for three years in succession. In the budget estimates for the financial year 1967,<sup>112</sup> the Secretary-General indicated that the administration of the School had launched an intensive fund-raising campaign to obtain during the next ten years the capital funds necessary to construct additional classrooms and to acquire additional facilities and equipment. The Secretary-General informed the General Assembly that the School authorities were endeavouring to obtain about \$100,000 annually for ten years from the international organizations in Geneva and to raise an additional \$200,000 a year for the same period from local business firms with employees whose children are attending the School. It was hoped that those amounts, together with contributions from parents and alumni, would attract important additional contributions from foundations that had indicated willingness to consider matching arrangements. The Secretary-General therefore considered that it would be appropriate if the United Nations were to contribute an amount of \$30,000 for 1967. The General Assembly approved a credit of \$30,000 for 1967 and a further amount of \$30,000 for 1968.

3. The Advisory Committee notes from paragraph 14 of the Secretary-General's report that the present plan differs from the forecast made in 1966 in that the total anticipated contribution from the United Nations and the specialized agencies has been reduced from \$1 million to \$750,000; the School hopes to raise the difference, that is, \$250,000 from individuals.

4. An analysis of the information furnished by the Secretary-General indicates that progress during the past two years has fallen far short of expectations. Of the Geneva-based international organizations, only WHO responded to the School Board's appeal and appropriated annually \$25,000, for 1967, 1968 and 1969. Contributions received from business concerns and individuals have amounted to only one quarter of the target for 1967 and 1968.

5. It is thus becoming increasingly clear that, unless there is a marked improvement in the near future, the chances of extending and improving the physical facilities of the School through the current fund-raising drive will be seriously jeopardized. In these circumstances, the continued usefulness of a contribution from the United Nations regular budget becomes questionable.

6. At the same time, the Advisory Committee noted that the School's position on current account is healthy, with a surplus of \$10,000 to \$20,000 being anticipated in the academic year 1968-1969, when it has proved possible to raise student enrolment to 1,560—as against 1,398 in 1967-1968 and 1,481 in 1966-1967. This increase resulted from improvements carried out in 1967-1968 at a cost of \$185,000. As the Secretary-General indicates in paragraph 10 of his report, \$110,000 of this amount has come from contributions to the capital development fund, the balance now being carried on loan account. The Advisory Committee has been informed that the extension of the arrangement with the Canton of Geneva for the lease of land to the School will not have an adverse effect on the current account of the School, and that the rent paid to the Canton is nominal.

7. The Advisory Committee observed from paragraph 14 of the report by the Secretary-General that some of the larger companies located in Geneva have agreed to contribute to the development fund, provided equivalent contributions are forthcoming from other users. In addition, the School intends to seek financial support from the Cantonal authorities, and to launch a new appeal to foundations for matching funds, once a reasonable base for contributions from local sources has been established; in addition, the alumni groups are being reconstituted and will be asked to contribute to the development programme.

8. Bearing these possible developments in mind, the Advisory Committee reached the conclusion that the newly reorganized Board and administration of the School should be given a further opportunity for instilling new vigour into the fund-raising drive. Consequently, the Committee would not oppose the recommendation by the Secretary-General in paragraph 17 of his report that the General Assembly may wish to approve a further grant of \$30,000 to the International School at Geneva for 1969, on the understanding that this amount, together with the contributions already voted by the General Assembly for 1967 and 1968 should be credited to the special trust fund already established for this purpose.

9. At the same time, the Advisory Committee would stress that the funds already appropriated or to be appropriated by the General Assembly in this connexion constitute a contribution towards the extension and improvement of the physical facilities of the International School at Geneva, and that the United Nations cannot be expected to assume the main responsibility for financing this project. The Secretary-General may wish to bring this point to the attention of the heads of the Geneva-based international organizations which have not yet made any contribution to the School.

10. The Advisory Committee is of the opinion that the progress report to be submitted by the Secretary-General to the General Assembly at its twenty-fourth session should be detailed and complete. It should indicate separately for each year since 1967 the amounts contributed or pledged by: (a) the specialized agencies, (b) Geneva-based commercial and industrial companies, (c) private individuals, including parents

<sup>112</sup> Official Records of the General Assembly, Twenty-first Session, Supplement No. 5, paras. 12.17-12.24.

and alumni; and (d) foundations and institutions based outside Geneva. Pending receipt of such information, the Advisory Committee would reserve its judge-

ment on whether any of the amounts contributed by the United Nations should be released to the School from the special trust fund.

## Section 20

### *International Trade Centre*

#### DOCUMENT A/C.5/1168

#### **Report of the Secretary-General containing the report of the Secretary-General of UNCTAD and the Director-General of GATT on the budget estimates of the International Trade Centre for the financial year 1969**

[Original text: English]  
[19 November 1968]

1. By resolution 2297 (XXII) of 12 December 1967, the General Assembly approved an accord establishing the International Trade Centre, effective from 1 January 1968, to be operated jointly by the United Nations Conference on Trade and Development and the General Agreement on Tariffs and Trade on a continuing basis and in equal partnership. The Contracting Parties to GATT took a parallel decision on 22 November 1967. These decisions were taken with a view to integrating the resources and activities in the field of export promotion.

2. The Trade Centre's aim is to assist developing countries in the promotion of their export trade by providing them with information on export markets and marketing and helping them both to develop their export promotion services and to train the personnel required for these services.

3. The Centre, first created in May 1964, was financed by GATT up to the end of 1967. Following the adoption by the General Assembly of resolution 2297 (XXII) and the approval by the Contracting Parties to GATT of the creation of a joint centre, interim financial and administrative arrangements were applied for the initial year 1968. Under these arrangements, the expenses of the Centre were met in the main from provisions made in the GATT budget for 1968 in the amount of \$671,600, supplemented by an amount of \$90,000 appropriated by the General Assembly under section 20 of the United Nations budget as a contribution to cover the additional expenses arising as a consequence of the conversion of the GATT Trade Centre into a joint Centre.

4. In the budget estimates for the financial year 1969 (A/7205, para. 20.49), the Secretary-General stated that during the early part of 1968 administrative arrangements had been evolved in the areas as set forth in paragraphs 28 to 39 of his report<sup>113</sup> to the General Assembly at its twenty-second session and that a work programme for 1969 and related financial implications had been drawn up for review by the Joint UNCTAD/GATT Advisory Group at a meeting scheduled to be held at the end of May 1968. Since the recommendations of the Advisory Group concerning the programme of activities and related budgetary requirements were

not available at the time that the initial estimates for 1969 were prepared, provision was made *pro memoria* only at that time under section 20, chapter X (International Trade Centre) of the budget estimates.

5. Following the aforementioned review by the Joint UNCTAD/GATT Advisory Group, the Secretary-General of UNCTAD and the Director-General of GATT issued a joint report (see annex below) on the budget estimates for the Centre for the financial year 1969. The estimates as presented therein totalled \$1,051,000. The Joint Advisory Group had agreed that, as a further interim measure for the year 1969, arrangements similar to those which existed in 1968 for the financing of the total requirements of the Centre might be maintained. Under these arrangements provision would be made in the GATT budget at the same level as for 1968 in an amount of \$671,600. The balance of the requirements in the amount of \$379,400 would be financed from the regular budget of the United Nations, under section 20.

6. The joint report of the Secretary-General of UNCTAD and the Director-General of GATT was submitted by the Secretary-General, with his concurrence, to the Advisory Committee on Administrative and Budgetary Questions for review during its summer session in 1968. Subsequently, the Committee on Budget, Finance and Administration of GATT, during its meetings from 8 to 11 October 1968, examined the estimates of the International Trade Centre for the financial year 1969, together with the relevant observations of the Advisory Committee. It expressed its thanks to the Advisory Committee for the valuable suggestions contained in its report which were fully taken into account during the examination of the estimates. As a result of this further examination the GATT Committee recommended that the Contracting Parties approve revised estimates of expenditure for the International Trade Centre for the financial year 1969 in a total amount of \$971,000. The reduction of \$80,000 was to be achieved by reducing the number of new posts requested by 1 Professional and 2 General Service, by applying a factor of 50 per cent for delayed recruitment rather than 20 per cent and by effecting economies in respect of expenses for consultants and travel of staff. Of the total revised estimates of \$971,000 for 1969, an amount of \$671,600 is to be included under part IV in the budget estimates of

<sup>113</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 38, document A/6879.

GATT on the assumption that the balance of \$299,400 would be borne by the United Nations.

7. The Contracting Parties of GATT, during its session held in November 1968, approved the revised

estimates as recommended by its Committee on Budget, Finance and Administration. These provisions would be distributed amongst the various sections of the International Trade Centre budget as follows:

<i>Section</i>	<i>Original estimates (ITC/AG/3)<sup>a</sup></i>	<i>Revised estimates</i>	<i>Increase or (decrease)</i>
<i>United States dollars</i>			
PART I. DIRECT OPERATIONAL COST OF THE CENTRE			
1 Salaries and wages .....	458,500	411,300	(47,200)
2 Common staff costs .....	140,500	128,000	(12,500)
3 Travel on official business .....	78,000	68,800	(9,200)
4 Hospitality .....	1,000	1,000	—
5 Permanent equipment .....	10,000	10,000	—
6 General expenses .....	68,500	65,400	(3,100)
7 Printing .....	89,500	89,500	—
TOTAL, part I	846,000	774,000	(72,000)
PART II. SERVICES PROVIDED THROUGH UNCTAD AND GATT SECRETARIATS			
8 Salaries of staff providing services to the Centre	167,400	161,100	(6,300)
9 Common staff costs for posts under section 8..	37,600	35,900	(1,700)
TOTAL, part II	205,000	197,000	(8,000)
GRAND TOTAL	1,051,000	971,000	(80,000)

<sup>a</sup> See annex below.

8. Should these estimates, as well as the proposed United Nations share, be acceptable to the General Assembly, it would be necessary for an amount of \$299,400 to be appropriated under section 20, chapter X of the budget for 1969.

#### ANNEX

##### International Trade Centre Budget estimates for the financial year 1969<sup>a</sup>

##### Report of the Secretary-General of the United Nations Conference on Trade and Development and the Director- General of the General Agreement on Tariffs and Trade

#### CONTENTS

	<i>Page</i>
INTRODUCTION .....	96
A. EXPENDITURE ESTIMATES	
Summary of expenditure estimates for the financial year 1969 .....	97
Explanatory notes on expenditure estimates for the financial year 1969 .....	97
PART I. SECRETARIAT OF THE CENTRE	
Section 1. Salaries and wages .....	97
<i>Manning table</i> . Established posts of the secretariat of the Centre .....	97
Section 2. Common staff costs .....	99
Section 3. Travel on official business .....	100
Section 4. Hospitality .....	100
Section 5. Permanent equipment .....	100
Section 6. General expenses .....	100
Section 7. Printing .....	100

<sup>a</sup> Previously distributed as document ITC/AG/3, 19 June 1968.

Part II. Services provided through UNCTAD and GATT secretariats .....	101
Section 8. Salaries of staff providing services to the Centre .....	101
<i>Manning table</i> of supporting staff .....	101
Section 9. Common staff costs for posts under section 8 .....	102
<i>Annex</i> . Estimated expenditure by main activity and programme .....	103
B. ESTIMATES OF INCOME	
Summary of estimates of income for the financial year 1969 .....	104

#### INTRODUCTION

1. By resolution 2297 (XXII) of 12 December 1967 the General Assembly approved the accord establishing the International Trade Centre, effective from 1 January 1968, to be operated jointly by UNCTAD and GATT on a continuing basis and in equal partnership. The Contracting Parties to GATT took a parallel decision on 22 November 1967 (document SR.24/14). These decisions were taken with a view to integrating the resources and activities in the field of export promotion.

2. The International Trade Centre's competence is mainly in the field of sales promotion abroad; that is, on the one hand, export marketing of products, and on the other hand, the supporting promotional services needed in both the public and private sectors for a concerted national effort to sell abroad. The Centre's aim therefore is to assist the developing countries in promoting their export trade by providing them with information on export markets and marketing and helping them both to develop their export promotion services and to train the personnel required for these services.

3. The Centre was created in May 1964 and its regular budget was fully provided by GATT up to 1968 when the United Nations contributed \$90,000. The regular budget esti-



mates for 1969 total \$1,051,000 and it is proposed that GATT continue to contribute \$671,600 in cash as in 1968 and the United Nations would meet the balance of \$379,400. In addition the GATT secretariat will continue to provide services, valued at \$146,800 for 1968.

4. It is envisaged that in future years the cost of the Centre would be shared equally between both organizations.

5. The net increase of 1969 requirements over 1968 resources is \$289,400. This increase can be summarized as follows:

	<i>United States dollars</i>	
(a) Increases in prices and costs:		
Staff costs .....	34,100	
Printing .....	4,000	
General expenses .....	2,000	40,100
(b) Increases in programmes and activity:		
Staff costs .....	223,100	
Official travel .....	4,200	
Space rental .....	13,000	
General expenses, equipment ....	9,000	249,300
TOTAL		289,400

6. Provision has been made for 29 additional posts, of which 10 posts in the Professional category and 19 posts in the General Service category are included in the secretariat of the Centre (part I); 2 posts in the Professional category and 6 posts in the General Service category are added under part II—Services provided through UNCTAD and GATT secretariats. Each post proposal has been carefully considered and found to represent a minimum requirement within the context of the over-all work programme recommended by the Advisory Group for 1969.

7. The budget estimates for 1969 are based on a proposed work programme formulated in the light of the demands made on the Centre by developing countries and its experience in meeting such demands. The programme, together with its financial implications, was submitted to the first session of the Joint UNCTAD/GATT Advisory Group on the Centre, in May 1968, in documents ITC/AG/1 and Add.1. The Group was unanimous in its appreciation of the work of the Centre and expressed general support for the programme. Though decisions on budgetary questions were not within the Group's terms of reference, nevertheless the Group was aware of the over-all financial implications of the programme it recommended. The report of the Group is found in document ITC/AG/2.

8. In addition to the activities covered by the regular budget, the Centre expects to carry out an operational programme financed by voluntary contributions. The programme for the use of such contributions was presented to the Advisory Group in documents ITC/AG/1 and Add.1 and Add.1/Corr.1.

**A. EXPENDITURE ESTIMATES**

SUMMARY OF EXPENDITURE ESTIMATES FOR THE FINANCIAL YEAR 1969

<i>Section</i>	<i>1968</i>	<i>1969</i>
	<i>United States dollars</i>	
Part I. Secretariat of the Centre		
1 Salaries and wages .....	360,700	458,500
2 Common staff costs .....	81,100	140,500
3 Travel on official business....	73,800	78,000
4 Hospitality .....	500	1,000
5 Permanent equipment .....	8,500	10,000
6 General expenses .....	46,500	68,500
7 Printing .....	85,500	89,500
TOTAL, part I	656,600	846,000

SUMMARY OF EXPENDITURE ESTIMATES FOR THE FINANCIAL YEAR 1969 (continued)

<i>Section</i>	<i>1968</i>	<i>1969</i>
	<i>United States dollars</i>	
Part II. Services provided through UNCTAD and GATT secretariats		
8 Salaries of staff providing services to the Centre .....	83,400	167,400
9 Common staff costs for posts under section 8 .....	21,600	37,600
TOTAL, part II	105,000	205,000
GRAND TOTAL	761,600*	1,051,000*

\* In 1968 the GATT contribution to the Centre budget amounted to \$818,400, of which \$671,600 covers the direct cost of the Centre's operational services and the cost of the supporting staff on posts specifically created to service the Centre (translation, stenographic and typing assistance, finance and administration). Apart from this the GATT secretariat renders additional services to the Centre, the total value of which is estimated at \$146,800. This amount, *pro rated* on the basis of 1966 figures, covers administrative management, seconded personnel, statistical assistance, and translation and typing assistance additional to that mentioned above. In 1969 the GATT secretariat will continue to render these services to the Centre without charge to the Centre budget. The 1968 GATT contribution was supplemented by \$90,000 from the United Nations budget.

EXPLANATORY NOTES ON EXPENDITURE ESTIMATES FOR THE FINANCIAL YEAR 1969

PART I. SECRETARIAT OF THE CENTRE

Section 1. Salaries and wages—\$458,500 (1968: \$360,700)

	<i>1968 budget</i>	<i>1969 estimates</i>
	<i>United States dollars</i>	
(i) Established posts .....	266,300	430,500
(ii) Consultants .....	30,400	15,000
(iii) Temporary assistance .....	63,000	12,000
(iv) Overtime and night differential..	1,000	1,000
TOTAL	360,700	458,500

(i) Established posts—\$430,500 (1968: \$266,300)

The estimate under this section covers the salaries of the secretariat of the Centre. The total number of posts proposed for 1969 is 63, of which 28 are Professional and 35 are General Service posts (see manning table below). The estimate provides for the following payments:

Professional posts:

Salaries as per salary scales effective from 1 January 1966; Post adjustment as per scale class 2 effective from 1 November 1967; on the basis of projection of the trend of the cost-of-living index, an upward revision of the post classification for Geneva is anticipated by 1 March 1969 and therefore the class 3 post adjustment would be payable as from that date.

General Service category posts:

Salaries as per salary scale effective from 1 January 1968; adjustment of this scale by 3.25 per cent as from 1 January 1969 in accordance with the decision taken in December 1967 by the executive heads of the Geneva-based agencies;

Language allowance payable in accordance with Staff Rules;

Non-resident's allowance (Swiss francs 1,800 per annum) for each non-locally recruited staff member.

The increase of \$164,200, as compared with the 1968 approved credit of \$266,300, is accounted for as follows:

- (a) Creation of new posts (a delayed recruitment deduction of 20 per cent has been applied):
  - (i) 10 Professional posts: \$73,300
  - (ii) 19 General Service posts: \$64,850
- (b) Regrading of 2 Professional and 1 General Service posts: \$3,250
- (c) Reclassification of post adjustment from class 2 to class 3 by 1 March 1969: \$10,700
- (d) Adjustment of the General Service category salary scales effective 1 January 1969: \$5,500
- (e) Regular salary increments: \$6,600.

#### *New posts*

##### *Management*

- 1 Senior executive officer (P-4)
- 1 Programme and reports officer (P-2)
- 1 Registry clerk (G-5)
- 1 Stenographer (G-3)
- 1 Typist (G-3)

The Centre's services have enlarged considerably during the last two years and they will be further expanded in the coming year to meet the needs of the programme envisaged for 1969. The Centre's management, however, has not been strengthened in order to cope with the over-all development of the Centre. The day-to-day problems of administration and supervision, and of co-ordination between the four main services of the Centre became so acute that the Centre was obliged to recruit, in 1967, a professional officer paid out of temporary assistance funds, to help in the direction and supervision of the Centre.

In order to strengthen the management of the Centre and maintain the efficiency of its operations, having regard particularly to the need to ensure the best use of staff and other resources, it is necessary to provide for a senior executive officer (P-4), and a programme and reports officer (P-2), both of whom, under the direction of the Director and Deputy Director, would be responsible for: (a) ensuring effective co-ordination between the various services of the Centre and helping the Director and Deputy Director in keeping under review the progress of work, (b) preparing documentation connected with meetings of the Centre's Advisory Group and other meetings relating to policy and budgetary matters of concern to the Centre, and (c) performing other administrative and general duties involved in the day-to-day running of the Centre. In addition, these officers will help the Director and Deputy Director to maintain effective liaison with the UNCTAD and GATT secretariats and will be responsible for the records of inter-secretariat policy meetings.

The establishment of the joint Centre has necessitated the organization of a separate Registry for the Centre as part of the Office of the Director. It is proposed that a registry clerk (G-5) be provided to be in charge of this Registry.

The supporting General Service staff of the Management Section needs to be strengthened by the addition of a stenographer (G-3) and a typist (G-3).

##### *Market Information Service*

- 1 Senior economic affairs officer (P-4)
- 2 Senior market analysts (P-4)
- 1 Market research officer (P-1/P-2)
- 2 Research assistants (G-5/G-6)
- 2 Research assistants (documentation) (G-4/G-5)
- 4 Bilingual secretaries (G-3/G-4)
- 1 Typist (documentation) (G-2)

The work programme of the Market Information Service for 1969 will require a minimum of 12 officers in the Professional category and 6 research assistants in the General Service cate-

gory. In addition, secretarial staff will be required to cope with the processing of reports and with the extensive exchange of correspondence needed to collect and distribute information in connexion with the Centre's entire market research programme. Assuming that the free secondments of staff from national agencies to the Market Information Service will remain at the 1968 level, and assuming that governments of certain developing countries will make some of their officers available to the Centre for specific projects on an *ad hoc* basis, the addition to the regular staff of the Centre of 3 Professional and 6 General Service posts is proposed.

In addition, 1 post of senior economic affairs officer (P-4) has been added, which it is proposed to utilize for special activities in the product promotion field since the Advisory Group recommended that such work should be undertaken as an extension of the Market Information Service and not as a new service.

Since the volume and variety of market research work has increased considerably the work of the division cannot be supervised by one senior officer. It is envisaged that there will be groups of researchers each headed by a senior marketing analyst who will be responsible for the work projects entrusted to each group. Two P-4 posts have been requested for this purpose.

For budgetary purposes the Documentation Unit has been regarded as a part of the Market Information Service since this Unit serves primarily the needs of market research. The Documentation Unit, however, also serves the other services of the Centre. On account of the very considerable expansion in the activities of the Market Information Service and of the Centre as a whole, the Documentation Unit needs strengthening by the addition of 3 General Service category posts.

##### *Publications Service*

- 1 Editor (P-2)
- 1 Bibliographer (G-5)
- 1 Distribution clerk (G-3/G-4)
- 1 Bilingual secretary (G-3/G-4)
- 1 Copy typist (G-2)

The production staff of the Publications Service has always been weak on the Spanish language side and this deficiency has been met by temporary staff. In order to meet this need, it is essential to recruit 1 editor (P-2).

One bibliographer (G-5) is needed to cope with requests on sources of trade information bibliographies and trade bibliographies required for inclusion in the handbooks on trade promotion techniques, for publication in the *International Trade FORUM* and for transmission to developing countries in answer to specific requests.

One distribution clerk (G-3/G-4) is requested to ensure rational distribution of the Centre's publications and to revise the address list of *FORUM* readers.

One bilingual secretary (G-3/G-4) and 1 copy typist (G-2) are requested for typing correspondence and manuscripts, which up to now were handled by the typing pools. This is not a satisfactory situation, since work is often held up through production bottlenecks in the organizations providing the Centre with supporting services.

##### *Training Programme*

- 1 Training officer (P-3)
- 1 Administrative officer (P-1/P-2)
- 1 Bilingual secretary (G-3/G-4)

The present staff of the Training Programme is already less than adequate to service the current year's programme of 300 export promotion vacancies. It consists of 1 training officer; the part-time services of a temporary professional officer for all the administrative work of course announcements, recruitment, candidate processing, etc.; plus one clerk-stenographer. To handle satisfactorily the 1969 Training Programme of possibly 400 vacancies, the addition of 1 training officer (professional),

1 administrative officer (professional) and 1 bilingual secretary is required.

*Trade Promotion Advisory Service*

- 1 Research economist (P-2/P-3)
- 2 Bilingual secretaries (G-3/G-4)

Because of the small size of the staff of this Service—3 Professional and 1 General Service—and also because of the great variety of fields of expertise required on such missions, experts will have to be sought mainly outside the personnel of the Centre. Within the Centre itself, to ensure that each mission receives adequate briefing and support, it is proposed to recruit 1 research economist (P-2/P-3) to assist the Centre's trade promotion advisors in the preparation of basic material for missions.

Two other bilingual secretaries will also be necessary.

*Regradings*

*Management*

- 1 Clerk, from G-2 to G-3

The post of the second clerk in the Registry is at present at the G-2 level. The grading is inadequate in relation to the responsibilities of this post, especially since the personnel of the Registry consists of only 2 clerks and the second clerk has to be in charge of the Registry on occasions when the registry clerk is absent. It is proposed to up-grade this post to G-3.

*Publications Service*

- 1 Counsellor (senior editor), from P-4 to P-4/P-5

The Publications Service, which consists of 10 officers (regular and seconded staff) is rapidly expanding both as regards the number of publications and the scope and importance of its publications. The service has at present 2 P-4 posts. It is proposed to re-grade one of these to P-4/P-5 in order to enable the appointment of a suitably qualified head of service to be made at an appropriate time.

*Trade Promotion Advisory Service*

- 1 Trade promotion advisor, from P-4 to P-5

The Advisory Group of the Trade Centre was of the view that the Trade Promotion Advisory Service had a central role to play in the operations of the Centre. From the current year onwards the Trade Promotion Advisory Service will not only deal with requests for trade promotion assistance, addressed by developing countries direct to the Centre, it will also be responsible for providing substantive support for country projects in the field of trade promotion financed under United Nations Technical Assistance programmes. It is therefore envisaged that there will be a significant increase in the volume and variety of work and responsibilities that the Trade Promotion Advisory Service will have to handle in the future. Thus, it is essential that 1 post of Trade Promotion Advisor (P-4) be up-graded to P-5 so that the officer holding this post may function as head of the service.

*Established posts of the Secretariat of the Centre*

	Year	Professional category and above							General Service category								
		D-2	D-1	P-5	P-4	P-3	P-2	P-1	Total	G-7	G-6	G-5	G-4	G-3	G-2	Total	Total
Management .....	1968	1	1	—	—	—	—	—	2	—	—	1	1	—	1	3	5
	1969	1	1	—	1	—	1	—	4	—	—	2	1	3	—	6	10
Market Information Service .....	1968	—	—	—	1	3	2	1	7	1	3	1	1	2	1	9	16
	1969	—	—	—	4	3	3	1	11	1	5	3	5	2	2	18	29
Publications Service .....	1968	—	—	—	2	2	—	1	5	—	—	—	1	—	1	2	7
	1969	—	—	1	1	2	1	1	6	—	—	1	3	—	2	6	12
Training Programme .....	1968	—	—	—	1	—	—	—	1	—	—	—	—	1	—	1	2
	1969	—	—	—	1	1	1	—	3	—	—	—	1	1	—	2	5
Trade Promotion Advisory Service	1968	—	—	—	3	—	—	—	3	—	—	—	1	—	—	1	4
	1969	—	—	1	2	1	—	—	4	—	—	—	3	—	—	3	7
TOTALS	1968	1	1	—	7	5	2	2	18	1	3	2	4	3	3	16	34
	1969	1	1	2	9	7	6	2	28	1	5	6	13	6	4	35	63

(ii) *Consultants*—\$15,000 (1968: \$30,400)

The estimate under this item covers the fees for 4 external experts to be recruited for a mission of three months each in connexion with the Trade Promotion Advisory Service.

The reduction from \$30,400 provided in 1968 is due to the fact that the short-term consultants, provided for the Market Information Service, are replaced by the established posts requested for 1969.

(iii) *Temporary assistance*—\$12,000 (1968: \$63,000)

This item provides for temporary assistance during peak-load periods and during the absence of regular staff on maternity and extended sick leave. It also provides for an amount of \$8,000 for the Publications Service to cover the salaries of a copy editor and a graphic editor on short-term appointments.

The reduction in 1969 of \$51,000 is attributable to the establishment of new posts in the Management, Market Information and Publications Services, which were provided on temporary assistance in 1968.

(iv) *Overtime and night differential*—\$1,000 (1968: \$1,000)

This item provides for overtime payments to regular and

temporary staff of the General Service category required to work beyond working hours and on week-ends.

*Section 2. Common staff costs*—\$140,500 (1968: \$81,100)

The estimates under this section provide for the common staff costs of staff on established posts of the Centre secretariat proposed under section 1.

	1968 budget	1969 estimates
United States dollars		
(i) Dependency allowance .....	13,700	23,000
(ii) Education grants and related travel .....	5,000	7,300
(iii) Contributions to the United Nations Joint Staff Pension Fund .....	38,500	70,000
(iv) Travel and removal expenses on appointment and separation ....	5,300	10,500
(v) Installation grants .....	3,700	8,900
(vi) Travel on home leave .....	9,200	12,200
(vii) Separation payments .....	2,800	3,000
(viii) Other common staff costs .....	2,900	5,600
TOTAL	81,100	140,500

*Section 3. Travel on official business—\$78,000 (1968: \$73,800)*

The estimate under this section provides for travel on official business. The following provisions have been made:

*Management—\$5,000 (1968: \$5,200)* to cover travel costs of the Centre's senior staff to attend international export promotion meetings, lectures, visit Centre's liaison agencies, etc.

*Market Information Service—\$49,000 (1968: \$18,000): (a)* \$46,000 to cover travel costs for major marketing surveys by industrial sectors, *ad hoc* marketing surveys and information on particular aspects of markets representing a total of 51 man-months of travel; *(b)* \$3,000 to cover travel cost of one product promotion officer to contact promotion organizations.

*Publications Service—\$5,000 (1968: \$5,000)* to cover travel cost in connexion with the Centre's technical trade promotion pamphlets.

*Trade Promotion Advisory Service—\$19,000 (1968: \$45,600)* to cover travel cost of Centre personnel on three Trade Promotion Advisory missions and of hired consultants on four more missions. It is assumed that additional funds for this purpose will be forthcoming through voluntary contributions.

*Section 4. Hospitality—\$1,000 (1968: \$500)*

The estimate under this section provides for the following:

*(a)* \$500 for the Director of the Centre, who is not entitled to personal representation allowance, but will receive full reimbursement for hospitality extended in the course of his official duties.

*(b)* \$500 in order to reimburse senior members of the Centre secretariat who incur hospitality expenses in the interest of the Centre. Reimbursement of hospitality expenditure is made in accordance with United Nations rates, rules and procedures.

*Section 5. Permanent equipment—\$10,000 (1968: \$8,500)*

The estimate under this section provides for the purchase of the following equipment:

	<i>United States dollars</i>
One car .....	1,600
Calculators and adding machines .....	2,600
Typewriters .....	2,800
Miscellaneous office furniture and storage equipment.	3,000
	<u>10,000</u>
TOTAL	10,000

As lack of space makes it impossible to house the entire Centre staff either in the Palais des Nations or in the GATT premises, and since, for reasons of economy, no provision has been made in the 1969 estimates for the rental of a suitable outside office building (with the exception of a small item to take care of the overflow, see section 6, item (i)) which could house the whole of the Centre staff, the International Trade Centre will in 1969 be spread over various United Nations and GATT buildings and also partly in rented office space in town. This situation will necessitate the purchase of a small car for the transportation of personnel and mail. The other items listed are needed in view of the establishment of new posts.

*Section 6. General expenses—\$68,500 (1968: \$46,500)*

	<i>1968 budget</i>	<i>1969 estimates</i>
	<i>United States dollars</i>	
<i>(i)</i> Rental of premises and related expenses .....	7,720	22,100
<i>(ii)</i> Maintenance of equipment and car.	2,030	3,400
<i>(iii)</i> Cables and long-distance calls . . . .	2,000	3,000
<i>(iv)</i> Telephone (rental and local calls) .	800	1,600
<i>(v)</i> Postage and freight .....	14,400	16,900
<i>(vi)</i> Stationery and office supplies .....	12,000	13,000
<i>(vii)</i> Books and information material . . .	3,000	3,000
<i>(viii)</i> Insurance premiums .....	500	1,200
<i>(ix)</i> External audit .....	1,250	1,500
<i>(x)</i> Miscellaneous supplies and services.	2,800	2,800
	<u>46,500</u>	<u>68,500</u>
TOTAL	46,500	68,500

*(i) Rental of premises and related expenses—\$22,100 (1968: \$7,720)*

Provision is made under this item for: *(a)* rental of outside office space to accommodate staff for whom there will be no office space on existing GATT and United Nations premises; and *(b)* electricity, water supply, heating and contractual cleaning for various premises.

*(ii) Maintenance of equipment and car—\$3,400 (1968: \$2,030)*

The estimate covers continuing charges such as *(a)* maintenance and repairs of typewriters, adding and calculating machines, dictaphones and electrical installations; and *(b)* maintenance and repairs of car, including gasoline and oil.

*(iii) Cables and long-distance calls—\$3,000 (1968: \$2,000)*

The estimate covers the cost of official cables and long-distance telephone calls.

*(iv) Telephone (rental and local calls)—\$1,600 (1968: \$800)*

The estimate provides for rental of telephone installations and a token amount for local calls payable to the United Nations.

*(v) Postage and freight—\$16,900 (1968: \$14,400)*

The estimate provides for the cost of postage on correspondence, documents and publications dispatched through the United Nations Mailing Section. It also provides the Centre's share in the cost of the United Nations Mailing Section and a small amount for freight charges.

*(vi) Stationery and office supplies—\$13,000 (1968: \$12,000)*

The estimate provides for the purchase of stationery, stencils and other general office supplies, supplies for reproduction of documents and for one photocopying machine.

*(vii) Books and information material—\$3,000 (1968: \$3,000)*

The estimate provides for the purchase of technical books and periodicals necessary as sources of information and for reference.

*(viii) Insurance premiums—\$1,200 (1968: \$500)*

The estimate provides for insurance of furniture and equipment, insurance of service car, insurance against accidents for driver and messengers, insurance for travel by air and insurance to cover short-term experts while on mission.

*(ix) External audit—\$1,500 (1968: \$1,250)*

The estimate provides for the fees payable to the external auditor in respect of the external audit of the accounts of the Centre and a number of trust funds.

*(x) Miscellaneous supplies and services—\$2,800 (1968: \$2,800)*

The estimate provides for miscellaneous expenditure such as casual labour, hiring of buses for trainees, bank charges, fees for visas, laissez-passer and passports, advertisements, etc.

*Section 7. Printing—\$89,500 (1968: \$85,500)*

The estimate provides for the printing costs, including paper, of the following publications:

	<i>United States dollars</i>
<b>FORUM</b>	
4 issues of 48 pages each in English, French and Spanish, 30,000 copies .....	32,000
<b>Supplement</b>	
4 issues of 24 pages each in English, French and Spanish, 30,000 copies .....	20,000
<b>Trade Promotion handbooks</b>	
3 handbooks of 160 pages, trilingual, 8,000 copies .....	7,800
3 handbooks of 160 pages each in English, French and Spanish, 8,000 copies .....	10,200

*Market surveys*

6 surveys of 190 pages each in English, French and Spanish, 6,000 copies .....	19,500
TOTAL	89,500

PART II. SERVICES PROVIDED THROUGH UNCTAD AND GATT SECRETARIATS

*Section 8. Salaries of staff providing services to the Centre—*  
\$167,400 (1968: \$83,400)

	<i>1968 budget</i>	<i>1969 estimates</i>
	<i>United States dollars</i>	
(i) Established posts .....	78,400	122,400
(ii) Temporary assistance .....	4,500	44,000
(iii) Overtime and night differential..	500	1,000
TOTAL	83,400	167,400

(i) *Established posts*—\$122,400 (1968: \$78,400)

Following a decision of the governing bodies of UNCTAD and GATT, the GATT secretariat will provide the administrative, financial, personnel and housekeeping services to the International Trade Centre as heretofore. The posts originally established for this purpose in the GATT secretariat budget have been transferred to the Centre budget, and in view of the considerable expansion of the Centre foreseen for 1969, some new posts had to be added. The total number of these posts has been kept to a minimum on the assumption that supervisory services in all fields concerned will continue to be provided by senior officers on the regular GATT establishment.

The total number of posts proposed is 19, of which 6 are Professional and 13 General Service category staff (see manning table below).

The increase of \$44,000 as compared with the 1968 approved credit of \$78,400 is accounted for by the following:

- (a) Creation of new posts:
  - (i) 2 Professional posts: \$16,100;
  - (ii) 6 General Service posts: \$21,000;
- (b) Reclassification of post adjustment from class 2 to class 3 by 1 March 1969: \$2,400;
- (c) Adjustment of the General Service category salary scales, effective 1 January 1969: \$2,200;
- (d) Regular salary increments: \$2,300.

*New posts*

*Personnel Section*

- 1 Personnel officer (P-2/P-3)
- 1 Senior clerk (G-5/G-6)

A P-2/P-3 is needed as a reinforcement to the Personnel Section to handle the personnel administration of the UNCTAD/GATT International Trade Centre in a satisfactory manner. Under the general supervision of the section chief, but with a large measure of independence, the incumbent of the post will administer and interpret personnel policies, regulations and practices relating to appointments, transfers, promotions and other personnel actions in respect of International Trade Centre staff of all categories including temporary staff, consultants and persons seconded through unilateral contributions. Within the broad range of these functions particular emphasis will be placed on prospecting and recruitment work by virtue of the considerable staff movement in the Centre.

The incumbent of the post of senior clerk will be in charge of the processing unit of the enlarged Personnel Section;

specifically, he will bring forward and examine reference material for the preparation, establishment and checking of all types of personnel documents and actions, and will ensure that the work performed or supervised conforms with administrative rules, regulations and practice.

*Internal Services and Travel Section*

- 3 Messenger-drivers (G-3)

Three messenger-drivers are needed to service the Centre, especially because of the widely separated location of the Centre's present office accommodation. A minimum of 3 posts are necessary in order to provide adequate internal messenger and liaison services.

*Budget and Control Section*

- 1 Budget and control officer (P-3)
- 1 Senior finance clerk (G-5/G-6)

As a result of the establishment of the joint International Trade Centre UNCTAD/GATT a separate budget has to be prepared for the International Trade Centre as from the financial year 1969, in accordance with United Nations, as well as GATT requirements. In order to administer the International Trade Centre budget, separate accounts, control of expenditure, auditing and reports on budgetary positions will be needed. In addition to the regular International Trade Centre budget, voluntary contributions of roughly \$500,000 will have to be administered separately, through the establishment of trust funds, and on a project-by-project basis. In view of the above it has become necessary to establish an additional post at the P-3 level.

The new post of senior finance clerk will have to be established in order to assist the budget officer mentioned above with additional budget and finance work due to the expansion of the Trade Centre. The duties of the clerk will include assistance in the preparation of budgets and cost estimates concerning the International Trade Centre, maintenance of the necessary records for budgetary control and the establishment of periodical statements on budgetary positions, analysis of current and past expenditures from a budgetary point of view in order to prepare the necessary statistics and reports, and other related duties as required.

*Finance and Accounts Section*

- 1 Finance clerk (G-5)

The Finance and Accounts Section will have to cope with a substantial increase of clerical tasks, especially in respect of payment of salaries, travel expenses and related work. Separate and detailed accounting of the International Trade Centre financial transactions and expenditure relating to voluntary contributions is also necessary. It is therefore proposed to reinforce this section by creating a new post of finance clerk at the G-5 level.

(ii) *Temporary assistance*—\$44,000 (1968: \$4,500)

The estimate under this item provides for temporary assistance required to service the Centre. The table below shows the workload converted to man-days which, after deduction of the days provided by established staff, are costed to give the estimate for temporary assistance.

In 1968 the credit provided will not be sufficient. A large part of translation, stenographic and typing work is provided by the GATT permanent establishment without charge to the Centre.

It should be noted that while it was necessary to cost the item and provide for it in the budget, this credit will only be used to the extent that temporary assistance cannot be provided within the resources of the GATT and UNCTAD budgets.

## Established posts: supporting staff

	Year	Professional category and above							General Service category								
		D-2	D-1	P-5	P-4	P-3	P-2	P-1	Total	G-7	G-6	G-5	G-4	G-3	G-2	Total	Total
Department of Conference Affairs, Liaison and Administration																	
Administrative and Financial Division																	
Personnel Section .....	1968	—	—	—	—	—	—	—	—	1	—	—	—	—	1	1	
	1969	—	—	—	—	1	—	—	1	—	2	—	—	—	2	3	
Internal Services and Travel Section .....	1968	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
	1969	—	—	—	—	—	—	—	—	—	—	—	3	—	3	3	
Budget and Control Section..	1968	—	—	—	—	—	—	—	—	1	—	—	—	—	1	1	
	1969	—	—	—	—	1	—	—	1	—	2	—	—	—	2	3	
Finance and Accounts Section	1968	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
	1969	—	—	—	—	—	—	—	—	—	1	—	—	—	1	1	
Stenographic and Typing Sec- tion .....	1968	—	—	—	—	—	—	—	—	—	—	—	5	—	5	5	
	1969	—	—	—	—	—	—	—	—	—	—	—	5	—	5	5	
Languages Division .....	1968	—	—	—	1	3	—	—	4	—	—	—	—	—	—	4	
	1969	—	—	—	1	3	—	—	4	—	—	—	—	—	—	4	
TOTALS	1968	—	—	—	1	3	—	—	4	—	2	—	—	5	—	7	11
	1969	—	—	—	1	5	—	—	6	—	4	1	—	8	—	13	19

## Temporary assistance required to service the Centre

	Pages	Total	Man-days			Temporary assistance	
			To be provided by:			Average cost per man-day	Total cost
			GATT secretariat	Staff on posts created to service the Centre	Temporary assistance		
United States dollars							
1. Language staff							
Translators							
3,900 pages of documents translated into 2 languages at an average rate of 5 pages per day per translator	7,800	1,560	564	654	342	60	20,500
Revisers							
One reviser for every 3 translators .....		520	188	218	114	75	8,500
TOTAL		2,080	752	872	456		29,000
2. Stenographic and typing assistance							
15,000 pages processed at an average rate of 4.8 pages per day per stenographer and/or typist .....		3,125	1,635	1,090	400	20	8,000
3. Distribution of documents							
Temporary staff .....							7,000

## (iii) Overtime and night differential—\$1,000 (1968: \$500)

This item provides for overtime payments to regular and temporary staff of the General Service category required to work beyond working hours and on week-ends.

Section 9. Common staff costs for posts under section 8—  
\$37,600 (1968: \$21,600)

The estimates under this section provide for the common staff costs of staff on established posts providing services to the Centre.

	1968 budget	1969 estimates
United States dollars		
(i) Dependency allowance .....	6,000	7,700
(ii) Education grants and related travel	1,450	3,100
(iii) Contributions to the United Nations Joint Staff Pension Fund	12,500	19,900
(iv) Travel and removal expenses on appointment and separation .....	—	1,500
(v) Installation grants .....	—	1,300
(vi) Travel on home leave .....	650	1,100
(vii) Separation payments .....	—	1,500
(viii) Other common staff costs .....	1,000	1,500
TOTAL	21,600	37,600

*ANNEX*

*Estimated expenditure by main activity and programme*

	<i>Staff costs</i>		<i>Travel</i>		<i>Printing and distribution cost</i>		<i>General expenses</i>		<i>Total</i>		<i>Increase</i>
	<i>1968</i>	<i>1969</i>	<i>1968</i>	<i>1969</i>	<i>1968</i>	<i>1969</i>	<i>1968</i>	<i>1969</i>	<i>1968</i>	<i>1969</i>	
1. Management .....	76,400	104,000	5,200	5,000	—	—	—	—	81,600	109,000	27,400
2. Market Information Service (including Documentation Unit)	191,000	237,000	18,000	49,000	19,500	22,000	—	—	228,500	308,000	79,500
3. Publications Service .....	88,000	116,000	5,000	5,000	78,000	84,000	—	—	171,000	205,000	34,000
4. Training Programme .....	22,000	51,000	—	—	—	—	—	—	22,000	51,000	29,000
5. Trade Promotion Advisory Service .....	64,400	91,000	45,600	19,000	—	—	—	—	110,000	110,000	—
6. Services provided by UNCTAD and GATT:											
(a) Staff costs:											
Translation .....	59,000	92,000	—	—	—	—	—	—	59,000	92,000	33,000
Stenographic and typing assistance .....	25,000	35,000	—	—	—	—	—	—	25,000	35,000	10,000
Personnel, budget and finance .....	16,000	59,000	—	—	—	—	—	—	16,000	59,000	43,000
Internal services .....	—	11,000	—	—	—	—	—	—	—	11,000	11,000
(b) General expenses:											
Equipment .....	—	—	—	—	—	—	8,500	10,000	8,500	10,000	1,500
Office supplies, cables, telephone, insurance, postal services, maintenance, etc. ....	—	—	—	—	—	—	35,000	40,000	35,000	40,000	5,000
Distribution cost of publications .....	—	—	—	—	5,000	8,000	—	—	5,000	8,000	3,000
Rental for additional office space (to accommodate staff for whom there will be no office space on existing GATT and UN premises) .....	—	—	—	—	—	—	—	13,000	—	13,000	13,000
<b>TOTAL</b>	<b>541,800</b>	<b>796,000</b>	<b>73,800</b>	<b>78,000</b>	<b>102,500</b>	<b>114,000</b>	<b>43,500</b>	<b>63,000</b>	<b>761,600<sup>a</sup></b>	<b>1,051,000<sup>a</sup></b>	<b>289,400</b>

<sup>a</sup> See foot-note *a* of the table giving the "Summary of expenditure estimates for the financial year 1969", at the beginning of the report.

## B. ESTIMATES OF INCOME

## SUMMARY OF ESTIMATES OF INCOME FOR THE FINANCIAL YEAR 1969

The United Nations contribution to the Centre budget has been set at \$379,400 on the assumption that the GATT contribution remains at the 1968 level, i.e., \$818,400, of which \$671,600 in cash and an estimated amount of \$146,800<sup>b</sup> in services provided by the GATT secretariat.

	1968 United States dollars	1969 United States dollars
(a) United Nations contribution . . . . .	90,000	379,400
(b) GATT contribution . . . . .	671,600	671,600
<b>TOTAL</b>	<b>761,600</b>	<b>1,051,000</b>

<sup>b</sup> See foot-note *a* of the table giving the "Summary of expenditure estimates for the financial year 1969", at the beginning of the report.

## Miscellaneous income

	1969 estimates United States dollars
(a) Sale of publications . . . . .	5,000
(b) Interest on investments . . . . .	<i>Pro memoria</i>
(c) Profit or loss on exchange . . . . .	<i>Pro memoria</i>
(d) Savings on unliquidated obligations . . . . .	<i>Pro memoria</i>
(e) Refund of the organization's contribution to the United Nations Joint Staff Pension Fund in respect of participant withdrawals . . . . .	<i>Pro memoria</i>
(f) Other income . . . . .	<i>Pro memoria</i>
<b>TOTAL</b>	<b>5,000</b>

It is proposed that miscellaneous income be shared between the two organizations in the same ratio as their contributions to the Centre budget.

## DOCUMENT A/7339

## Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[19 November 1968]

1. The budget estimates for the financial year 1969 (A/7205) contain a *pro memoria* entry under section 20, United Nations Conference on Trade and Development, chapter X, International Trade Centre. Explaining the reasons for this procedure, the Secretary-General stated in paragraph 20.49:

"Since recommendations of the [Joint UNCTAD/GATT] Advisory Group concerning the programme of activities [of the Centre] were not available at the time these estimates were prepared a *pro memoria* entry has been made under this chapter pending the submission of detailed estimates in due course".

2. At its summer session in 1968, the Advisory Committee on Administrative and Budgetary Questions received from the Secretary-General the initial budget estimates for the Centre as submitted by the Secretary-General of the United Nations Conference on Trade and Development and the Director-General of the General Agreement on Tariffs and Trade in document ITC/AG/3 of 19 June 1968 (see A/C.5/1168, annex). The Advisory Committee sent its comments on the initial budget estimates to the Secretary-General.

3. The Advisory Committee has now considered the revised estimates which have been recommended to the Contracting Parties to GATT by the Committee on Budget, Finance and Administration of GATT, and which are summarized in document A/C.5/1168, and submits its observations to the General Assembly as promised in paragraph 309 of its main report (A/7207) on the budget estimates for 1969.

4. In its consideration of the estimates, the Advisory Committee recalled that under General Assembly resolution 2297 (XXII) of 12 December 1967, the Centre is "to be operated jointly by the United Nations Conference on Trade and Development and the General Agreement on Tariffs and Trade on a continuing basis and in equal partnership" effective from 1 January 1968.

5. In a report<sup>114</sup> to the twenty-second session of

the General Assembly, the Advisory Committee, while concurring in the Secretary-General's proposal that an amount of \$90,000 be appropriated under section 20 of the regular budget of the United Nations for 1968 to give effect to the interim arrangements between UNCTAD and GATT for that year, drew the Assembly's attention to the probability that "a substantially increased provision will be required in the regular budget of the United Nations in future years to give effect to the decision in question".

6. The revised estimates for 1969 amount to \$971,000, or \$80,000 less than the initial estimate of \$1,051,000; they are \$209,400 higher than the 1968 appropriations for the Centre; the United Nations share of these costs has been calculated at \$299,400 as against \$90,000 in 1968. The Advisory Committee notes that, were it not for the fact that it is proposed that the division of the total costs of the Centre between UNCTAD and GATT in 1969 should be on the above *ad hoc* basis, the United Nations contribution might have amounted to nearly \$500,000; indeed, the Secretary-General of UNCTAD and the Director-General of GATT indicate in the introduction to their report (see A/C.5/1168, annex) that "it is envisaged that in future years the cost of the Centre would be shared equally" between the two organizations.

7. The Advisory Committee notes that of the proposed increase of \$209,400, \$40,100 relates to the increased cost of continuing the 1968 establishment<sup>115</sup> and level of activities into 1969, and the balance of \$169,300 is for new programmes and activities.

8. The latter increase is largely attributable to the proposed creation of 34 new posts, which would increase the total manning table—i.e., the posts both in the secretariat of the Centre and in the services provided through the UNCTAD and GATT secretariats—from 45 to 79 posts. The number of Professional posts would go up by 11 (from 22 to 33) and that of General Service posts by 23 (from 23 to 46).

<sup>115</sup> The budget estimates for the Centre have been drawn up after deduction for staff assessment.

<sup>114</sup> *Ibid.*, document A/6968, para. 6.



9. While the proposed manning table is smaller by 3 posts—1 Professional and 2 General Service—than the one originally suggested for 1969, the Advisory Committee still has reservations concerning the need for and feasibility of the proposed expansion in staff resources in the time period involved, and hopes that quality will not be sacrificed to quantity. For this reason, the Advisory Committee does not believe that a delay in filling some of the proposed posts would be detrimental to the programme of the Centre and that a further reduction in staff costs would be impossible to achieve.

10. The Advisory Committee is glad to note that the estimates under consultants and temporary assistance are lower for 1969 than for 1968. At the same time, the Committee is aware of the fact that, over and above the staff requirements included in the estimates, the GATT secretariat expects to furnish additional services in the fields of administrative management, statistics, translation and typing which will not be charged to the budget of the Centre; the value of such services for 1968 has been estimated at some \$150,000.

11. As regards the question of accommodation, there is no space for housing the entire staff of the Centre either in the Palais des Nations or in the GATT premises. In 1969, they will be accommodated partly in various United Nations and GATT buildings and partly in rented offices, with a consequential increase in the provision for the rental of premises.

12. The Advisory Committee has been informed that, in addition to the activities covered by the regular budget, the Centre will carry out an operational programme financed by voluntary contributions; these are expected to amount to \$500,000 in 1969 as against \$275,000 in 1968. The Advisory Committee understands that the Joint UNCTAD/GATT Advisory Group on the Centre has reviewed the Centre's programme of work for 1969, and that the Group was aware of the over-all financial implications of the programme it recommended.

13. As regards the estimates for 1969, the Advisory Committee appreciates the attention paid by the Committee on Budget, Finance and Administration of GATT to the observations on the initial estimates for the Centre which the Advisory Committee transmitted to the Secretary-General at its summer session in 1968. The Advisory Committee notes that, as a result of the examination of the estimates by the GATT

Committee in October 1968 that Committee recommended a reduction of \$80,000—from \$1,051,000 to \$971,000—to be achieved by reducing the number of new posts requested by 1 Professional and 2 General Service posts, by applying a factor of 50 per cent—instead of 20 per cent as originally proposed—over delayed recruitment and by effecting economies in respect of expenses for consultants and travel of staff.

14. As indicated in paragraph 9 above, the Advisory Committee does not believe that it is impossible to achieve a further reduction in staff costs. Related savings in other areas may also be possible. However, because of the lateness of the present review in the joint budget process, which itself is still continuing with regard to the International Trade Centre, the Advisory Committee is not recommending an additional reduction in the total budget appropriations for the Centre in 1969. Nevertheless, the Advisory Committee hopes that the Centre itself can make further savings of some \$21,000 during the administration and execution of the 1969 appropriations for the Centre voted by the General Assembly. The Advisory Committee believes this to be a reasonable and achievable undertaking.

15. At this time, however, the Advisory Committee agrees that the estimates for the Centre for 1969 should be in the amount of \$971,000, and that the United Nations share, to be included under section 20, chapter X, of the United Nations budget for 1969, should be in the amount of \$299,400.

16. Looking to the future, the Advisory Committee believes that the two partner organizations should work out proper procedures for reviewing subsequent budget estimates for the Centre. Since the Centre has no governing organ of its own, it is important to ensure that agreed recommendations should be submitted by the Committee on Budget, Finance and Administration and by the Advisory Committee to the Contracting Parties of GATT and to the General Assembly, respectively. The Advisory Committee intends to review this question and related matters with UNCTAD and GATT during its visit to Geneva in May 1969.

17. In conclusion, given the very rapid growth of the Centre in recent years, the Advisory Committee hopes that the two partner organizations will bear in mind the need for periodic stock-taking and assessing the practical results achieved by the Centre.

\* \* \*

## **Budget estimates as a whole**

### ***Revised requirements***

#### **DOCUMENT A/C.5/1214\***

#### **Report of the Secretary-General**

[Original text: English]  
[14 December 1968]

1. In this report revised estimates are submitted under a number of expenditure and income sections in respect of requirements which have become evident since the decisions taken by the Fifth Committee on

the budget estimates for 1969 as a whole in first reading.

2. In order to facilitate the decisions to be taken by the Fifth Committee in second reading these revised estimates are presented in the context of the total accumulated requirements under each section to date.

\* Incorporating document A/C.5/1214/Corr.1, dated 19 December 1968.

Accordingly, the information under each section comprises the following elements:

- (a) Amount approved in first reading;
- (b) Additional amounts recommended on the basis of subsequent budgetary proposals including:
- (i) Financial implications of resolutions already adopted by the General Assembly on the recommendation of other Main Committees and taking into account the related report of the Fifth Committee submitted in accordance with rule 154 of the rules of procedure; and

(ii) Amounts approved in respect of additional proposals submitted to the Fifth Committee;

(c) Additional requirements which have become evident since the above-mentioned decisions were taken.

3. The budgetary requirements dealt with in this report exclude: (a) the financial implications of proposals yet to be decided upon by the Main Committees, including the Fifth Committee; and (b) provisions recommended by the Fifth Committee, in reports to the General Assembly in accordance with rule 154 of the rules of procedure, for the implementation of resolutions recommended by other Main Committees, but not yet adopted by the Assembly.

## SUMMARY

Sections	Amounts approved by			Total
	First reading decisions	Subsequent decisions	Additional requirements	
<i>United States dollars</i>				
EXPENDITURE SECTIONS				
1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies .....	1,218,050	—	124,400	1,342,450
2. Special meetings and conferences .....	1,302,000	—	122,200	1,424,200
3. Salaries and wages .....	66,667,000	81,400	975,900	67,724,300
4. Common staff costs .....	16,013,700	—	90,300	16,104,000
5. Travel of staff .....	2,151,600	—	28,900	2,180,500
6. Payments under annex 1, paragraphs 2 and 3, of the Staff Regulations; Hospitality .....	140,000	—	—	140,000
7. Buildings and improvements to premises .....	4,372,400	979,700	—	5,352,100
8. Permanent equipment .....	735,200	3,500	30,500	769,200
9. Maintenance, operation and rental of premises .....	4,260,000	471,000	34,000	4,765,000
10. General expenses .....	5,950,800	78,600	—	6,029,400
11. Printing .....	1,667,000	—	11,000	1,678,000
12. Special expenses .....	9,013,200	61,000	1,300	9,075,500
13. Economic development, social development, and public administration .....	—	5,113,600	—	5,113,600
14. Industrial development .....	—	1,500,000	—	1,500,000
15. Human rights advisory services .....	—	220,000	—	220,000
16. Narcotic drugs control .....	—	75,000	—	75,000
17. Special missions .....	6,321,400	129,800	116,500	6,567,700
18. Office of the United Nations High Commissioner for Refugees..	3,600,500	135,400	133,300	3,869,200
19. International Court of Justice .....	1,375,000	21,000	—	1,396,000
20. United Nations Conference on Trade and Development .....	8,291,200	—	54,000	8,345,200
21. United Nations Industrial Development Organization .....	9,026,000	327,200	436,000	9,789,200
TOTAL	142,105,050	9,197,200	2,158,300	153,460,550
INCOME SECTIONS				
1. Income from staff assessment .....	17,737,800	—	184,200	17,922,000
2. Funds provided from extra-budgetary accounts .....	2,704,790	—	—	2,704,790
3. General income .....	3,281,650	—	16,600	3,298,250
4. Revenue-producing activities .....	2,722,800	(37,600)	547,000	3,232,200
TOTAL	26,447,040	(37,600)	747,800	27,157,240

ESTIMATES OF EXPENDITURE

*United States dollars*  
 Section 1. *Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies* ..... 1,342,450

I. *First reading decision*

1.1. An amount of \$1,218,050 was approved under this section in first reading (A/C.5/SR.1254).

II. *Additional requirements*

1.2. Since the submission of the budget estimates for the financial year 1969 (A/7205), there have been certain developments giving rise to additional requirements in a total amount of \$124,400 at this time, bringing total requirements under this section to \$1,342,450. These further requirements are described below.

*United States dollars*  
 (a) *Board of Auditors* ..... 110,100

1.3. As stated in paragraph 1.6 of the budget estimates, the initial estimate of \$157,550 submitted by the Secretary-General for this purpose was of a tentative nature, since the actual requirements of the Board could not be ascertained until its meeting in June 1968.

1.4. At that meeting, the Board estimated requirements in regard to its actual audit plans during 1969 at some \$235,600, representing an increase of some \$78,100 in the initial estimate. Of this amount, it is anticipated that \$50,000 would be required to perform administrative and management audits as recommended by the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies<sup>116</sup> and approved by the General Assembly at its twenty-first session. Subsequently, the Board requested an additional provision of \$32,000 for a special management audit by a member of the Board of electronic data processing facilities and operations of the United Nations.

*United States dollars*  
 (b) *United Nations Commission on International Trade Law* ..... 7,000

1.5. A provision of \$4,500 is requested to enable the Commission to be represented by an observer at meetings of the International Institute for the Unification of Private Law, the Inter-American Council of Jurists and the Asian-African Legal Consultative Committee. This activity will be undertaken within the context of the authority granted to the Commission in section II, paragraph 11 of General Assembly resolution 2205 (XXI) of 17 December 1966 to "consult with or request the services of any international or national organization, scientific institution and individual expert, on any subject entrusted to it, if it considers such consultation or services might assist it in the performance of its functions".

1.6. At its 1096th meeting, held on 13 December 1968, the Sixth Committee decided that it would serve a useful purpose if the Chairman of UNCITRAL could attend the twenty-fourth session of the General Assembly for the purpose of presenting the report of the Commission to the Sixth Committee. In terms of

sub-paragraph 3 (b) (i) of General Assembly resolution 1798 (XVII) of 11 December 1962, travel and subsistence costs would be payable. Accordingly, an additional provision of \$2,500 is requested for this purpose.

*United States dollars*  
 (c) *Committee on Contributions* ..... 7,300

1.7. In the budget estimates for 1969, the Secretary-General provided for a session of the Committee to be held in New York for a period of two weeks at a cost of \$11,000.

1.8. The General Assembly, at its 1726th plenary meeting, on 25 November 1968, unanimously adopted the draft resolution recommended by the Fifth Committee in paragraph 9 of its relevant report (A/7349)<sup>117</sup> (resolution 2390 (XXIII)) in terms of which the membership of the Committee will be increased from ten to twelve members, effective 1 January 1969, at an additional annual cost of some \$4,000 for travel and subsistence payments, in accordance with the provisions of General Assembly resolution 1798 (XVII). At its 1266th meeting the Fifth Committee adopted a draft resolution (A/C.5/L.955 and Add.1)<sup>118</sup> in which the Committee on Contributions was requested to keep under review the criteria it now uses in establishing the scale of assessments, and also its terms of reference, in the light of the debates on the subject held at the twenty-second and twenty-third sessions of the General Assembly and of the opinions which Member States have already expressed or may express in writing to the Committee on Contributions. The Committee is requested, furthermore, to report on this matter to the General Assembly at its twenty-fourth session. It has been ascertained that the Committee is of the opinion that in these circumstances a session of some four weeks will be required in 1969 rather than two weeks as provided for in the initial estimates. For this purpose, an additional provision of \$3,300 for subsistence costs is requested.

*United States dollars*  
 Section 2. *Special meetings and conferences* 1,424,200

I. *First reading decision*

2.1. An amount of \$1,302,000 was approved under this section in first reading (A/C.5/SR.1257).

II. *Additional requirements*

2.2. Since the submission of the initial estimates there have been certain developments which will affect the level of requirements under chapter V, United Nations Conference on the Law of Treaties, second session, and under chapter X, Ninth session of the Economic Commission for Africa. The net effect of the additional estimates submitted below for these two chapters is a net addition of \$122,200 to the amount approved in first reading for the section as a whole, resulting in a total of \$1,424,200. At the same time, the estimate of income under income section 3 is increased by an amount of \$19,600 and income from staff assessment will be increased by \$28,000.

*United States dollars*  
 (a) *Chapter V. United Nations Conference on the Law of Treaties, second session* 154,700

<sup>116</sup> See *Official Records of the General Assembly, Twenty-first Session, Annexes*, agenda item 80, document A/6343.

<sup>117</sup> *Ibid.*, *Twenty-third Session, Annexes*, agenda item 98.  
<sup>118</sup> Same text as that of General Assembly resolution 2472 B (XXIII).

2.3. The General Assembly, in its resolution 2166 (XXI) of 5 December 1966, decided that an international conference of plenipotentiaries on the law of treaties should be convened and requested the Secretary-General to convoke, at Geneva or at any other suitable place for which an invitation was received before the twenty-second session of the General Assembly, the first session of the Conference, to be held early in 1968, and the second session, early in 1969. The Government of Austria extended an invitation for both sessions to be held in Vienna, and undertook, in accordance with the provisions of operative paragraph 2 (h) of General Assembly resolution 2116 (XX) of 21 December 1965, to meet those additional costs which would arise as a result of the Conference being held in Vienna rather than at the United Nations Office at Geneva.

2.4. The first session of the United Nations Conference on the Law of Treaties was held in Vienna from 26 March to 24 May 1968. Provision was made in the initial estimates for 1969 in the amount of \$238,600 for the costs of holding the second session of the Conference during the first half of 1969. These estimates were based on assumptions which had been formulated prior to the first session of the Conference.

2.5. Following decisions taken by the Conference at the 5th plenary meeting of its first session, extending the duration of the second session of the Conference from four weeks to six weeks, and requiring a higher level of conference activity and servicing, revised estimates have been prepared on the following assumptions:

(a) The second session of the Conference will be

held in Vienna, during the period from 9 April to 21 May 1969;

(b) The Conference will hold up to four meetings a day, being either plenary meetings or meetings of the Committee of the Whole, the General Committee and, on occasion, overlapping meetings of the Drafting Committee. Facilities should be available for up to three additional meetings per week from the second week on, at night or on Saturdays;

(c) Interpretation will be required in the five official languages of the United Nations for all meetings;

(d) Summary records will be provided for the plenary meetings and the meetings of the Committee of the Whole and the General Committee, in the working languages of the General Assembly, i.e., English, French and Spanish;

(e) In-session documentation will amount to 600 pages, to be distributed in the five official languages.

2.6. On this basis, revised requirements are estimated at \$393,300, representing an increase of \$154,700. The revised estimate is exclusive of the staff, facilities, goods and services which it is anticipated the host Government will make available to the Conference. Moreover, some reduction has been made in the estimates submitted by the Geneva Office to make allowance for the assistance which it is hoped will be provided by UNIDO. As required under the terms of General Assembly resolution 2116 (XX), the Government of Austria will reimburse the United Nations for the additional costs to be incurred as a result of convening the Conference at Vienna rather than at Geneva. The revised estimates for these two locations are as follows:

	<i>Vienna</i> <i>(United States dollars)</i>	<i>Geneva</i>
(i) <i>Consultants</i> .....	3,300	3,000
(ii) <i>Interpretation</i> .....	<u>85,000</u>	<u>59,000</u>
One full team of 11 interpreters and one team of 8 throughout the duration of the conference; one additional full team of 11 from the second week; 1 interpreter to be detailed from Geneva to serve as chief of interpretation and requiring replacement:		
Salaries .....	62,000	59,000
Travel and subsistence .....	23,000	—
(iii) <i>Translation, typing and reproduction staff</i> .....	<u>153,300</u>	<u>135,000</u>
27 translator/precis-writers and 3 Chinese translators; 10 revisers plus 3 revisers for the Drafting Committee and 1 Chinese reviser; 1 reviser to be detailed from Geneva to serve as chief of translation and stenographic services and requiring replacement; 45 steno-typists, 2 secretaries and 6 Chinese calligraphers:		
Salaries .....	105,000	125,000
Travel and subsistence .....	48,300	4,000
Reproduction and distribution staff .....	— <sup>a</sup>	6,000
(iv) <i>Other staff and services</i> .....	<u>14,600</u>	<u>11,000</u>
1 conference officer, 1 finance officer, 1 conference clerk, 1 secretary, 1 documents control clerk and 2 reproduction/distribution supervisors, detailed from Geneva; 4 secretaries for substantive staff (to be recruited through UNIDO auspices):		
Salaries .....	4,000	4,000
Travel and subsistence .....	7,000	500
Building services .....	— <sup>a</sup>	6,500
Information services .....	3,600	—
Travel and subsistence of: (a) 2 press officers and 1 secretary from Geneva; and (b) 2 radio officers from Geneva for 5 days each at beginning and close of session.		

<sup>a</sup> To be provided by host Government.

	<i>Vienna</i> <i>(United States dollars)</i>	<i>Geneva</i>
(v) <i>General expenses</i> .....	13,500	6,500
Reproduction supplies .....	3,500	3,500
Communications, and miscellaneous supplies and services, including hospitality .....	10,000	3,000
(vi) <i>Travel and subsistence of substantive Headquarters staff</i> .....	15,600	12,200
(vii) <i>Travel and subsistence of Chinese language staff detailed from Headquarters</i> .....	23,000	21,000
(viii) <i>Editing (\$25,000) and printing (\$60,000) of final report and proceedings, and of production of certified true copies of convention, Final Act and possible optional protocols</i> .....	85,000	85,000
<b>TOTAL</b>	<u>393,300</u>	<u>332,700</u>

2.7. Accordingly, the initial estimate of income under income section 3, covering the reimbursement to be received from the Government of Austria, is increased by \$19,600 to a total of \$60,600.

2.8. Additional income estimated at \$28,000 which will accrue from the application of staff assessment to salaries of the short-term conference staff involved has been taken into account in a revised estimate under income section 1.

*United States dollars*

(b) *Chapter X. Ninth session of the Economic Commission for Africa* ..... (32,500)

2.9. The initial estimates submitted under this chapter, in the amount of \$86,000, were based on the session being held in Brazzaville, in 1969. As the date of the session will coincide with the tenth anniversary of the Commission, it has been decided to hold the session at the headquarters of the Commission, in Addis Ababa. As a result, the estimated costs of staff travel and subsistence may be decreased by \$46,500, offset by an increase of \$14,000 in the estimates for general expenses in order to provide funds for the hire of local transportation for the many high-level dignitaries expected to attend the tenth anniversary celebrations. On this basis total revised requirements are estimated at \$53,500, representing a reduction of \$32,500 in the initial estimate.

*United States dollars*

*Section 3. Salaries and wages* ..... 67,724,300

I. *First reading decision*

3.1. An amount of \$66,667,000 was approved under this section on first reading (A/C.5/SR.1272).

II. *Subsequent decisions*

3.2. This total was subsequently increased to \$66,711,500 as a result of the approval of an additional \$44,500 for temporary assistance in connexion with the rental of outside office space in the Headquarters area (A/C.5/1182, A/7341, A/C.5/SR.1268).

3.3. Furthermore, in its reports (A/7363 and A/7385), submitted in accordance with rule 154 of the rules of procedure, the Fifth Committee informed the General Assembly that the adoption of draft resolutions recommended by other Main Committees would require an additional appropriation of \$36,900 under section 3 for consultants and temporary assistance as follows:

(a) \$30,900 called for by the recommendation of the Special Political Committee on its report (A/7348) on the policies of *apartheid* of the Government of the Republic of South Africa (A/C.5/1194, A/7355, A/C.5/SR.1270); and

(b) \$6,000 called for to implement the recommendation of the Sixth Committee contained in its report (A/7370) on the work of the International Law Commission at its twentieth session.

Since the draft resolutions proposed by the Special Political and Sixth Committees were approved by the General Assembly at its 1731st and 1738th plenary meetings, respectively, the amount of \$36,900 shown above has now been confirmed.

III. *Additional requirements*

(i) *Upward revisions in salary and post adjustment rates*

3.4. Provision was made in the initial budget estimates to cover the cost of increases in the salary scales of General Service and security service personnel at Headquarters of the order of approximately 5 per cent. A similar provision was made for manual workers. However, during the year 1968, and particularly in the last few months of the year, the cost of living in the New York area has risen at a more rapid rate than in previous years and the effect of this is almost certainly to be reflected in the salaries paid by other employers in the locality. The Secretary-General has been engaged in the customary annual review of salaries of General Service and security service personnel. On the basis of this review, and particularly in the light of recent trends, he is satisfied that increases in the level of salaries payable on 1 January 1969 to these categories of staff will have to be higher than initially estimated. In accordance with normal procedure, the salary scales for manual workers will be reviewed during the second quarter of the year and any changes in the level of these scales which may be justified will be made effective as from 1 June 1969.

3.5. A special study of the security service is currently being undertaken with the assistance of outside consultants whose report is to be submitted by the end of January 1969. In the event that further changes in the salary scales of these staff are found to be justified, the Secretary-General has undertaken to apply such changes with effect from 1 January 1969.

3.6. It is also planned to institute a further review of the General Service category early in 1969 to consider the possible restructuring of salary scales and to reappraise the methodology for establishing such scales in accord with the principle of best prevailing conditions of employment as established in annex 1, paragraph 7 of the Staff Regulations.

3.7. In order to enable the Secretary-General to give effect to the measures described above and bearing in mind discussions in the Fifth Committee on this matter during the current session of the General Assembly, it

will be necessary for him to seek additional credits in an estimated amount of \$387,000 under chapter I (Established posts), and \$16,000 under chapter IV (Overtime and night differential).

3.8. With regard to staff in the Professional category and above, and on the basis of the estimated movement of the post adjustment index for New York, it is expected that New York will qualify for a change in the post classification from class 5 to class 6 by about 1 June 1969. In the case of Geneva, the initial estimates for 1969 provided for an upward revision in the post classification as from 1 March 1969. This date was subsequently deferred until 1 June 1969 in cost estimates contained in the report of the Secretary-General on salary scales for the Professional and higher categories (A/7236). The best estimate at the present time is that an upward adjustment in the post classifications for Geneva will not take place until 1 October 1969. As a consequence the additional cost of the expected change for New York will be offset to some extent by savings at Geneva, for a net additional requirement of \$344,600 under chapter I.

3.9. The increases mentioned in paragraphs 3.7 and 3.8 above for the various categories of staff will lead to consequential changes in the rates of pay of conference and other short-term staff. This factor together with special rates of pay established during the current session of the General Assembly specifically for interpreters, verbatim reporters and translators—which rates may be expected to increase further in 1969—will result in added requirements totalling an estimated \$77,000 under chapter II, Temporary assistance for the General Assembly and chapter III (i), General temporary assistance.

(ii) *Temporary assistance for meetings at Geneva*

3.10. Since the preparation of the initial estimates, a number of changes have occurred in the meetings programme for Geneva. Meetings of the Commission on Housing, Building and Planning and of the Sub-Commission on Prevention of Discrimination and Protection of Minorities, initially scheduled for Geneva, will now be held in New York for a saving under chapter II of \$39,800. On the other hand additional costs accruing as a result of the extension of the meeting of the Commission on Human Rights from four to five weeks and of making necessary services available to the Panel on Foreign Investment, scheduled to meet in Amsterdam, are estimated at \$21,000. The Secretary-General is of the opinion, however, that in the light of possible additional requirements, as set forth below, it would not be prudent to surrender any credits in respect of meetings costs at Geneva. In the event that the United Nations Commission on International Trade Law decides, at its session in March 1969, to hold meetings of the working group on uniform rules governing the international sale of goods—scheduled for six weeks—and of the working group on negotiable instruments—scheduled for four weeks—in Geneva, servicing costs of some \$120,000 would arise under chapter II. A further \$12,000 would arise under chapter III in respect of travel and subsistence costs of six experts who would be called upon to attend the meeting on the International Sale of Goods. Finally, a possibility exists that the session of the Commission on Narcotic Drugs may be extended beyond a three-week period or that a second session may be scheduled later in 1969. In either event additional costs would accrue at the rate of \$8,000 a week. Since requirements in the above regard will

depend on decisions yet to be taken, no additional credits are requested for 1969 at this time. Should it become necessary, however, the Secretary-General will seek the prior concurrence of the Advisory Committee to incur additional costs under the resolution on unforeseen and extraordinary expenditures.

(iii) *Note by the Secretary-General transmitting the report of the Committee on the Reorganization of the Secretariat*

3.11. In paragraph 6 of his note (A/7359) on the report of the Committee of Seven, the Secretary-General stated that the post of Legal Counsel should be classified at the Under-Secretary-General level. The additional consequential costs estimated at some \$4,700 would be met within credits to be made available for the financial year 1969.

(iv) *Study on staffing utilization and deployment*

3.12. In paragraph 50 of its main report (A/7207) to the General Assembly on the budget estimates for 1969, the Advisory Committee recommended that the Secretary-General should undertake on an urgent basis a careful and detailed survey, preferably desk by desk, of existing personnel available to him, their deployment and utilization. In order to reinforce the Administrative Management Service to assist in undertaking this survey, the Secretary-General would request an additional credit of \$78,300 under chapter III to provide for 1 D-1, 2 P-4 and 4 General Service staff for a period of ten months in 1969.

(v) *International Convention on the Elimination of All Forms of Racial Discrimination*

3.13. In paragraph 69 of the explanatory statement given in the budget estimates for the financial year 1969 (A/7205, p. 30), the Secretary-General stated that while it might be expected that the International Convention would enter into force in 1968/1969 and that significant progress would also be made in respect of the number of ratifications to the International Covenants on Human Rights and the Optional Protocol, no request was being made at the time for the additional posts referred to in the related financial implications prepared for the General Assembly at its twentieth and twenty-first sessions, since it could not be determined with any precision when the Secretariat's responsibilities in regard to these instruments would commence.

3.14. The Convention has now been ratified by twenty-seven States and accordingly will enter into force in January 1969. The Committee on the Elimination of Racial Discrimination will be elected in July 1969 and will probably meet shortly thereafter to draw up the programme of work called for under the Convention. Consequently, a small unit consisting of 2 Professional (1 P-5 and 1 P-3) and 2 supporting General Service staff will be required for a period of approximately six months in 1969 to deal with the preparatory work for the first meeting of the Committee, including in all probability some substantive work on the subject matter of the Convention. After the Committee's initial meeting, this staff would begin to implement the programme of work prescribed by the Committee. It is estimated that the establishment of this unit for the period stated above would entail costs estimated at \$27,000. The Secretary-General would accordingly seek additional credits for 1969 in this amount under chapter III (i) (General temporary assistance) of section 3.

(vi) *Implementation of decisions taken by the Trade and Development Board at its seventh session*

3.15. Consultant requirements in the amount of \$46,000 for the Department of Economic and Social Affairs have been brought to the attention of the Fifth Committee in document A/C.5/1206. However, the Committee, at its 1284th meeting, decided to inform the General Assembly on a provisional basis of the order of magnitude of expenditures involved, stating that after its examination of the proposals of the Secretary-General and of the recommendations of the Advisory Committee it would report on the matter in greater detail.

*United States  
dollars*

Section 4. *Common staff costs* . . . . . 16,104,000

I. *First reading decision*

4.1. An amount of \$16,013,700 was approved under this section in first reading (A/C.5/SR.1272).

II. *Additional requirements*

(i) *Upward revisions in salary scales*

4.2. The implementation of the increases in the salary scales of General Service, security service and manual worker staff, mentioned under section 3, will give rise to additional costs in 1969 by way of contributions to the United Nations Joint Staff Pension Fund and separation payments. It is estimated that these additional costs will total \$56,000.

(ii) *Study on staffing utilization and deployment*

4.3. In paragraph 3.12 above, the Secretary-General proposed that the Administrative Management Service be strengthened by the addition of 2 Professional and 4 General Service staff for a period of 10 months in 1969. Common staff costs consequential upon this addition are estimated at \$25,300.

(iii) *International Convention on the Elimination of All Forms of Racial Discrimination*

4.4. The establishment of the small unit consisting of 2 Professional and 2 General Service staff for a period of six months in 1969, as described in paragraph 3.14 above, would entail common staff costs amounting to \$9,000.

*United States  
dollars*

Section 5. *Travel of staff* . . . . . 2,180,500

I. *First reading decision*

5.1. An amount of \$2,151,600 was approved under this section in first reading (A/C.5/SR.1257).

II. *Additional requirements*

5.2. No provision was made in the initial estimates in respect of the travel requirements of the United Nations Commission on International Trade Law pending the submission to the General Assembly at its current session of the report by the Commission on its first session (A/7216).<sup>119</sup> Accordingly, it is necessary at this time to seek additional credits for these purposes in a total amount of \$18,900 as follows:

(a) The second session of UNCITRAL is scheduled to convene in Geneva on 3 March 1969 for a period of five weeks. Requirements under chapter I of section 5 are estimated at \$8,500. The estimate provides for the attendance of the Director of the General Legal Divi-

sion, the Secretary of the Commission, and 3 substantive officers, 2 of which will be required to take part in the work of the Pre-session Working Group for one week. In addition, it is proposed that a secretary be assigned from Headquarters to service this meeting due to the heavy volume of documentation to be taken to Geneva and because of her familiarity with the work of UNCITRAL since its inception.

(b) An amount of \$3,150 is required under chapter I for the travel and subsistence of the Secretary of the Commission (D-1) and one other substantive officer to service the meeting of the Committee of Experts for the Preparation of a Convention on the International Sale of Goods which will meet in Geneva for a period of six weeks.

(c) A further provision of \$2,400 is requested under the same chapter for the travel and subsistence of 2 substantive staff members to service a meeting of the UNCITRAL working group on negotiable instruments which will meet in Geneva for a period of four weeks.

(d) Finally, a provision of \$4,850 is requested under chapter II for the following purposes: travel of a senior staff member of UNCITRAL to attend a meeting on the question of "incoterms" to be held in Paris for two weeks; travel of 1 staff member to Europe, Africa, Asia or Latin America for consultations with organizations concerned with international trade law; travel of 1 staff member to the third session of the Committee on Shipping and to the Working Group on International Legislation on Shipping.

5.3. Finally, the implementation in 1969 of the proposal of the Advisory Committee in paragraph 50 of its report (A/7207) on the budget estimates for 1969 for a systematic survey of the utilization of manpower in the Secretariat, as endorsed by the Committee on the Re-organization of the Secretariat in paragraphs 60 and 61 of its report (A/7359, annex), will give rise to expenditures under section 5, chapter II in an estimated amount of \$10,000 for the travel and subsistence of management staff to undertake a survey of United Nations offices in Geneva, Vienna, Beirut and Addis Ababa. The estimate is based on a mission by 2 Professional and 1 General Service staff members for a period of six weeks in Geneva and Vienna and four weeks in Beirut and Addis Ababa. It is assumed that a similar survey of the offices in Santiago and Bangkok could not take place before 1970.

*United States  
dollars*

Section 6. *Payments under annex I, paragraphs 2 and 3, of the Staff Regulations: Hospitality* . . . . . 140,000

6.1. An amount of \$140,000 was approved under this section in first reading (A/C.5/SR.1240). No additional requirements are foreseen.

*United States  
dollars*

Section 7. *Buildings and improvements to premises* . . . . . 5,352,100

I. *First reading decision*

7.1. An amount of \$4,372,400 was approved under this section in first reading (A/C.5/SR.1260).

II. *Subsequent decisions*

7.2. Subsequently, the following items were approved, increasing the level of the proposed appropriation under this section to a total of \$5,352,100:

<sup>119</sup> Official Records of the General Assembly, Twenty-third Session, Supplement No. 16.



(a) An amount of \$250,000 for the preparation of detailed plans for the proposed new construction and major alteration to existing premises at United Nations Headquarters in New York (A/C.5/1183, A/7366, A/C.5/SR.1277) ;

(b) An amount of \$29,700 for a programme of alteration and improvement of the language training facilities on the 39th floor of the Secretariat Building (A/C.5/1185, A/7340, A/C.5/SR.1268) ;

(c) An amount of \$700,000 in respect of the United Nations building at Santiago, Chile, consisting of \$659,000 for additional projects to be undertaken in 1969 for improvements to existing premises and \$41,000 for the preparation of detailed plans and specifications for the construction of a satellite building (A/C.5/1186 and Add.1, A/7373, A/C.5/SR.1277).

*United States  
dollars*

Section 8. *Permanent equipment* ..... 769,200

I. *First reading decision*

8.1. An amount of \$735,200 under section 8 was approved in first reading (A/C.5/SR.1241).

II. *Subsequent decisions*

8.2. Subsequently, this total was increased to \$738,700 as the result of the approval of an additional amount of \$3,500 for the acquisition of a truck for mail and documentation deliveries between the Headquarters building and the outside office premises the Secretary-General has been authorized to rent in 1969 (A/C.5/1182, A/7341 and A/C.5/SR.1268).

III. *Additional requirements*

8.3. As a consequence of a strike affecting a supplier of typewriters it has been reported that the delivery date for the acquisition equipment will be delayed until January/February 1969. The Secretary-General will consequently surrender \$25,000 appropriated for this purpose in 1968 and seek appropriation of this amount in 1969.

8.4. Finally, an additional provision of \$5,500 was requested in the Secretary-General's report on personnel questions (A/7334, para. 66) for furnishing 11 additional classrooms to be provided in the Headquarters building in connexion with the proposed expansion of the language training programme. The Advisory Committee in its related report (A/7386, para. 16), recommends the approval of this amount.

8.5. Taking into account the additional requirements dealt with in the preceding two paragraphs, total requirements under this section at this time are estimated at \$769,200.

*United States  
dollars*

Section 9. *Maintenance, operation and rental of premises* ..... 4,765,000

I. *First reading decision*

9.1. An amount of \$4,260,000 was approved under this section in first reading (A/C.5/SR.1241).

II. *Subsequent decisions*

9.2. Subsequently, this total was increased to \$4,731,000 as the result of the approval of an additional amount of \$456,000 for the rental of outside office space in the Headquarters area (A/C.5/1182, A/7341,

A/C.5/SR.1268), and another amount of \$15,000 for sound recordings of meetings of United Nations bodies (A/C.5/1187, A/7356 and A/C.5/SR.1271).

III. *Additional requirements*

9.3. The initial estimate for expenses under chapter II concerning utilities for the United Nations Office at Geneva was in the amount of \$126,000. This was based upon actual expenses in the last full year, 1967, and no provision was made for possible rate increases or unusual climatic conditions. Experience during the first ten months of 1968 has indicated a higher level of consumption of utilities than in previous years, necessitating a further requirement of approximately \$14,000 for 1969. In addition, as from 1 January 1969, the rates for electricity are scheduled to rise from \$1 per to \$1.25 per 50 kilowatt hours. Water rates are scheduled to increase from 41 Swiss centimes to 46 centimes per cubic metre. The adjustments involved in these price increases are estimated at \$17,000 for electricity and \$3,000 for water. Accordingly, a total additional provision of \$34,000 is requested, bringing the total requirements under the section as a whole to \$4,765,000.

*United States  
dollars*

Section 10. *General expenses* ..... 6,029,400

I. *First reading decision*

10.1. An amount of \$5,950,800 was approved under this section in first reading (A/C.5/SR.1241).

II. *Subsequent decisions*

10.2. This total was increased to \$5,996,800 as the result of the approval of an additional amount of \$46,000 for general expenses in connexion with the rental of outside office space in the Headquarters area, including removal of furniture and equipment from the Headquarters building to the rented premises and the installation of telephones (A/C.5/1182, A/7341, A/C.5/SR.1268).

10.3. Furthermore, in a report (A/7363) submitted in accordance with rule 154 of the rules of procedure, the Fifth Committee informed the General Assembly that the adoption of the draft resolution on the policies of *apartheid* of the Government of the Republic of South Africa, recommended by the Special Political Committee in its report (A/7348) on agenda item 31, would require an additional appropriation under section 10 in the amount of \$32,600 for the preparation and publication of pamphlets on the subject of *apartheid* by the Office of Public Information and the acquisition of related reference books and periodicals (A/C.5/1194, A/7355, A/C.5/SR.1270). That draft resolution having been adopted by the General Assembly at its 1731st plenary meeting, the need for an additional appropriation of \$32,600 under section 10 is confirmed.

*United States  
dollars*

Section 11. *Printing* ..... 1,678,000

I. *First reading decision*

11.1. An amount of \$1,667,000 was approved under this section in first reading (A/C.5/SR.1241).

II. *Additional requirements*

11.2. The Publications Board has approved a request by the Department of Political and Security



Council Affairs for the postponement until 1969 of publication of the following two items for which a total of \$11,000 had been appropriated for 1968:

- (a) Supplement No. 4 to the *Repertoire of Practice of the Security Council, 1964-1965* (\$4,100); and
- (b) *Survey of National and International Space Activities* (\$6,900).

The unspent credits for these purposes will be surrendered at the end of 1968. As no provision is contained in the initial estimates for 1969 for the department concerned, it is requested that an additional appropriation of \$11,000 be made available under chapter II of section 11.

	<i>United States dollars</i>
Section 12. <i>Special expenses</i> .....	9,075,500

I. *First reading decision*

12.1. An amount of \$9,013,200 under section 12 was approved in first reading (A/C.5/SR.1273).

II. *Additional requirements*

12.2. Following a review of the salaries and related allowances of the administrative and technical services personnel, the Secretary-General, under the authority granted him by Staff Regulations, annex I, paragraph 6, approved a revision in the salary scales reflecting an increase in the remuneration for this category of staff of approximately 5 per cent, effective 1 January 1969. Consequently, the Secretary-General seeks an additional credit under chapter I, concerning the United Nations Memorial Cemetery in Korea, in the amount of \$1,300.

12.3. Furthermore, at its 1285th meeting, the Fifth Committee decided to recommend<sup>120</sup> the adoption of a draft resolution on the United Nations International School in New York, involving the contribution of an amount of \$61,000 to the International School Fund in 1969.

12.4. The additional provisions requested in the two preceding paragraphs would bring the total requirements under this section to date to \$9,075,500.

	<i>United States dollars</i>
Part V (sections 13 to 16). <i>Technical programmes</i> .....	6,908,600

V.1. In a report (A/7381) submitted to the General Assembly in accordance with rule 154 of the rules of procedure, the Fifth Committee informed the General Assembly that in the event of the adoption of the draft resolutions contained in the reports of the Second Committee on operational activities for development (A/7331) and the United Nations Industrial Development Organization (A/7332), the following amounts would need to be provided under the sections comprising part V of the budget:

	<i>United States dollars</i>
Section 13. Economic development, social development and public administration .....	5,113,600
Section 14. Industrial development .....	1,500,000
Section 15. Human rights advisory services .....	220,000
Section 16. Narcotic drugs control .....	75,000
<b>TOTAL</b>	<b>6,908,600</b>

V.2. The need for the inclusion of these provisions in the amounts indicated above remains subject to the

<sup>120</sup> *Ibid.*, *Twenty-third Session, Annexes*, agenda item 83, document A/7470, para. 3.

adoption by the General Assembly of the draft resolutions of the Second Committee referred to above.

	<i>United States dollars</i>
Section 17. <i>Special missions</i> .....	6,567,700

I. *First reading decision*

17.1. An amount of \$6,321,400 was approved under this section in first reading (A/C.5/SR.1242).

II. *Subsequent decisions*

17.2. An additional amount of \$36,900 was approved relating to increases in the salary scales for the Professional and higher categories (A/7236, A/7280, A/C.5/SR.1259). A further amount of \$11,400 was approved in connexion with the education grant (A/C.5/1170, A/7295, A/C.5/SR.1258).

17.3. In a report (A/7363) submitted in accordance with rule 154 of the rules of procedure, the Fifth Committee informed the General Assembly that the adoption of the draft resolution on the policies of *apartheid* of the Government of the Republic of South Africa, recommended by the Special Political Committee in its report (A/7348) on agenda item 31, would require an additional appropriation under section 17 in the amount of \$16,500 for a special mission to be undertaken by a sub-committee of the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa to consult with specialized agencies, regional organizations, States and non-governmental organizations. This resolution having been adopted by the General Assembly at its 1731st plenary meeting, the need for an additional appropriation of \$16,500 is confirmed.

17.4. In a further report (A/7395) submitted in accordance with rule 154 of the rules of procedure, the Fifth Committee informed the General Assembly that the adoption of the draft resolution on the question of Namibia, as proposed in connexion with the consideration by the General Assembly in plenary session of agenda item 64, would necessitate the appropriation of \$65,000 under section 17 for the following purposes: a visit by the Acting Commissioner for Namibia and two members of the United Nations Council for Namibia to a number of African capitals for discussion of the question of the issuance of travel documents by the Council to Namibians; the establishment of a representative of the Council in one of the countries of East Africa for the purpose of issuing such travel documents; and a visit by the Council to Africa for meetings with representatives of the Namibian people. The draft resolution having been adopted by the General Assembly at its 1742nd plenary meeting, the need for this appropriation is confirmed.

17.5. The amounts referred to in the preceding three paragraphs bring the total for the section to \$6,451,200.

III. *Additional requirements*

17.6. Following a review of the salaries and related allowances of the administrative and technical services personnel the Secretary-General, under the authority granted him by Staff Regulations, annex I, paragraph 6, approved a revision in the salary scales reflecting an increase in the remuneration for this category of staff of approximately 5 per cent, effective 1 January 1969. For this purpose, the Secretary-General seeks additional credits in a total amount of \$102,500 as follows:

<i>Chapter</i>	<i>United States dollars</i>
I. United Nations Truce Supervision Organization in Palestine .....	82,600
II. United Nations Military Observer Group in India and Pakistan .....	16,100
IV. United Nations Commission for the Unification and Rehabilitation of Korea .....	2,200
V. United Nations Supply Depot in Pisa .....	1,600
<b>TOTAL</b>	<b>102,500</b>

17.7. Furthermore, the Secretary-General anticipates that the mission of his representative to Nigeria on humanitarian activities, which was established in August 1968, will continue for an additional period in 1969. Although it is not possible at this time to provide a firm terminal date, the Secretary-General considers it prudent to request at this time an additional provision of \$14,000 for the purpose of extending the mission until 31 March 1969. Should it become necessary to prolong the mission beyond this date the Secretary-General would seek the concurrence of the Advisory Committee under the provisions of the General Assembly resolution on unforeseen and extraordinary expenses to incur the additional expenditures which would be involved.

17.8. If approved, the estimates submitted in the preceding two paragraphs would be increased to \$6,567,700, the total requirements foreseen under section 17 at this time.

17.9. The income from staff assessment under income section 1 will be increased by \$35,500 due to the salary increase mentioned above in paragraph 17.4.

17.10. Provision was made in 1966 to move the International Radio Station from Karachi to Rawalpindi. However, the Secretary-General informed the General Assembly in his supplementary estimates for 1966<sup>121</sup> that it had not been possible to secure a permanent site in Rawalpindi. No similar provision has been sought since that time.

17.11. The Secretary-General has now been informed that UNMOGIP has received an offer from the Pakistani authorities to establish the International Radio Station in Rawalpindi at a site which UNMOGIP has found acceptable.

17.12. It is estimated that the move of the station from Karachi to Rawalpindi would cost \$8,000 in 1969. However, the Secretary-General believes that, subject to some adjustment between chapters, this additional expenditure could be accommodated within the totality of the appropriation approved in first reading.

<i>Section 18. Office of the United Nations High Commissioner for Refugees .....</i>	<i>United States dollars</i>
	3,869,200

#### *I. First reading decision*

18.1. An amount of \$3,600,500 was approved under this section in first reading (A/C.5/SR.1245).

#### *II. Subsequent decisions*

18.2. An additional amount of \$2,200 was approved in connexion with the decision relating to the education grant (A/C.5/1170, A/7295, A/C.5/SR.1258).

18.3. A further amount of \$133,200 was approved

<sup>121</sup> *Ibid.*, *Twenty-first Session, Annexes*, agenda item 73, document A/6436, para. 16.3.

in connexion with the decision relating to increases in the salary scales for the Professional and higher categories (A/7236, A/7280, A/C.5/SR.1259).

#### *III. Additional requirements*

18.4. Additional resources in the total amount of \$133,300 are requested at this time for the purposes described below.

18.5. It was made clear in the initial estimates that provision had been made under this section only for expenditures clearly foreseen for 1969 at the time the estimates were prepared early in 1968. In particular, the Secretary-General stated in paragraph 18.30 that "the total establishment of the Office does not include any reserve for requirements which are not fully known and substantiated at the time of the preparation of these estimates". That any past absorptive capacity has by now been exhausted is made evident by the fact that, although UNHCR has continued to expand its activities in Africa and Asia during the past three years, during which time branch offices in those areas increased from eleven to fifteen, there has been no increase in the UNHCR establishment or in the appropriation for travel of staff on official business.

18.6. It will be recalled that the proposed inclusion under this section of a contingency provision of \$75,000 to meet possible new situations and requests for assistance in 1969 was not supported by the Advisory Committee for reasons stated in paragraph 290 of its main report (A/7207) to the General Assembly on the budget estimates for 1969.

18.7. The largest element in the present revised estimates (\$61,800) relates to the opening of a new UNHCR branch office in West Africa. It became clear in the course of 1968 that UNHCR staff resources in West Africa were not sufficient to provide international protection to refugees in the area or to render Governments there the legal advice and assistance required in the formulation and implementation of legislation dealing with refugees; frequent visits from UNHCR headquarters (Geneva) or the regional office at Addis Ababa have proved difficult and costly. In addition, developments within Nigeria have resulted in the course of the year in a growing accumulation in the surrounding countries of several thousands of refugees of concern to UNHCR who are in need of assistance and protection. A request has already been made by the Government of Gabon for UNHCR assistance in providing shelter for refugee children. The most economical way to deal with both these situations is to open one office in the area and to provide it with a representative and a legal officer. The location of the new office will depend on several factors, among which are the agreement of the Government concerned, the facilities which the Government may offer, the possibility of accommodating the UNHCR mission in existing premises of the United Nations system and the travel and communications facilities available. In the first stage, a *chargé de mission* would be sent to the area at the beginning of 1969 to provide initial assistance to the Governments concerned, to determine the best location for the office and to negotiate the necessary arrangements; this would entail local travel and subsistence costs for approximately three months. Thereafter, since it is anticipated that the representative and the legal officer for the new office would be sent from UNHCR headquarters, it would be necessary to meet from temporary assistance funds the cost of two replacements at headquarters. These expenses plus

those normally associated with opening a branch office would require in 1969 an expenditure estimated at \$61,800, for which no provision exists in the initial budget estimates for 1969.

18.8. Further, a delay in the execution of a UNDP/Special Fund integrated rural development project in Burundi which would have permitted the withdrawal of one of the two officers in the UNHCR branch office there will delay the return of that officer to UNHCR headquarters from the planned date of 1 January 1969 to at least the middle of the year. It will thus be necessary to finance a replacement for him from temporary assistance funds for a minimum of six months, at an estimated cost of \$8,000.

18.9. Since the initial estimates were prepared, plans have gone forward for a considerable expansion in 1969 of UNHCR activities in the Democratic Republic of the Congo. To ensure that the programme is properly performed it will be necessary for a number of visits to be made to the capital and to some of the distant refugee areas by a senior officer from UNHCR headquarters; this additional travel, which will entail the use of chartered aircraft to reach remote areas, will cost an estimated amount of \$6,000. In addition, it will be necessary to maintain in the Congo for the duration of 1969 the P-3 post which was planned to be transferred to the Sudan at the end of 1968; the provision on a temporary assistance basis of the P-3 post in the Sudan will entail an additional expenditure estimated at \$17,000.

18.10. Besides West Africa, a need to strengthen protection activities has emerged in other areas in Africa. A recent survey of the situation in Botswana, Lesotho and Swaziland made at the request of those Governments indicates the necessity of increased activity in all three countries. While it is hoped that this activity can be carried out by the representative in the new office to be opened in Botswana, it is clear that increased travel funds will be needed if he is to deal adequately with the situations in Lesotho and Swaziland. Additional travel is also anticipated in connexion with legal advice and assistance to be rendered in 1969 to a number of African States which have recently acceded to the international instruments dealing with refugees and have accordingly initiated legislation in application of those instruments. The additional travel costs foreseen for these two purposes amount to \$9,000.

18.11. The expenditures for common staff costs during 1968 clearly indicate the necessity of an increase in the estimates for 1969. It is now estimated that an additional \$27,000 will be required for 1969.

18.12. In his note (A/7359) on the report of the Committee on the Reorganization of the Secretariat, the Secretary-General stated that, having given careful consideration to the relevant observations of the Committee, he had come to the conclusion that he should add the posts of the Legal Counsel and the United Nations High Commissioner for Refugees to the list of positions classified at the Under-Secretary-General level. The additional requirement in 1969 resulting from this decision, so far as the High Commissioner is concerned, is \$4,500.

18.13. The income from staff assessment resulting from the additional requirements described above amounts to a total of \$9,000.

United States dollars

Section 19. International Court of Justice. 1,396,000

I. First reading decision

19.1. An amount of \$1,375,000 was approved under this section in first reading (A/C.5/SR.1242).

II. Subsequent decision

19.2. An additional amount of \$21,000 was approved relating to increases in the salary scales for the Professional and higher categories (A/7236, A/7280, A/C.5/SR.1259).

United States dollars

Section 20. United Nations Conference on Trade and Development . . . . . 8,345,200

I. First reading decision

20.1. An amount of \$8,291,200 was approved under this section in first reading (A/C.5/SR.1267).

II. Additional requirements

20.2. The proposed General Service salary increase at Headquarters, referred to in this report under section 3, and the possibility of a new post classification for Professional staff effective from 1 June 1969, would be offset by the delayed cost-of-living adjustment in Geneva. Accordingly, no additional credits are sought for this purpose in 1969.

20.3. Furthermore, although no additional appropriations can properly be requested for such purposes at this time, the Secretary-General wishes to draw attention to the fact that certain actions taken by subsidiary bodies of UNCTAD which have met subsequent to the Trade and Development Board's seventh session will have the following financial implications should the Trade and Development Board approve these proposals at its eighth session in January 1969:

(a) Report of the Permanent Group on Synthetics and Substitutes on its second session (TD/B/201—Recommendation on Rubber)

The Group recommends that the econometric model of the world rubber market submitted by the UNCTAD secretariat should be studied in more detail and that such a study should be carried out by a group of experts from all relevant international organizations and from the rubber industry.

It is envisaged that the group of experts will be made up of representatives from the international organizations (FAO, the International Rubber Study Group, IBRD, ECAFE and UNCTAD) and rubber industry experts from natural rubber producers, the synthetic rubber producers and possibly from rubber consumers. The group of experts would require the services of a consultant to advise the UNCTAD secretariat on technical questions during the two sessions that the group might hold for a period of one week each during 1969. It is assumed that the group will have approximately 100 pages of pre-session documentation which would be prepared by the UNCTAD secretariat for each session. It will not require simultaneous interpretation, summary records or translation.

The cost of travel and subsistence and the fee of the consultant are estimated to be not more than \$9,000. In view of the fact that the group would work in only one language, the cost of conference servicing would be negligible.

(b) Report of the Committee on Manufactures on its third session (TD/B/199, annex II)

The Committee recommends an annual publication entitled "Review of Recent Trends and Developments in Trade in Manufactures and Semi-Manufactures". The related costs in 1969 and subsequent years are estimated at \$7,500.

At its second session in March 1968, UNCTAD adopted resolution 25 (II) of 27 March 1968 calling for a study on re-

strictive business practices adopted by private enterprises of developed countries. The Secretary-General of UNCTAD was requested to prepare an outline of the study for submission to the third session of the Committee on Manufactures. This outline was contained in document TD/B/C.2/54. The nature, scope and characteristics of the study were to be determined by the Trade and Development Board after hearing the views

of the Committee on Manufactures. The Committee has now recommended that the study be undertaken and indicated the lines along which it should proceed. Should the Board endorse these proposals at its eighth session, it is anticipated that the work would commence in the spring of 1969 and should be of limited duration. The estimated costs during the three years involved are as follows:

	1969	1970	1971
	<i>United States dollars</i>		
2 temporary Professional staff members (D-1 and P-4) and 2 consultants .....	25,800	51,500	25,700
6 consultants to work for six months each in 1969 in the field collecting information on the countries to be studied	57,600	—	—
1 temporary secretary for the 2 Professionals and the equivalent of 3 secretary/clerks for the 6 consultants ....	13,300	7,200	3,600
Travel to the field by the Professionals and the consultants	4,000	4,000	—
TOTAL	100,700	62,700	29,300

Finally, the Committee on Manufactures recommends the appointment of an intergovernmental group of experts on tariffs reclassification to examine the problems involved in the separate classification of handcraft products. It is assumed that the group will consist of 15 to 20 experts representing their Governments; that they will meet in 1969 for three sessions of two weeks each; that summary records will not be required, and that approximately 100 pages of pre-session documentation will be required for each session. The total cost of meeting services is estimated to be about \$80,000, of which one half will be provided by the regular establishment of UNCTAD. An additional provision may need to be requested in the amount of \$40,000 for temporary assistance.

Should the preceding proposals be approved by the Board at its eighth session, it would be the intention of the Secretary-General to seek the prior concurrence of the Advisory Committee to meet the necessary expenditures in 1969 under the terms of the resolution on unforeseen and extraordinary expenses for that year.

20.4. It is necessary, however, to request an additional provision of \$54,000 for the implementation of resolution 46 (VII), 21 September 1968, adopted by the Trade and Development Board at its seventh session, dealing with the creation by the Committee on Shipping of a Working Group on International Shipping Legislation. The related requirements are described in paragraphs 10 to 15 of document A/C.5/1206. The draft resolution recommended by the Second Committee, which endorses this project, was adopted by the General Assembly at its 1741st plenary meeting after being informed, on a provisional basis, of the order of magnitude of the budgetary provision which would be required. The Fifth Committee, at its 1284th meeting, had agreed to this procedure, by way of exception to the provisions of rule 154 of the rules of procedure.

20.5. The revised estimate submitted in the preceding paragraph would increase total requirements under section 20 to \$8,345,200.

*United States dollars*

*Section 21. United Nations Industrial Development Organization* ..... 9,789,200

#### I. First reading decision

21.1. An amount of \$9,026,000 was approved under this section in first reading (A/C.5/SR.1245).

#### II. Subsequent decisions

21.2. An additional amount of \$10,200 was approved for this section in connexion with the decision relating to the education grant (A/C.5/1170, A/7295, A/C.5/SR.1258).

21.3. A further amount of \$317,000 was approved for this section in connexion with the decision relating to the increase in salary scales for the Professional and higher categories (A/7236, A/7280, A/C.5/SR.1259).

### III. Additional requirements

21.4. Additional requirements in the total amount of \$436,000 are requested at this time for the purposes described below.

*United States dollars*

(a) *Additional requirements of the third session of the Industrial Development Board* ..... 90,000

21.5. The estimates for the third session of the Industrial Development Board, to be held in April-May 1969, were drawn up before the second session of the Board had been held, in April-May 1968. The experience gained during and since that session has shown that the initial cost estimate of \$70,000 for the third session is inadequate as a result partly of an under-estimate of the pre-session and in-session workload, and partly as a result of the decision of the Board at its second session to establish a Working Group on Programme and Co-ordination, to be open to all members of the Board and to meet at UNIDO headquarters about two weeks prior to each annual session of the Board.

21.6. The Executive Director reported to the Board at its second session (ID/B/L.42) that expenditures estimated at \$35,000 in excess of the regular resources of the UNIDO secretariat were likely to be incurred in connexion with the working group, established as a subsidiary organ of the Board. It will be recalled that in his initial estimates for 1969, the Secretary-General advised that if any subsidiary organs were to meet in 1969, revised estimates for that purpose would be submitted in due course.

21.7. The volume of documentation for the forthcoming session is now estimated at 1,600 to 1,800 pages as against an original estimate of 1,000 to 1,200 pages. Again, as at the second session, the number of meetings and the requirement of temporary personnel are expected to be greater than originally estimated.

21.8. On the assumption that approximately one quarter of the documentation can be translated and reproduced in 1968, requirements for 1969 have been recalculated as follows:

	<i>Board</i>	<i>Working Group</i>	<i>Total</i>
	<i>United States dollars</i>		
(i) Pre-session documentation...	45,000	—	45,000
(ii) Meeting services			
a. Interpretation .....	22,000	10,000	32,000
b. In-session documentation .	53,000	22,000	75,000
(iii) Temporary conference staff.	5,000	3,000	8,000
TOTAL	125,000	35,000	160,000
Less: initial estimate			70,000
Additional requirement .....			90,000

21.9. The above amount of \$160,000 for a combined session of the Board and working group of a total duration of five weeks compares with actual expenditure in 1968 for a four-week session of the Board of approximately \$140,000.

(b) <i>Post classification of Vienna</i> .....	<i>United States dollars</i> 145,000
--	---

21.10. Vienna was advanced from post adjustment class 0 to class 1 with effect from 1 January 1968. With the incorporation of one class of post adjustment into the base salary scales, Vienna will revert to class 0 effective 1 January 1969. From the information available it seems reasonable to assume, however, that an upward revision back to class 1 will occur during 1969, possibly with effect from 1 January, as occurred in 1968. It is not anticipated that a decision on this matter will be taken before the Expert Committee on Post Adjustments meets in April 1969, at Vienna. If the decision calls for the upward revision as from 1 January 1969, the additional requirement under chapter III will be \$145,000. Should the revision occur at a later time during the year, the added requirement would be a correspondingly lower amount.

(c) <i>Rise in salary rates of staff locally recruited at Vienna likely to take place in the course of 1969</i> .....	<i>United States dollars</i> 86,000
---	--

21.11. A review currently being undertaken by UNIDO and IAEA at Vienna indicates the likelihood of an upward adjustment as from 1 January 1969 of approximately 5 per cent in the salary rates of locally recruited staff (General Service staff, artisans, technicians and manual workers). The consequent additional requirements for 1969 are \$75,000 under chapter III and \$11,000 under chapter IV.

(d) <i>Change in the post classification of Headquarters</i> .....	<i>United States dollars</i> 4,000
--	---------------------------------------

21.12. Under section 3 of the budget estimates for 1969, the post classification of New York for 1969 was projected at class 6 in anticipation of a rise from class 5 to class 6 which did in fact occur with effect from 1 July 1968. Through an administrative oversight, the corresponding projection was not made under section 21 for UNIDO staff stationed in New York (see A/7205, table 21-3). To rectify that omission, an additional amount of \$4,000 is required under chapter III of section 21.

(e) <i>Rise in post adjustment and in General Service salaries in New York during 1969</i> .....	<i>United States dollars</i> 6,000
--	---------------------------------------

21.13. The increase referred to in paragraph 21.12 above will affect UNIDO staff stationed in New York. A rise of one class of post adjustment for Professional staff in mid-1969 will entail, for UNIDO, an additional expenditure of \$4,000. A projected increase in General Service salaries, effective 1 January 1969, will entail an added requirement of \$2,000.

(f) <i>Occupancy of new buildings</i> .....	<i>United States dollars</i> 105,000
---	---

21.14. In the initial estimates for 1969, provision was made under chapter VIII (Maintenance, operation and rental of premises) and chapter IX (General expenses) for the relevant requirements of the temporary headquarters of UNIDO in Vienna, including one additional prefabricated building to be constructed in 1969. The Austrian Government has since agreed to construct for UNIDO in 1969 a further building, with capacity for up to 175 staff members, thus providing it with the total amount of space it will require until it moves into its permanent headquarters, which the Government expects to have completed in some four years' time. The additional costs under chapters VIII and IX associated with the new 1969 facility have been estimated at \$80,000, comprising \$25,000 for cleaning services, \$25,000 for utilities and maintenance, \$10,000 for supplies, \$10,000 for telephone installations and the rental of other equipment and \$10,000 for removal costs and other minor alterations. The combined total of the two chapters would thus be \$580,000—including the reduction recommended by the Advisory Committee. The latest estimate of expenditure for the two chapters in 1968 is \$500,000.

21.15. The additional building will also necessitate the engagement of the following staff, at an estimated cost of \$25,000 under chapter III: for the new building, 1 receptionist, 3 security guards, 3 messengers and 3 manual workers (\$12,500); for the new branch registry, 2 registry clerks (\$4,500); for a new distribution sub-station, 2 clerks (\$4,500); for the operation of a photo-copy machine and internal reproduction equipment for short runs, 3 manual workers (\$3,500).

21.16. In summary, the Secretary-General requests the following additional credits under section 21:

<i>Chapter</i>	<i>United States dollars</i>	
I. Third session of the Industrial Development Board and meetings of its subsidiary organs ....		90,000
III. Salaries and wages:		
Post reclassification of Vienna, 1 January 1969 .....	145,000	
Rise in local staff salary rates, Vienna, 1 January 1969 ....	75,000	
Post reclassification of New York, 1 July 1968 .....	4,000	
Rise in post adjustment and General Service salaries in New York, 1969 .....	6,000	
Personnel costs for a new building	25,000	255,000
IV. Common staff costs .....		11,000
VIII. Maintenance, operation and rental of premises .....		80,000
IX. General expenses .....		8,000
TOTAL		436,000

21.17. The income from staff assessment resulting from the additional requirements described above will amount to a total of \$14,000.

ESTIMATES OF INCOME

*United States dollars*

*Income section 1. Income from staff assessment* ..... 17,922,000

I. *First reading decision*

1.1. An amount of \$17,737,800 was approved under this section in first reading (A/C.5/SR.1272).

II. *Additional income*

1.2. A total amount of \$184,200 is anticipated under this income section arising from the additional requirements in some of the expenditure sections.

*United States dollars*

*Income section 2. Funds provided from extra-budgetary accounts* ..... 2,704,790

I. *First reading decision*

2.1. An amount of \$2,704,790 was approved under this section in first reading (A/C.5/SR.1245). No changes are anticipated at this time.

*United States dollars*

*Income section 3. General income* ..... 3,298,250

I. *First reading decision*

3.1. An amount of \$3,281,650 was approved under this section in first reading (A/C.5/SR.1245).

II. *Revised estimates*

*United States dollars*

(a) *Rental income* ..... (3,000)

3.2. The initial estimate of \$238,000 under item (i) of this income section, representing income from rental at Headquarters, was comprised of \$104,400 for garage parking and \$58,600 for the rental of office space. The income from garage parking took account of salary and common staff costs for 1 Professional post and 3 General Service posts of the Commercial Management Service of the Office of General Services which are directly related to the supervision and operation of the garage. The proposed increase in the salary scales for the General Service category with effect from 1 January 1969, as explained in detail under expenditure section 3, will result in a reduction in the net income from this source in the amount of some \$3,000.

*United States dollars*

(b) *Reimbursement for staff and services furnished to specialized agencies and others* ..... 19,600

3.3. The initial estimate of \$842,200 under item (ii) of this income section, representing reimbursement for staff and services furnished to specialized agencies and others, included a provision of \$41,000 as reimbursement from the Government of Austria in respect of the second session of the United Nations Conference on the Law of Treaties which was anticipated to be held for a period of four weeks. However, as a result of the decision taken by the Conference, at the 5th plenary meeting of its first session, to extend the duration of the second session from four to six weeks, the reimbursement to be received from the host Government is increased by \$19,600 to a total of \$60,000.

3.4. Accordingly, the income under this section is increased by a net total of \$16,600 to \$3,298,250.

*United States dollars*

*Income section 4. Revenue-producing activities* ..... 3,232,200

I. *First reading decision*

4.1. An amount of \$2,722,800 was approved under this section in first reading (A/C.5/SR.1245).

II. *Subsequent decisions*

4.2. An amount of \$37,600 was approved relating to increases in the salary scales for the Professional and higher categories (A/7236, A/7280, A/C.5/SR.1259) thus resulting in a corresponding decrease in income under this section.

III. *Additional estimates*

4.3. The proposed increase in General Service salary scales is explained in detail under expenditure section 3. Effective 1 January 1969 the salary rates for the dispatchers of the Headquarters Visitors' Service will also be adjusted. It is anticipated that the additional salary costs for both categories of personnel in the United Nations Postal Administration, Sale of Publications, Visitors' Service and the Commercial Management Service will approximate \$103,000.

4.4. Under General Assembly resolution 232 (III) of 8 October 1948 the Secretary-General was authorized to conclude arrangements with various Governments, beginning with the Governments of those countries in which the main United Nations' offices are situated, for the issue of special postage stamps. Pursuant to this resolution, the United Nations negotiated with the Government of the United States of America an agreement which established the conditions under which the United Nations Postal Administration has provided postal and philatelic services at United Nations Headquarters since 1951.

4.5. This resolution also envisaged the possibility of similar arrangements at other "main United Nations offices". Since Geneva would obviously qualify as a main office of the United Nations in the sense of that resolution, the Secretary-General has for some time been seeking the agreement of the Government of Switzerland to expand United Nations postal and philatelic services in Geneva. The Secretary-General is pleased to report that the Government has now agreed to conclude with the United Nations a postal agreement similar to that regulating the status and activities of the United Nations Postal Administration in New York.

4.6. The agreement, which was signed on 11 December 1968, will provide for the establishment in Geneva of the same type of United Nations postal activities currently conducted in New York. As soon as practicable in 1969, the United Nations will issue in denominations of Swiss currency, as agreed with the Swiss Authorities, a number of stamps in a regular series, together with postal stationery. These stamps will be valid for mail sent from the Palais des Nations and will replace the Swiss service stamps currently used by the Swiss post office at the Palais des Nations in Geneva.

4.7. It is anticipated that this development will make

an important contribution to the information and publicity programmes of the United Nations as well as providing some additional revenue. To cope with the increase in the postal and philatelic activities, the provision for temporary assistance for the United Nations

Postal Administration will require substantial enlargement. There will also be consequential additional expenses for travel, equipment, communications and related services. The increase in net revenue for 1969 is estimated at \$650,000.

## DOCUMENT A/7454

### Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[18 December 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report A/C.5/1214 in which the Secretary-General submits revised estimates in the amount of \$2,158,300 gross (\$1,410,500 net) to cover additional requirements in 1969 under a number of budget sections. The Secretary-General indicates that this additional provision relates to requirements which have become evident since the approval of the budget estimates in first reading, and that it excludes the additional amounts approved before 14 December 1968 by way of financial implications of resolutions already adopted by the General Assembly at its current session, and other amounts approved by the Fifth Committee.

2. The Advisory Committee notes that the additional requirements listed in the report by the Secretary-General exclude: (a) the financial implications of proposals pending before the Main Committees, including the Fifth Committee, as of 14 December 1968, or submitted thereafter; and (b) provisions recommended by the Fifth Committee in reports to the General Assembly, under rule 154 of the rules of procedure, for the implementation of resolutions recommended by other Main Committees, but not adopted by the General Assembly as of 14 December 1968.

3. The Advisory Committee welcomes the action taken by the Secretary-General in submitting his report on the revised estimates for 1969. This submission is in keeping with the recommendation made by the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies in its second report to the General Assembly that:

“The heads of the organizations should calculate the budget estimates and control obligations in such a way as to ensure that appropriations are not exceeded.”<sup>122</sup>

The Advisory Committee recommends that, in future, such revised estimates should be submitted, whenever possible, earlier in the session, as and when the need for additional appropriations becomes evident to the Secretary-General, so as to facilitate their consideration by the Advisory Committee and the General Assembly.

4. The additional requirements covered by the report on revised estimates amount to \$2,158,300. Of this total, \$1,225,400 relates to anticipated changes in post classifications for staff in the Professional and higher categories, and in the salary scales of General Service and other staff. These changes can be implemented by the Secretary-General under the authority vested in him by the relevant decisions of the General Assembly. While taking note of the estimate of these additional requirements under sections 3, 4, 12, 17 and 21, the Advisory

Committee is confident that the Secretary-General will be guided by the recommendation in paragraph 40 of the second report of the *Ad Hoc* Committee of Experts that:

“Unavoidable increases in expenditure in certain sectors should, as far as possible, be financed in the first instance by savings in other sectors. This applies in particular to increases due to rises in prices (including in this term salaries and wages) which should so far as possible be absorbed by reassessment of priorities, redeployment of resources, and, where necessary, by adjustments within the budget.”<sup>123</sup>

5. As regards the balance of \$932,900 requested by the Secretary-General under various budget sections, the Advisory Committee would submit the following recommendations.

#### SECTION 1. TRAVEL AND OTHER EXPENSES OF REPRESENTATIVES AND MEMBERS OF COMMISSIONS, COMMITTEES AND OTHER SUBSIDIARY BODIES

6. In paragraph 86 of its main report (A/7207) on the budget estimates for 1969, the Advisory Committee noted that the estimate of \$157,550 for the Board of Auditors was subject to revision in the light of the determination by the Board itself of its precise requirements for 1969. The Board now estimates its requirements at \$267,600, an increase of some \$110,100 over the initial estimate. This total includes \$50,000 for administrative and management audits, and \$32,000 for a special management audit of electronic data processing facilities and operations of the United Nations.

7. The Advisory Committee is concerned at the steady rise in the cost of the external audit operations of the United Nations. The estimate of \$267,600 proposed for 1969 is more than three times larger than the amount expended on external audit in 1964 (\$87,499). Bearing in mind the establishment of the Joint Inspection Unit and the proposed study on staffing, utilization and deployment, the Committee would urge the Board of Auditors to exercise caution in its administrative and management audit programme, so that duplication of effort can be avoided. As regards the proposed audit of electronic data processing facilities and operations, the Advisory Committee believes that such special audits should be undertaken after consultations between itself and the Board. In view of the developments which are taking place in interagency co-operation in the use of computers, described by the Advisory Committee in its report on general co-ordination matters,<sup>124</sup> the Committee is of the opinion that it would be premature to undertake the proposed special audit in 1969, and ac-

<sup>123</sup> *Ibid.*, para. 40.

<sup>124</sup> *Ibid.*, *Twenty-third Session, Annexes*, agenda item 79, document A/7380, paras. 54-68.

<sup>122</sup> *Ibid.*, agenda item 80, document A/6343, para. 39.



cordingly recommends a reduction of \$32,000 under section 1.

#### SECTION 2. SPECIAL MEETINGS AND CONFERENCES

8. The Advisory Committee notes that the revised estimates resulting from decisions taken by the United Nations Conference on the Law of Treaties at its first session, extending the duration of the second session of the Conference from four weeks to six weeks, and requiring a higher level of conference activity and servicing, amount to \$393,300, representing an increase of \$154,700 over the figure of \$238,600 included in the initial estimates for 1969.

9. In its main report (A/7207, para. 99) on the budget estimates for 1969, the Advisory Committee, after indicating that it understood that the estimate of \$238,600 had been prepared prior to the adoption by the Conference, at its first session, of certain decisions which might affect the level of expenditure in 1969, recalled that in paragraphs 148 to 152 of its main report<sup>125</sup> on the budget estimates for 1968, it had drawn attention to the adverse financial consequences of decisions on organizational questions being entrusted wholly to subordinate bodies. The Advisory Committee notes in this connexion that at the time the General Assembly adopted its resolution 2166 (XXI), whereby it decided to convene the Conference, it had before it a report<sup>126</sup> of the Fifth Committee indicating that the financial implications for 1969 would amount to \$201,600, i.e., about half the amount now estimated for the second session of the Conference.

10. Having considered the revised estimates for the Conference, the Advisory Committee recommends that they be reduced by \$20,000.

11. The Advisory Committee notes that, as a result of the decision of ECA to hold its ninth session at its headquarters in Addis Ababa rather than in Brazzaville, there would be a reduction of \$46,500 in the estimated cost of staff travel and subsistence. At the same time, the Secretary-General proposes that the estimates for general expenses for the session be increased by \$14,000 to provide funds for the hire of local transportation for high-level dignitaries who are expected to attend. In the Advisory Committee's opinion, the provision of local transportation for this purpose would be contrary to established United Nations policy and practice all over the world. Accordingly, the Advisory Committee recommends that this provision of \$14,000 be deleted.

12. The total reduction recommended under section 2 thus amounts to \$34,000.

#### SECTION 3. SALARIES AND WAGES

13. In paragraph 3.12 of his report, the Secretary-General indicates that an additional credit of \$78,300 would be required under chapter III to provide for 3 Professional and 4 General Service staff for 10 months in 1969 in the Administrative Management Service to assist with the survey of staff utilization and deployment recommended by the Advisory Committee in paragraph 50 of its main report (A/7207) on the budget estimates for 1969. Having examined this request, the Advisory Committee felt that it should be possible for the Secretary-General to provide some of

the General Service assistance from within existing resources. Accordingly, it recommends a reduction of \$15,000 under this item.

14. As regards the proposal for the establishment of a unit of 2 Professional and 2 General Service staff relating to the International Convention on the Elimination of All Forms of Racial Discrimination at an estimated cost of \$27,000 under chapter III in 1969, the Advisory Committee notes that the kind and amount of work to be undertaken by this unit still remain to be determined. In the circumstances, the Advisory Committee recommends a reduction of \$13,000 in the amount requested by the Secretary-General.

15. In paragraph 3.15 of his report, the Secretary-General estimates that consultant requirements in the amount of \$46,000 for the Department of Economic and Social Affairs would arise for the implementation of decisions taken by the Trade and Development Board at its seventh session. In its report (A/7413) on agenda item 34, the Advisory Committee expressed the opinion that some of the work could be carried out by staff already available within the Secretariat, and, accordingly, recommended a reduction of \$16,000 in the estimate of \$46,000 requested by the Secretary-General.

16. The total reduction recommended by the Advisory Committee under section 3 thus amounts to \$44,000.

#### SECTION 4. COMMON STAFF COSTS

17. The reductions under section 3 recommended by the Advisory Committee in paragraphs 13 and 14 above would entail a consequential reduction of some \$7,000 in common staff costs.

#### SECTION 18. OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

18. In paragraphs 18.4 to 18.13 of his report, the Secretary-General describes the additional requirements of the Office of the United Nations High Commissioner for Refugees in a total amount of \$133,300, of which \$128,800 relate to the planned opening of a new branch office in West Africa, the exact location of which still remains to be determined; and to increased requirements for activities in Botswana, Burundi and the Democratic Republic of the Congo. The balance of \$4,500 relates to the Secretary-General's decision to reclassify the post of the United Nations High Commissioner for Refugees to the Under-Secretary-General level.

19. Bearing in mind the somewhat tentative nature of most of the additional requirements, the Advisory Committee recommends a reduction of \$40,000 in the additional amount requested by the Secretary-General under section 18.

#### SECTION 20. UNITED NATIONS CONFERENCE ON TRADE AND DEVELOPMENT

20. Under section 20, the Secretary-General has requested an additional provision of \$54,000 for the implementation of Trade and Development Board resolution 46 (VII) on the creation by the Committee of Shipping of a Working Group on International Shipping Legislation. The Advisory Committee's observations and recommendation on this request are contained in paragraphs 6 to 8 of its report (A/7413). Pursuant

<sup>125</sup> *Ibid.*, Twenty-second Session, Supplement No. 7.

<sup>126</sup> *Ibid.*, Twenty-first Session, Annexes, agenda item 84, document A/6543.



to that recommendation, the additional amount requested by the Secretary-General under section 20 should be reduced by \$19,000 from \$54,000 to \$35,000.

SECTION 21. UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

21. The Secretary-General estimates that additional requirements under section 21 amount to \$436,000. Of this total, \$241,000 relate to anticipated increases in local salary rates and post adjustment at Vienna and for the UNIDO Office in New York, \$90,000 to extra requirements of the third session of the Industrial Development Board, and \$105,000 in connexion with the occupancy of new buildings.

22. As regards the requirements of the Board, the Advisory Committee notes that, largely because of an anticipated 60 per cent increase in the volume of documentation, the cost of a three-week session of the Board is now estimated at \$125,000, as against \$70,000 already provided for in the budget estimates. Further expenditure in an estimated amount of \$35,000 is expected to arise in connexion with a two-week session of a working group on programme and co-ordination, which will precede the session of the Board. The Advisory Committee notes in this connexion that the Board's session in 1968 lasted four weeks and cost approximately \$140,000 as against an appropriation of \$50,000.

23. With regard to accommodation, the Advisory Committee recalled that in his initial budget estimates for 1969 (A/7205, paras. 21.52 to 21.56), the Secretary-General indicated that the temporary headquarters of UNIDO in Vienna included the Felderhaus, the Hofburg facilities and two prefabricated buildings, and that a third prefabricated building would be constructed by the Austrian Government for UNIDO in 1969.

24. The Advisory Committee notes from paragraph 21.14 of the report of the Secretary-General that the Austrian Government has since agreed to construct for UNIDO in 1969 a further building, with capacity for up to 175 staff members, thus providing it with the total amount of space it will require until it moves into its permanent headquarters, which the Austrian Government expects to have completed in some four years' time. The attendant additional costs under chapters VIII and IX are estimated by the Secretary-General

at \$80,000, making a total of \$580,000 under these two chapters (see A/7207, para. 331). Furthermore, the Secretary-General estimates that \$25,000 would be required for additional staff to service the building in question.

25. The Advisory Committee would observe that the initial estimates for 1969 make no reference to any request to the Austrian Government to construct still another building in 1969, which would bring the complex of the UNIDO premises to a total of six buildings. Moreover, bearing in mind that the proposed establishment of UNIDO in 1969, including the New York office (disregarding the many vacancies on the manning table) totals 591 posts, the Advisory Committee finds it difficult to see why there is need in 1969 for the extra building—which can accommodate a staff of 175—unless it is proposed to lease or surrender some of the previous facilities.

26. The Advisory Committee accordingly recommends that the Planning and Administrative Management Unit in Vienna prepare a report on space utilization by UNIDO and the attendant maintenance, operating, custodial and general expenses.

27. In the light of the foregoing, the Advisory Committee recommends that the additional credits requested for UNIDO in respect of the session of the Board and the occupancy of new buildings should be reduced by \$96,000.

INCOME SECTION 4. REVENUE-PRODUCING ACTIVITIES

28. The Advisory Committee welcomes the agreement reached between the Secretary-General and the Government of Switzerland for the establishment at Geneva of United Nations postal activities of the same type as are now conducted at Headquarters, New York. The Advisory Committee notes that net revenue in 1969 is estimated by the Secretary-General at \$650,000. The Advisory Committee would like to express its appreciation to the Government of Switzerland and to the Secretary-General in this regard.

Recapitulation

29. The reductions recommended by the Advisory Committee in respect of the revised estimates for 1969 total \$272,000, distributed as follows:

SUMMARY

Section	1	2	3	4	5	6
	First reading decision	Subsequent decision	Additional requests by Secretary-General	Reductions recommended by Advisory Committee	Additional appropriations recommended by Advisory Committee (3 less 4)	Total (1, 2, 5)
<i>United States dollars</i>						
1	1,218,050	—	124,400	32,000	92,400	1,310,450
2	1,302,000	—	122,200	34,000	88,200	1,390,200
3	66,667,000	81,400	975,900	44,000	931,900	67,680,300
4	16,013,700	—	90,300	7,000	83,300	16,097,000
5	2,151,600	—	28,900	—	28,900	2,180,500
6	140,000	—	—	—	—	140,000
7	4,372,400	979,700	—	—	—	5,352,100
8	735,200	3,500	30,500	—	30,500	769,200

## SUMMARY (continued)

Section	1	2	3	4	5	6
	First reading decision	Subsequent decision	Additional requests by Secretary-General	Reductions recommended by Advisory Committee	Additional appropriations recommended by Advisory Committee (3 less 4)	Total (1, 2, 5)
<i>Expenditure section</i>						
<i>United States dollars</i>						
9 .....	4,260,000	471,000	34,000	—	34,000	4,765,000
10 .....	5,950,800	78,600	—	—	—	6,029,400
11 .....	1,667,000	—	11,000	—	11,000	1,678,000
12 .....	9,013,200	61,000	1,300	—	1,300	9,075,500
13 .....	—	5,113,600	—	—	—	5,113,600
14 .....	—	1,500,000	—	—	—	1,500,000
15 .....	—	220,000	—	—	—	220,000
16 .....	—	75,000	—	—	—	75,000
17 .....	6,321,400	129,800	116,500	—	116,500	6,567,700
18 .....	3,600,500	135,400	133,300	40,000	93,300	3,829,200
19 .....	1,375,000	21,000	—	—	—	1,396,000
20 .....	8,291,200	—	54,000	19,000	35,000	8,326,200
21 .....	9,026,000	327,200	436,000	96,000	340,000	9,693,200
TOTAL	142,105,050	9,197,200	2,158,300	272,000	1,886,300	153,188,550
<i>Income section</i>						
1 .....	17,737,800	—	184,200	—	184,200	17,922,000
2 .....	2,704,790	—	—	—	—	2,704,790
3 .....	3,281,650	—	16,600	—	16,600	3,298,250
4 .....	2,722,800	(37,600)	547,000	—	547,000	3,232,200
TOTAL	26,447,040	(37,600)	747,800	—	747,800	27,157,240

\*  
\*      \*

## DOCUMENT A/7476

## Report of the Fifth Committee

[Original text: English/Spanish]  
[20 December 1968]

1. Under agenda item 74 the Fifth Committee considered the budget estimates of the United Nations for the financial year 1969. The Committee recommends a gross appropriation for 1969 of \$154,915,250 and an estimate of income (other than income derived from staff assessment) of \$9,235,240. The net expenditure for 1969 is thus estimated at \$145,680,010.

2. As regards the Working Capital Fund, the Committee recommends that the Fund should be maintained for 1969 at the level of \$40,000,000.

3. The Committee also recommends an estimate of \$17,985,000 as staff assessment income for transfer in the course of 1969 to the Tax Equalization Fund from which credits are distributed to Member States in accordance with General Assembly resolution 973 (X) of 15 December 1955.

4. For its examination of the budget proposed for 1969, the Committee had before it, as basic documents, the budget estimates for the financial year 1969 submitted by the Secretary-General (A/7205) and the related report of the Advisory Committee on Administrative and Budgetary Questions (A/7207). Revised estimates for various appropriation sections were considered on the basis of subsequent reports of the Secretary-General and the Advisory Committee.

## General discussion

5. The general discussion on the budget estimates for 1969 reflected, in broad terms, the continued preoccupation of Member States with the increasing level of the regular budget and the related problem of the rapidly expanding activities of the Organization, result-

ing in a steady growth of the resources to be made available to the Secretariat.

#### GROWTH OF THE BUDGET

6. A number of delegations were highly critical of the increased expenditures reflected in the budget estimates for 1969. If the budget of the United Nations continued to grow at a more rapid rate than the national incomes of many countries, there would be serious consequences. This had already been demonstrated by the increasing difficulties some Member States were encountering in paying their assessed contributions on time. These delegations were of the opinion that the Advisory Committee on Administrative and Budgetary Questions had not gone far enough in its recommended reductions. In their opinion, the Secretary-General should take more effective steps towards reducing the administrative expenses incurred by the Secretariat, which comprised over 60 per cent of the total budget.

7. One delegation pointed out that if budget increases advanced at too rapid a rate, they might soon reach the point of diminishing returns. Any additional benefits which might be achieved would decrease in proportion to the extra cost incurred.

8. On the other hand, a number of other delegations observed that the growing level of the annual budget of the Organization was a normal phenomenon. Increased expenditure was inevitable in an organization which grew in response to the legitimate needs of its members. The important consideration was to assure that this expenditure was being incurred with maximum economy. Moreover, it was to be expected that a higher level of expenditure should have resulted from the increased membership of the Organization, which had approximately doubled in the past fifteen years. If Member States wished the United Nations to develop and to be adequately equipped to fulfil its purposes, they must be prepared to allocate the necessary funds. Very significant sums were spent yearly by national Governments on defence measures and for the exploration of outer space in comparison to the relatively insignificant amounts invested in peace through the aegis of the United Nations.

9. One delegation called attention to the change in the order of priority of world problems since the inception of the United Nations. The problem of economic and social underdevelopment had assumed major importance for the developing countries. Budgetary growth could not be fixed at an ideal rate on purely financial considerations without affecting the Organization's moral obligation to contribute to the economic and social growth of developing countries which constituted about two thirds of its membership.

#### RECONCILIATION OF WORK PROGRAMMES AND BUDGETARY RESOURCES

10. In the course of Fifth Committee deliberations during the twenty-second session of the General Assembly, much emphasis had been placed on achievement of a proper balance between programme and budget processing, particularly in the economic, social and human rights fields. In response to the relevant recommendations made by the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies in its second report,<sup>127</sup> the General Assembly had adopted, on the recommendation of the Fifth Committee, resolution 2370 (XXII), which

requested the Secretary-General to take certain steps with a view to the development of an integrated system of long-term planning in order to ensure the most rational use of available resources.

11. Several delegations commended the Secretary-General and his staff for their initiative in responding to the underlying principles of resolution 2370 (XXII) by creating a small internal review group comprised of officials of the Office of the Controller and the Department of Economic and Social Affairs, which had made an analysis of the work programmes to be implemented by the latter Department, the secretariats of the four regional economic commissions, the United Nations Economic and Social Office in Beirut and the Division of Human Rights with a view to ensuring that the staffing and other resources required for effective implementation of approved programmes were both reasonable and accurately assessed. The results of this initial review were reflected in the budget estimates for 1969 which for the first time, under the appropriate sections, and particularly section 3, contained information on the programmes to be undertaken in 1968 and 1969, together with an indication of the allocation of the manpower available or requested for their implementation. The necessary internal machinery had already been set up for the determination of requirements for 1970 as well as of a planning estimate for 1971.

12. Although some delegations concurred in the view of the Advisory Committee, in its main report (A/7207, para. 31) on the budget estimates, that the concept of "man-months" used in the group's analysis was not a precise and scientific assessment of work, they also agreed with the Advisory Committee that the creation of the internal review group was an important step towards the implementation of General Assembly resolution 2370 (XXII). Moreover, the results of its work would be of considerable assistance to the Fifth Committee in its consideration of the programming aspects of the budget estimates, as well as to the Committee for Programme and Co-ordination and to programme-formulating bodies in fulfilling their responsibilities in respect of programme review.

13. It was observed by many delegations, however, that there was considerable room for improvement in the functioning of the machinery established for co-ordination of programmes and the related budgetary requirements, as well as for the establishment of priorities within the programmes approved by the various legislative organs and their subsidiary bodies. Some delegations noted that the functions of the various co-ordinating bodies should be carefully defined so as to avoid a possible overlapping and duplication of effort.

14. The problem of the establishment of priorities within the over-all system of co-ordination received considerable attention. Certain representatives recalled the comments of the Chairman of the Advisory Committee, in his statement before the Fifth Committee at its 1238th meeting (A/C.5/1177), that some of the programming organs tended to assign high priority to all programmes. The Secretary-General, in paragraph 13 of his foreword to the budget estimates for 1969, had stated that he was obliged to seek implementation of decisions taken by the various principal organs of the Organization without any indication as to priority. One representative was of the opinion that the items within each programme should be classified in a decreasing order of priority, with an indication of a timetable for their implementation. In the opinion of a number of delegations, the committees which had been

<sup>127</sup> *Ibid.*, agenda item 80, document A/6343.

established to improve co-ordination had not yet done enough to solve this problem of priorities. However, the decision of the Committee for Programme and Co-ordination to assist the Economic and Social Council and the General Assembly in the establishment of priorities, as well as in the formulation of programmes, was a most welcome one.

15. In his foreword to the budget estimates the Secretary-General had also expressed the opinion that if General Assembly resolution 2370 (XXII) was to serve a meaningful purpose, certain changes were called for in the existing methods of approval, formulation and development of programmes. The Secretariat could play a more active role in the review of programmes. That suggestion was welcomed and endorsed by the Advisory Committee in paragraph 35 of its main report and by a number of delegations taking part in the general discussion. In their opinion, the Secretary-General should be given the authority, on the basis of co-ordinated appraisal of past and proposed activities, to propose adjustments in decisions in order to assure that proposals resulting from decisions taken by the different bodies might fall into a more coherent pattern than at present.

16. One delegation recalled certain comments made by the Advisory Committee in its report to the General Assembly at its twenty-second session on the budget estimates for 1968. The Advisory Committee had noted<sup>128</sup> that one of the principal weaknesses of the United Nations financial system was that the Organization's programme of work was drawn up in the various commissions and committees without regard to central control. In the opinion of the delegation in question, the problem had reached an acute stage in respect of UNIDO and also existed in regard to UNCTAD. The role of the Boards of these two bodies should be advisory and should relate mainly to programme formulation. All control of United Nations funds by the central administration and by the General Assembly would be removed if these bodies were given the right to recommend their level of annual expenditure. Moreover, it would seriously hamper the planning and co-ordination of United Nations activities, particularly in the economic and social fields, as envisaged by the General Assembly in its resolution 2370 (XXII). The same delegation also supported strongly the introduction of computers and electronic data-processing equipment as a means of improving the management of the United Nations system. The establishment by ACC of a Computer Users' Committee to explore the problems involved in using those new management techniques in the United Nations establishment was most welcome.

17. Another delegation expressed the view that it was necessary to give continuing attention to the performance of the programming organs of the United Nations with a view to making programmes more relevant to the requirements of the Governments which had to bear the ultimate burdens and responsibilities of development. It was also desirable to examine the possibility of delegating to the regional economic commissions the administration of programmes to be applied in their respective areas. It should be possible to achieve this within existing resources. Care should be taken at the same time to avoid any duplication of work between the regional commissions and Headquarters.

<sup>128</sup> *Ibid.*, *Twenty-second Session, Supplement No. 7* (and errata), para. 52 *et seq.*

#### PROPOSED DESK-TO-DESK SURVEY OF THE DEPLOYMENT AND UTILIZATION OF EXISTING STAFF RESOURCES

18. In making its recommendations on the number of staff to be provided for under section 3 of the budget estimates for 1969, the Advisory Committee, in paragraphs 48 and 49 of its main report noted that it had not been able to endorse the full proposal of the Secretary-General because it was not convinced that the absorptive capacity of the present manning table was completely exhausted and that each new programme would automatically call for additional staff. Furthermore, it was not able to satisfy itself, beyond all reasonable doubt, that savings could not be achieved either by reorganization of the work or a redeployment of available staff resources. It was under the impression that there existed an unevenness in the intensity of the use of posts within the Organization. In the light of those observations, the Advisory Committee recommended in paragraph 50 of its report that the Secretary-General undertake on an urgent basis either in 1969 or earlier, a careful and detailed survey, preferably desk by desk, of existing staff, their deployment and utilization. It suggested, further, that the survey might be carried out either with the help of outside management experts, by the Administrative Management Service of the United Nations or by teams specifically selected for the purpose.

19. The Secretary-General, in his general statement before the Fifth Committee took no exception in principle to the recommendation of the Advisory Committee for such a survey. He pointed out (A/C.5/1176, paras. 24-26), however, that if the survey was to be effective, a considerable amount of preparatory work would be required. A number of key personnel with a thorough knowledge and experience in the Organization would have to be actively involved. In normal circumstances, the preparatory work for such a survey would not pose a real problem, but given the present circumstances where heavy demands were being made of the Secretariat in connexion with the review of work programmes for 1970 and 1971, he would hesitate to assume the added responsibility at once and, therefore, would ask for a deferment of a few months in order to devote the proper resources to it. In addition, he would wish to consider the closely related recommendations of the Committee on the Reorganization of the Secretariat before embarking on such a survey.

20. A number of delegations, in their remarks during the general discussion, were concerned with the continuing trend in the growth of the number of staff. Some of the delegations were convinced that approval of new programmes were constantly followed by requests for additional staff without a proper assessment of existing resources. One delegation observed that, in some instances, experts who had been recruited for the execution of a new programme received a permanent contract and remained in the Organization until retirement, long after the programme for which they had been recruited was completed. This delegation was of the opinion that greater use should be made of fixed-term contracts and more frequent reviews should be made of permanent contracts. Other delegations pointed out that the problem of the growth of staff needed to be considered also in light of its interrelationship with the equally important problem facing the General Assembly of additional space requirements at Headquarters in New York and elsewhere.

21. Many of the delegations were in agreement with the recommendations of the Advisory Committee to

reduce the number of new posts requested by the Secretary-General for 1969. Other delegations felt very strongly that the current level of the manning table should not be altered until a survey such as that proposed by the Advisory Committee was completed.

22. While unanimous agreement was voiced in the course of the general discussion on the necessity of a survey as suggested by the Advisory Committee different views were expressed as to its implementation.

23. Although they considered the problem of the growing staffing requirements a major one, most delegations concurred in the request of the Secretary-General for a short postponement of the survey, provided there was no excessive delay. In so doing, one delegation pointed out, the Fifth Committee would not be making any excessive demands on the Secretary-General and thus assure an unhurried and sounder survey.

24. Some delegations pointed out that the choice of method to be used in the implementation of the survey was clearly the prerogative of the Secretary-General. However, some representatives suggested that the survey should be conducted by a group of experts from within the United Nations Secretariat. Those experts would have acquired special knowledge of the administrative and functional activities of the Organization. The United Nations was a unique organization, and political considerations as well as considerations of geographical distribution and languages had to be taken into account. Caution should be exercised in using outside management specialists. The cost involved should justify the results achieved, and there should be some assurance that the recommendations arrived at could be implemented. Other delegations were of the opinion that, if outside consultants were to be used, they would need to be in close consultation with the Secretariat if their recommendations were not to be ignored or undermined. A few delegations suggested that the survey be undertaken entirely by external management specialists, as impartial experts.

25. The hope was expressed by some delegations that the proposed survey would be part of a continuing review designed to ensure that the Secretariat adapts itself quickly and efficiently to meet the changing demands upon it. Some delegations suggested that the report of the Committee on the Reorganization of the Secretariat might also contain certain recommendations on this subject.

#### FINANCIAL POSITION OF THE ORGANIZATION

26. Many delegations were concerned with the continuing financial deterioration of the Organization. Whereas in its first report<sup>129</sup> to the General Assembly at its twenty-first session the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies had estimated that a minimum of \$31.9 million of new voluntary contributions would be needed to restore the Organization's solvency, the Secretary-General, in his statement before the Fifth Committee on 16 October 1968 (A/C.5/1176, para. 37), stated that currently the minimum estimate of the amount required for that same purpose was \$47 million to \$48 million.

27. One delegation deplored the apparent general apathy in the face of the deteriorating financial position of the Organization; a number of other delegations

were highly critical of the tendency to disregard the Organization's financial problems and the consensus reached in 1965<sup>130</sup> on the necessity of making voluntary contributions to overcome the growing deficit which had arisen mainly as a result of the non-participation of certain Member States in the financing of some of the undertakings of the Organization. One delegation observed that despite appeals from the Secretary-General and the General Assembly for assistance in restoring the solvency of the United Nations, only \$23 million had been paid or pledged by 24 countries to the United Nations Special Account which had been established three years earlier. One year later, some countries which had not yet made any voluntary contributions had tacitly agreed to do so, but now remained silent.

28. Commenting on the failure of the Organization to settle, within a reasonable length of time, certain obligations arising from its peace-keeping operations, one delegation pointed out that as a result of that situation those Member States which were consistently responding to United Nations needs for troops and logistical support had to bear a totally disproportionate share of the financial costs.

29. In joining in the general appeal for voluntary contributions to ease the financial position of the Organization, some delegations felt that such contributions should be made especially by the countries which could best afford them. At the same time, disputed items must be excluded from the regular budget. Since the problem involved was basically a political rather than a financial one, the retention of such disputed items in the regular budget would only increase frictions without bringing a final solution to the problem any closer.

30. Another delegation observed that a factor which contributed to the unsatisfactory financial situation of the Organization was the failure of some Member States to pay their contributions on time. This compelled the Secretary-General to borrow from voluntary and trust funds to meet immediate obligations. These funds were subscribed to for other purposes. Such makeshift arrangements could not go on indefinitely.

#### FORM OF THE BUDGET

31. Many delegations expressed their appreciation of the considerable effort which had been made by the Controller and his staff to improve the presentation of the budget document for 1969.

32. In addition to improvements which had been made the previous year, the budget estimates for 1969 reflected the advantages of the work done by the newly created internal review group which had made an analysis of work programmes and available resources in the economic, social and human rights fields. The distribution under section 3 of expenditures among the major organizational units by object of expenditure had gained new meaning with the addition of information on actual work programmes to be undertaken by each unit and the manpower and other resources available or requested for their implementation. One delegation noted that it might also be useful to include, in that context, programmes which had been completed or were nearing completion.

33. General appreciation was expressed regarding the usefulness of the annexes (A/7205, vol. II) to the

<sup>129</sup> *Ibid.*, Twenty-first Session, Annexes, agenda item 80, document A/6289, para. 34.

<sup>130</sup> *Ibid.*, Nineteenth Session, Plenary Meetings, 1331st meeting, paras. 3 and 4.

budget estimates for 1969 which contained, among other analyses and statements, a distribution of the budget estimates for 1969 by main activity and programme and by object of expenditure, with comparative figures for 1968 and 1967.

34. It was generally noted that the implementation of certain of the related recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies had resulted in a more thorough, clearer and more balanced budget document.

#### *Pro memoria* PROVISIONS IN THE INITIAL ESTIMATES

35. The Advisory Committee, in paragraphs 38 and 39 of its main report, had observed that regulations 3.4, 3.5 and 3.6 of the Financial Regulations of the United Nations required that the initial estimates should be as complete as possible in order to give Member States an accurate indication of the amount they would be required to contribute in respect of the financial year involved. The initial budget estimates for 1969 had not achieved that objective in view of the provision on a *pro memoria* basis only under part V—relating to technical programmes—and certain chapters of sections 2, 12 and 20. As stated in paragraph 39 of its report, it was the intention of the Advisory Committee to request the Secretary-General in the future to indicate the estimated total of the submission which, in his judgement, might reasonably be expected for the ensuing budget year.

36. Many delegations, although recognizing the difficulties which had been encountered by the Secretary-General, concurred in the observations of the Advisory Committee on that aspect of the initial estimates.

37. As the principal items for which *pro memoria* provision had been made were the technical programmes—under part V—most of the comments on the subject during the general discussion were directed to this question.

38. In his statement before the Fifth Committee the Secretary-General had explained (A/C.5/1176, para. 4), that certain proposals emanating from the Governing Council of UNDP, on the one hand, and from the Industrial Development Board, on the other, involved a total recommendation under part V in excess of the previous level of \$6.4 million. He had observed that the Fifth Committee would no doubt wish to consider this matter in the light of the deliberations of the Second Committee which had on its agenda the reports of the two bodies referred to above.

39. In commenting on this subject, certain delegations reiterated their opinion that technical assistance activities should not be financed from the regular budget. Article 17 of the United Nations Charter, they pointed out, clearly stated that the budget of the United Nations was intended exclusively to cover administrative requirements. In their opinion, technical assistance operations should be financed on a voluntary basis.

40. A few delegations, in voicing their disagreement with the position taken by the above-mentioned delegations, pointed out that such a position was contrary to the principles of Article 55 of the Charter which relates to the promotion by the United Nations of international economic and social co-operation.

41. Another delegation noted that although it had always supported the request for funds for technical

programmes under part V, it was firmly convinced that the provision under the regular budget must remain within the agreed level of \$6.4 million. Contributions for major technical assistance undertakings should come from voluntary sources.

#### PUBLIC INFORMATION ACTIVITIES

42. A number of delegations called attention to the comments of the Secretary-General in the introduction to his annual report on the work of the Organization,<sup>131</sup> emphasizing the need for a large, sustained, co-ordinated and sharply focused information effort to be made, both nationally and internationally, if the achievements of the United Nations were to match its intentions. The Secretary-General had suggested, further, that a review and reappraisal be made of United Nations information policies, procedures and practices in order to determine the financial needs in that field and to enable the Office of Public Information to operate effectively and economically. These delegations were awaiting the report on this review with keen interest.

43. One representative reiterated the view of his delegation that it was essential and desirable to publicize United Nations activities but that it could be done more economically and without the use of the present great number of international staff. In the opinion of his delegation separate information centres were not essential in developing countries where information services could be provided by the offices of the Resident Representatives.

44. One delegation expressed the opinion that the Office of Public Information in disseminating information about the Organization's aims and achievements was not paying sufficient attention to the requirements of the Chinese people. In one of its earliest pronouncements, the General Assembly had declared that the United Nations could not achieve its aims unless peoples of the world were fully informed of its aims and activities. Accordingly, the delegation in question concurred in the Secretary-General's observations that the public information activities of the United Nations should carry the meaning and message of the United Nations to the peoples of each region in their own language. It was hoped that the manpower survey proposed by the Advisory Committee (A/7207, para. 50) would include recommendations for the redeployment of existing manpower and resources, the elimination of omissions, and the achievement of better co-ordination among the information services of the various members of the United Nations family of organizations. Since in the opinion of the delegation referred to there had as yet been no attempt to improve the services of the Office of Public Information, it felt constrained to withhold for the time being its support of the programme and activities of that Office.

#### WORKING LANGUAGES OF THE SECRETARIAT

45. Reference was made by a number of delegations to the implementation by the Secretary-General of General Assembly resolution 2359 B (XXII) in terms of which the Secretary-General was invited to take the necessary steps to ensure a linguistic balance within the Secretariat as well as the early introduction of an accelerated language instruction programme and a language bonus for staff in the Professional category. The resolution also requested the Secretary-General to

<sup>131</sup> *Ibid.*, Twenty-third Session, Supplement No. 1A, sect. IX.

report to the General Assembly at its twenty-third session on the steps which had been taken to give effect to the provisions of the resolution.

46. In his statement before the Committee the Secretary-General indicated (A/C.5/1176, para. 10) that he had studied the question of working languages both within the United Nations Secretariat and in the context of the United Nations family of organizations as a whole, and had worked out a number of proposals designed to attain the objectives of the resolution. Those proposals would be put before the Committee for its consideration in due course.

47. A number of representatives emphasized the special importance their delegations attached to the question of working languages and were glad to note that the Secretary-General intended to submit proposals designed to bring about a more equitable use of languages within the Secretariat. They also commended the Secretary-General for his efforts in accelerating the various language training courses.

48. Certain delegations cited the conclusion of the International Civil Service Advisory Board (see ICSAB/XVI/1, para. 76) that the introduction of the language bonus, as mentioned in resolution 2359 B (XXII), would not achieve the desired results and would even be disadvantageous. Those delegations were of the opinion that the observations of ICSAB on this subject deserved careful attention.

49. Certain delegations looked forward to the adoption of Russian as a working language of the Secretariat and the principal organs of the United Nations. This language was used increasingly as an instrument of international communication in political, scientific and cultural matters and was the diplomatic language of a group of countries comprising a total population of 300 million. The implementation of that proposal should not impose any significant financial burden on the Organization.

#### TRANSLATION INTO CHINESE

50. One delegation commented on the serious situation which continued to exist in respect of the translation of United Nations documents into Chinese. Although an increasing volume of conference documents in Chinese was being produced, and the delegation in question appreciated the hard and efficient work of translators in the Chinese Section, there was still a backlog to the extent of some 40,000 pages. Many important reports, official records and resolutions had not been produced in Chinese. The situation had adversely affected the work of that delegation. At times it was necessary for the delegation to do its own translations in order to satisfy the demands of its national services. Moreover, information material, if produced in several languages, should also have a Chinese language edition. Chinese was the only Asian official language of the United Nations and should be placed on an equal footing with the others. His delegation had requested that a list showing the backlog in the translation and printing of Chinese documents be made available to it as soon as possible in order that it might indicate to the Secretariat those documents most urgently required.

#### Consideration of special subjects

##### STAFFING REQUIREMENTS

51. The additional staffing requirements proposed by the Secretary-General for 1969, and the closely linked

proposal of the Advisory Committee on Administrative and Budgetary Questions in paragraph 50 of its main report (A/7207) regarding a desk-by-desk survey of the deployment and utilization of existing personnel, were discussed at length by the Committee during its deliberations on section 3 of the budget estimates for 1969.

52. The Secretary-General, in his budget estimates for the financial year 1969 (A/7205) had requested a total of 602 new posts under various sections of the budget, 452 of which occurred under section 3. The Advisory Committee in its related recommendations in its main report proposed a reduction of 105 in the number of new posts requested under the latter section, for a total of 347.

53. At the 1259th meeting, on 14 November 1968, the representative of the Ukrainian Soviet Socialist Republic expressed the concern of his delegation at what it believed to be a tendency to automatically request additional staff whenever new programmes were initiated. In his opinion the reductions recommended by the Advisory Committee were inadequate. Accordingly, on behalf of his delegation, he formally submitted the following proposal (see A/C.5/L.952) :

“Costs under section 3 of the budget estimates for 1969 should be determined on the basis of the maintenance of the Secretariat establishment at the 1968 level.”

54. At the same meeting, the representative of the United States of America agreed that the level of new posts recommended by the Advisory Committee could be reduced further. His delegation, although in sympathy with the request of the Secretary-General for a short delay, was convinced that the survey recommended by the Advisory Committee should commence as soon as possible. Although his delegation recognized that it might take time to cover the entire Secretariat, preliminary results could be achieved as the survey progressed which might possibly be reflected in further reductions in the proposed manning table for 1969, and the avoidance of any request for an increase in the number of posts for 1970. He therefore formally proposed the inclusion of the following paragraph (see A/C.5/L.951) in the report of the Fifth Committee on the budget estimates for 1969 :

“The Committee decided to approve the recommendations of the Advisory Committee that the new positions proposed by the Secretary-General under section 3 of the budget estimates for 1969 should be reduced by approximately 25 per cent. In the belief that the forthcoming manpower utilization survey may well result in important improvements in the utilization of manpower, with attendant savings and increases in efficiency, the Committee further decided that an additional 25 per cent of all the new positions proposed by the Secretary-General should not be filled unless and until he determines, on the basis of selective manpower utilization studies, and preferably after Advisory Committee concurrence, that he cannot defer these hirings pending completion of those studies. Moreover, the Committee requested that full consideration be given by the Secretary-General to reductions which he anticipates may be possible as the result of the manpower utilization studies with a view to avoiding any increase in posts for 1970.”

55. One delegation was of the opinion that the proposal formulated by the United States had not gone far enough and that the number of new posts requested by



the Secretary-General should be reduced by at least 50 per cent.

56. In voicing their concern with any action which would tend to hamper the activities and development of the United Nations, particularly in the economic, social and human rights fields, a number of delegations pointed out that the recommendations which might result from the manpower utilization survey should not be prejudged. The expectation that they would result in savings might well prove to be unfounded. In his foreword to the budget estimates for 1969 the Secretary-General had stated that he had prepared the estimates with due regard to the concern expressed by some Member States about the continual growth of the budget, and that he had endeavoured to provide for total foreseeable needs at the lowest possible costs. In the view of some delegations, any attempt to upset this delicate balance between programmes and resources, as reflected in the budget estimates and in the recommendations of the Advisory Committee, would seriously affect the implementation of the work programme activities of the Organization.

57. At the 1261st meeting, on 18 November 1968, the representative of the Ukrainian Soviet Socialist Republic, in consideration of the concern expressed by some delegations with the possible consequences on the activities of the Organization of any further reductions under section 3 over and above those recommended by the Advisory Committee, indicated that his delegation would not press for a decision on its proposal (see A/C.5/L.952), provided that the Fifth Committee would agree to the compromise solution of including the following paragraph (see A/C.5/L.954) in its report:

“The Committee decided that the recommendations of the Advisory Committee on Administrative and Budgetary Questions concerning the increase of the staff of the Secretariat should be implemented not in 1969 alone, but in the two years 1969 and 1970.” His delegation was of the opinion that the proposed survey would undoubtedly reflect some unutilized manpower resources. If this element were taken into account in the assessment of staff requirements over the next two years, the Secretary-General would be able to use the existing staff more realistically and efficiently.

58. At the 1264th meeting, on 21 November 1968, the representative of the United Arab Republic stated that his delegation had decided to support the recommendations of the Advisory Committee on the staffing requirements under section 3 after it was assured that the recommended reduction in the request of the Secretary-General would not deter the implementation of the work programmes of the United Nations. His delegation also trusted the judgement of the Advisory Committee which recommended that the manpower utilization survey was essential to a fuller utilization of the existing personnel, and which was convinced that the recommendations resulting from the survey would facilitate a more accurate assessment of staff requirements. However, his delegation could not support any proposal which would have the effect of freezing the number of established posts until 1970 without due regard to programming, nor would it support any proposal based on a prejudgement of the results of the proposed survey. Accordingly, his delegation, in consultation with several other delegations, proposed the inclusion of the following paragraph (see A/C.5/L.956) in the report of the Committee:

“The Committee approved the recommendations of

the Advisory Committee that the Secretary-General should undertake at the earliest possible date a careful and detailed survey, preferably desk by desk, of existing personnel available to him, their deployment and utilization. In the event that this survey indicates opportunities for a reorganization of work or a redeployment of staff, the Committee is confident that the Secretary-General:

“(a) Will, in the process of filling the new posts authorized for 1969, give due regard to any preliminary results of the survey which may become available;

“(b) Will have given due consideration to any available results of the manpower survey, when he presents his budget estimates for 1970 to the General Assembly at its twenty-fourth session.”

59. The unanimous support expressed in the course of the general discussion on the recommended desk-by-desk manpower utilization survey continued during the Committee's deliberations on staffing requirements. Although it was generally agreed that the manner of its implementation must be left to the judgement of the Secretary-General, some delegations supported the views expressed by one delegation at the 1260th meeting of the Committee, and later explained in detail by its representative at the 1268th meeting. This delegation suggested that the survey might be entrusted to the Joint Inspection Unit. In addition to the undesirable additional expense which would be involved in the hiring of outside experts, it was doubtful whether such experts would be suitably qualified to plan for an organization such as the United Nations which had some very special characteristics of its own. On the other hand, if the survey were to be carried out by members of the Secretariat, it was doubtful whether they, themselves, could propose changes in the established structure without giving rise to internal objections and differences of opinion. The Joint Inspection Unit was independent of the Secretariat yet had the required competence because it was participating in, and examining administrative aspects of, the activities of the Organization. Moreover, if the Joint Inspection Unit undertook the survey, it would entail very little additional expenditure since expenses related to it were carried jointly by the United Nations, the specialized agencies and IAEA. If the General Assembly were to recommend that the Joint Inspection Unit undertake the survey, it could be conducted by two or three of the inspectors in collaboration with Secretariat staff appointed by the Secretary-General. It would be a permanent and continuous undertaking. The conclusions emerging from the survey would be transmitted to the Secretary-General for his approval as the survey proceeded, and the Secretary-General would report periodically to the General Assembly on the nature and substance of the decisions he had taken in order to ensure better utilization of staff.

60. The representative of the Secretary-General observed that a study of the relevant recommendations of the Committee on the Reorganization of the Secretariat in paragraphs 63 and 64 of its report (A/7359, annex) made it apparent that the survey should not be regarded as a one-time operation but should mark the beginning of a continuous process. In order that the survey might commence as quickly as possible, a few teams should perhaps be formed, the nucleus of each being a representative of the Administrative Management Service, which would be assisted temporarily in each case by staff members with experience in the area of the Secre-



tariat under survey. That method would make it possible not only to obtain rapid results, but to gain valuable experience as a basis for determining the structure and composition of the long-term control device, namely the new management service. The possibility of employing outside consultants would by no means be excluded. The Committee on the Reorganization of the Secretariat, in paragraph 94 of its report, explained that the Joint Inspection Unit had a wider and more general task to perform for the United Nations and could not perform the continuous survey which it believed the Organization needed; it had not, however, excluded the possibility of associating the Joint Inspection Unit with the process of planning and carrying out the survey and evaluating the results. Although it was felt that there would not be much advantage to be gained by employing outside management consultants, the idea of employing some outside consultants for limited tasks of a highly specialized nature would also be considered.

61. At the 1272nd meeting, on 3 December 1968, the Committee voted—by roll call at the request of the Union of Soviet Socialist Republics—on the proposal submitted by the Ukrainian Soviet Socialist Republic (see A/C.5/L.954). The vote was as follows:

*In favour:* Bulgaria, Byelorussian Soviet Socialist Republic, Cuba, Czechoslovakia, France, Hungary, Mongolia, Poland, Romania, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics.

*Against:* Austria, Barbados, Belgium, Brazil, Chile, Colombia, Congo (Democratic Republic of the), Denmark, Ethiopia, Finland, Ghana, Greece, Guatemala, Ireland, Israel, Ivory Coast, Kenya, Mexico, Netherlands, New Zealand, Niger, Norway, Rwanda, Senegal, Somalia, Sweden, Togo, Trinidad and Tobago, Tunisia, Turkey, Uganda, United Republic of Tanzania, Upper Volta, Zambia.

*Abstaining:* Afghanistan, Algeria, Argentina, Australia, Burma, Cameroon, Canada, Chad, China, El Salvador, Equatorial Guinea, Guinea, Indonesia, Italy, Japan, Kuwait, Laos, Malaysia, Mauritania, Morocco, Nigeria, Pakistan, Peru, Philippines, Portugal, South Africa, Spain, Sudan, Syria, United Kingdom of Great Britain and Northern Ireland, United States of America, Yugoslavia.

The proposal was therefore rejected by a vote of 34 to 11 with 32 abstentions.

62. At the same meeting the Chairman of the Committee announced the following changes in the wording of the proposal of the United Arab Republic (see A/C.5/L.956), as proposed by the delegations which had participated in its drafting:

(a) In the first sentence between the words “desk by desk” and the words “of existing personnel” insert the following: “either with the help of external management specialists or by teams specifically selected for this purpose”:

(b) In sub-paragraph (a) of the French text, the word “*s’occupera*” be replaced by the word “*entreprendra*”.

63. One delegation raised the question of why, since the proposed new wording appearing in sub-paragraph (a) of the preceding paragraph was quoted from paragraph 50 of the main report of the Advisory Committee, the third possibility envisaged by that Committee, namely that the survey be entrusted to the Adminis-

trative Management Service of the United Nations, was not also included.

#### *Decision of the Committee*

64. At its 1274th meeting, on 4 December 1968, after taking into account some oral amendments to the proposal of the United Arab Republic (see A/C.5/L.956), the Committee unanimously approved the text of the following paragraph on the understanding that it would be able to discuss the financial implications of the relevant proposal before giving its final approval.

65. Accordingly, the Committee approved the recommendations of the Advisory Committee that the Secretary-General, taking into account the views expressed during the discussion in the Fifth Committee, should undertake at the earliest possible date a careful and detailed survey, preferably desk by desk, of existing personnel available to him, their deployment and utilization. In the event that this survey indicates opportunities for a reorganization of work or a redeployment of staff, the Committee is confident that the Secretary-General:

(a) Will, in the process of filling the new posts authorized for 1969, give due regard to any preliminary results of the survey which may become available;

(b) Will have given due consideration to any available results of the manpower survey, when he presents his budget estimates for 1970 to the General Assembly at its twenty-fourth session.

66. The representative of the United States of America expressed his thanks to the sponsors of the draft paragraph unanimously approved by the Committee and stated that since the text of the paragraph had been constructed as a substitute for the draft paragraph submitted by his delegation, his delegation would withdraw its previous proposal (see A/C.5/L.951).

#### SALARY SCALES FOR THE PROFESSIONAL AND HIGHER CATEGORIES

67. The Secretary-General in a separate report (A/7236) proposed an interim salary adjustment of 5 per cent for the Professional and higher categories of staff, to be introduced on 1 January 1969, based on the recommendations of the International Civil Service Advisory Board (*ibid.*, annex I). The Secretary-General also recommended that one class of post adjustment at the dependency rate be incorporated in the base salary scales. The Advisory Committee on Administrative and Budgetary Questions in its related report (A/7280) concurred in the Secretary-General's proposals.

68. The Fifth Committee considered the question at length in the course of its discussion of questions relating to section 3 of the budget estimates for 1969.

69. In voicing their opposition to the proposed increase, a number of delegations noted that the report of ICSAB (ICSAB/XVI/1) did not contain all the relevant information on which it had based its interim recommendation. In their opinion, the frequent post adjustment increases which had been granted, based on the rising cost-of-living index, more than compensated for any inflationary trends. United Nations salaries had always been higher than those of national civil services and could not therefore be subject to the comparison made by ICSAB in arriving at the conclusion that they had lagged behind the movement of outside salaries, as measured by the international salary index, by 4 per

cent during the period from October 1964 to 31 December 1967. Although recognizing the integrity and expertise of ICSAB, these delegations questioned its replacement of the Noblemaire principle of identifying salary scales with the civil service scales of one particular Member State by the concepts of the international salary scale and world market rates. As to the latter concept, the nature and activities of private industry were completely irrelevant to the work of the United Nations or any other international organization. Furthermore, between the five-year surveys based on world market rates, the use by ICSAB of the international salary index, based on the movement of real income in the civil services of seven countries in which the headquarters of United Nations bodies were located, was not realistic since it excluded from consideration a number of developing countries in which the United Nations had offices.

70. At the 1246th meeting, on 30 October 1968, the representative of the Union of Soviet Socialist Republics introduced, on behalf of his delegation, the following draft resolution (A/C.5/L.947) :

*"The General Assembly,*

*"Having considered the report of the Secretary-General (A/7236) and the relevant reports of the International Civil Service Advisory Board (ICSAB/XVI/1) and of the Advisory Committee on Administrative and Budgetary Questions (A/7280),*

*"Noting that the Board has not yet completed the review which it started in 1966 of the principles which should underlie the establishment of salaries for international civil servants,*

*"Noting that the ICSAB report does not contain all the information on which the Board based its interim recommendation,*

*"Taking into account the fact that the present level of salaries of United Nations staff members in the Professional and higher categories is above the corresponding salary level of Professionals working in national State institutions,*

*"Considering that the present salary system of international civil servants provides them with good protection against fluctuations in the cost-of-living index in individual countries,*

*"1. Requests the International Civil Service Advisory Board to take steps to complete the formulation of new principles for establishing the salaries of international civil servants ;*

*"2. Decides to postpone consideration of the question of new salary scales for United Nations staff members in the Professional and higher categories until the General Assembly has adopted new principles for establishing the salaries of international civil servants."*

71. One delegation, while not objecting to an increase of 4 per cent, could not support the additional 1 per cent which had been recommended on the assumption that, if the current trend continued, a further lag of 1 per cent would probably develop during 1968.

72. In a statement before the Committee at its 1248th meeting, the former Secretary of ICSAB—who had taken office at the sixteenth session of ICSAB—explained that by analysing comparative data, the Board had discovered that between late 1964 and the end of 1967 United Nations salaries had lagged behind salaries in the national services by 4 per cent in real

income terms. An increase of only 4 per cent effective 1 January 1969 would not compensate United Nations staff for the lag which had developed between 1956—when the Salary Review Committee had carried out its survey—and 1964. Secondly, by 1 January 1969, as the trend showed, a further lag of 1 per cent would have developed. Moreover, a further lag was bound to develop between January 1969 and the possible introduction of new salary scales in 1971 on the basis of the world market rates survey. In recognition of these factors, the Board had decided to take a conservative attitude and recommend an additional increase of 1 per cent only.

73. Regarding the concern expressed by some delegations with the interim nature of the proposed increase, the representative of ICSAB explained that present salary scales were based on data collected as of the end of 1964. The results of the next survey would not be put into effect until 1971. The Board felt that it was neither reasonable nor efficient to allow seven or eight years to pass without some interim adjustment.

74. Responding to observations made by some delegations regarding the absence in the Board's report of all of the relevant information on which it had based its recommendations, the representative of ICSAB informed the Committee that there were about fifty pages of technical data supplied by Governments which had taken two years to collect and to which the Board had given close and careful study. The Board felt that the Fifth Committee could not be asked to undertake a similar examination, but it would be happy to provide the data to the Committee, if it so desired.

75. In compliance with a request made by the delegation of the Union of Soviet Socialist Republics, the Secretary-General issued a note (A/C.5/L.950) in which answers were given to questions raised by delegations regarding the trends of United Nations salaries and those of national civil services for certain periods.

76. A number of delegations expressed the view that such important bodies as the International Civil Service Advisory Board, the Administrative Committee on Co-ordination and the Advisory Committee on Administrative and Budgetary Questions did not make recommendations lightly. Moreover, the Secretary-General, who had all the necessary criteria at his disposal, was also convinced that the 5 per cent increase was timely. The cost of living in New York, where the greater part of the United Nations staff was aggregated, was one of the highest in the world. If salaries were kept at a minimum, there was a risk that many competent and efficient staff members would not be in a position to continue, with their faith in the Organization alone to sustain them. The United Nations was increasingly in the position where it had to compete with private enterprise, and if it wished to secure the services of experts and specialists, it would have to offer them terms comparable to those they would receive from other employers.

77. These delegations called attention to the Secretary-General's remarks on this subject in his statement (A/C.5/1176) before the Committee on 16 October 1968 regarding the human element involved. For expatriated officials a variety of cultural, family and religious considerations existed. In the opinion of the Secretary-General, the dilemma in which these staff members found themselves would only be made more difficult with the addition of financial burdens. Furthermore, the Advisory Committee, in paragraph 9 of its

report (A/7280), had concurred in the conclusions of ICSAB and the Secretary-General that any postponement of the revision of the United Nations salary scales until after the completion of the 1970 survey was undesirable.

78. Some of the delegations taking part in the debate on this issue expressed the view that the salaries of the General Service category of staff, especially in the lower echelons, also merited consideration.

79. At the 1256th meeting, the representative of the Union of Soviet Socialist Republics introduced a revised text (A/C.5/L.947/Rev.1) to his delegation's draft resolution which replaced operative paragraph 1 of the original text with the following preambular paragraph:

*"Expressing the hope that the International Civil Service Advisory Board will take steps to expedite the formulation of new principles for establishing the salaries of international civil servants,".*

#### *Decisions of the Committee*

80. At its 1259th meeting the Committee rejected the revised draft resolution of the Union of Soviet Socialist Republics (A/C.5/L.947/Rev.1), as orally amended, by a vote of 41 votes to 7 with 26 abstentions.

81. The Committee then adopted, by 60 votes to 8, with 11 abstentions, the draft resolution prepared by the Secretariat (see A/C.5/L.944), formulated on the basis of the recommendations of the Advisory Committee in paragraphs 24 to 26 of its report (see para. 178, draft resolution IV, below).

\* \* \*

82. At the 1270th meeting of the Committee, the representative of Pakistan, on behalf of the delegations of Iran, Kuwait, Malta, Nigeria, Pakistan, Philippines, Somalia, Sudan, Syria, Trinidad and Tobago, United Arab Republic and United Republic of Tanzania, introduced the following draft resolution (A/C.5/L.959):

*[Text identical with that of draft resolution V appearing in paragraph 178 below, less the sixth preambular paragraph and the part of operative paragraph 1, sub-paragraph (a) following the words "thirteenth session".]*

83. In introducing the draft resolution, the representative of Pakistan stated that in the course of consultations the idea of establishing an inter-governmental committee of experts to study the whole question of United Nations salary scales had received wide support. The sponsors felt, however, that such a committee should not be established before ICSAB had completed its examination of the concept of "world market rates" in 1970. The draft resolution had been prepared with the aim of assuring that the General Assembly be kept informed of the progress made in the review of the principles underlying the establishment of salaries for the international civil services, the constitution of an international salary index and the study of world market rates.

84. At the 1271st meeting, the delegation of Sudan introduced orally a revised text (A/C.5/L.959/Rev.1) incorporating the following redraft of operative paragraph 1, sub-paragraph (a), of the original draft resolution, which had been acceptable to all the sponsors:

*"(a) The review proposed by the International Civil Service Advisory Board in paragraph 114 of the*

*report on its thirteenth session<sup>132</sup> in the light of the observations contained in paragraph 45 of the report<sup>133</sup> of the Advisory Committee on Administrative and Budgetary Questions;".*

85. At the 1272nd meeting, the representative of Pakistan stated that further consideration of the revised draft resolution (A/C.5/L.959/Rev.1) had resulted in a decision to propose the inclusion of the following new preambular paragraph (see A/C.5/L.959/Rev.2):

*"Recognizing the need to clarify the principles on which staff salaries may be based,".*

86. The sponsors of draft resolution A/C.5/L.959/Rev.2 stated that, on the completion of the experimentation and study being conducted by ICSAB, it might be necessary to establish during the twenty-fifth session of the General Assembly an *ad hoc* committee of experts, nominated by an agreed number of Member States and selected with due regard to geographical representation, to examine the recommendations of ICSAB before their adoption by the General Assembly to enable it to exercise its legislative responsibility in respect of the establishment of the salaries of international civil servants. They felt that instead of providing in the draft resolution for the establishment of such a committee, it would be sufficient to include the idea in the Fifth Committee's report. Some delegations expressed reservations about the establishment of such a committee. They pointed out that the Board's report would next year come before the Fifth Committee which would have the benefit of the expert opinion of the Advisory Committee on Administrative and Budgetary Questions. The report would also be submitted to the appropriate finance committees of the specialized agencies and IAEA on which member States were represented. In view of the fact that in their view Governments of member States would be able, through their membership of those finance committees, to comment on the Board's report, they considered that it would be unnecessary to establish an *ad hoc* committee of experts.

#### *Decision of the Committee*

87. The revised draft resolution A/C.5/L.959/Rev.2 was adopted unanimously by the Committee at its 1274th meeting (see para. 178 below, draft resolution V).

#### SALARY SCALES OF STAFF IN THE LOWER ECHELONS OF THE SECRETARIAT

88. At a number of meetings of the Fifth Committee, one representative expressed his serious concern with the existing salary scales of staff in the lower echelon of the Secretariat which, in his opinion, were not receiving a "living wage". In stating his views he cited, more particularly, the salaries of the United Nations guides and security guards. Both of these categories of staff exercised their duties in an exemplary, courteous and efficient fashion which was a credit to the Organization, and yet were inadequately remunerated. New York City was the most expensive city in the world and he failed to understand how these staff members could manage on so little. The Fifth Committee should not remain indifferent to this problem. Staff members could not live on the honour of working

<sup>132</sup> *Ibid.*, Twentieth Session, Annexes, agenda item 77, document A/5918/Add.1.

<sup>133</sup> *Ibid.*, document A/6056.

for the United Nations alone. At the current rate, if salaries were not increased, it would soon be necessary to look for people who could afford to work for the United Nations.

89. A number of other delegations shared the concern expressed.

90. A note was prepared by the Secretariat (A/C.5/L.948) which provided information on the remuneration of General Service, Security Service, Guided Tours Service and Manual Worker personnel, at Headquarters, the manner in which the salaries were determined and the gross and net salaries of each level within each category of staff. The representative of the Secretary-General, commenting on that information, pointed out that the remuneration of General Service, Security Service and Manual Worker personnel was fixed by the Secretary-General on the basis of best prevailing conditions of employment in the locality of the United Nations office concerned. The principle had been adopted by the General Assembly in 1950 when it arrived at the existing classification of staff and had been reaffirmed by the Salary Review Committee in 1956.

91. The guideline used in applying this principle was formulated by the United Nations family of organizations in consultation with the representatives of various staff associations as reviewed and endorsed by the International Civil Service Advisory Board.

92. In accordance with procedures established some years previously, General Service salaries at Headquarters were adjusted on the basis of a broadly representative annual survey conducted by an association serving a large number of local employers. Although the results of the survey were usually available only in September, in the present case there had been grounds for believing earlier in the year, when the budget estimates for 1969 were being prepared, that a salary increase for General Service staff would be justified. Provision had accordingly been made in the budget estimates for an increase to be put into effect on 1 January 1969 that would represent an upward adjustment of 5 per cent. The need for such an increase had subsequently been confirmed by the results of the most recent survey.

93. The Security Service staff formed a separate group for salary determination purposes. However, in view of the relatively small size of the group and in order to avoid excessive fragmentation, it had been agreed that a survey of salaries paid to outside personnel in comparable posts should take place every five years, and that in the intervening period the salaries of United Nations security personnel would be adjusted in the same way and at the same rate as those of general service staff. Accordingly, all security personnel would receive salary increases effective on 1 January 1969. At the same time, consideration was being given to the possibility of conducting a new comparability survey in the immediate future.

#### UNITED NATIONS ACCOMMODATIONS

##### (a) ACCOMMODATION AT HEADQUARTERS: PROPOSED NEW CONSTRUCTION AND MAJOR ALTERATIONS OF EXISTING PREMISES

94. The Fifth Committee considered this question at its 1274th to 1278th meetings.

95. In his report (A/C.5/1183), the Secretary-

General had communicated to the Committee the results of the study which, as he had informed the Committee at its 1160th meeting, during the twenty-first session,<sup>134</sup> was to be made by the East River-Turtle Bay Fund, Inc., subsequently renamed Fund for Area Planning and Development, Inc. On the basis of that study, proposals had been put forward for the construction, on an area south-west of the Headquarters site, of a new building comprising 7 floors and 4 basements, with access to a riverside park. The proposed plan also incorporated the alterations and improvements to the existing Headquarters buildings which had been recommended by the Secretary-General in his report<sup>135</sup> to the General Assembly at its eighteenth session. The cost of those proposals could not be reliably estimated until detailed architectural and engineering plans had been prepared. However, on the basis of prevailing construction costs, total expenditures would probably be of the order of \$50 million. As regards the financing of the project, the Secretary-General was hopeful that arrangements could be worked out under which a substantial portion of the cost would be underwritten from sources other than the regular budget of the United Nations, so that the amount that might need to be provided for under the regular budget, over a period of years, might be as small as possible. The Secretary-General requested the provision of \$250,000 for 1969 for the preparation of detailed plans and specifications on which reliable cost estimates could be based for submission to the Assembly at its twenty-fourth session. The Secretary-General added that only at that time would the Assembly be required to take a decision.

96. The Advisory Committee on Administrative and Budgetary Questions, in its related report (A/7366), recognized the need for providing additional facilities at Headquarters and concurred in the Secretary-General's proposal that a provision of \$250,000 be made in the budget for 1969 for the preparation of detailed plans and specifications on which final cost estimates for the proposed project could be based. The Advisory Committee's concurrence was predicated on the Secretary-General's assurance that such authorization would not constitute any commitment on the part of the General Assembly to the total project. In that regard, the Advisory Committee also suggested: (a) that the Secretary-General might wish to give further thought to the advisability of submitting plans of projected space requirements beyond 1976 as proposed at present; (b) that the Secretary-General should submit a report to the General Assembly at its twenty-fourth session on the problem of accommodation at Headquarters considered in the over-all context of the probable development of the United Nations during the next twenty years and the disposition of staff during this period in relation to available and potential accommodation in New York, Geneva or at United Nations offices at other localities.

97. Many delegates expressed their appreciation to the Fund for Area Planning and Development and the other governmental, municipal and corporate institutions which had participated in the compilation of the very detailed study of the Headquarters area.

98. A number of delegations agreed that the problem of overcrowding in the present Headquarters build-

<sup>134</sup> *Ibid.*, Twenty-first Session, Annexes, agenda item 74, document A/6631, para. 63.

<sup>135</sup> *Ibid.*, Eighteenth Session, Annexes, agenda item 58, document A/C.5/993.

ings was indeed most serious. The rental of outside space would only be a temporary palliative, and there were limits on the extent to which dispersal of Secretariat units could be carried. Additional construction at Headquarters seemed to be inescapable. However, the Committee could not be expected to take any decision on this matter or conclude satisfactory arrangements for the sharing of the expenditures involved, without precise cost estimates. It was the purpose of the appropriation of \$250,000 so that such estimates could be prepared, and by agreeing to that expenditure, the Committee was undertaking no commitment regarding any future course of action.

99. A number of delegations felt, on the other hand, that acceptance of the proposal to spend \$250,000 on detailed plans and specifications must logically represent at least a partial commitment to a construction project about which they had serious reservations. Many of them stressed the need for further study of the possibility of transferring parts of the Secretariat away from the Headquarters area, either to existing premises or to new premises to be built in some other city, for example, Geneva, where land was available. If that were done, the need for additional construction at Headquarters might not arise. Some delegations referred in that connexion to the very high cost of constructing and maintaining a building in New York, as well as the considerable expense of maintaining delegation and secretariat staff. Other representatives pointed out that there was no certainty that the sum of \$50 million would in fact suffice for the proposed new construction. More importantly, there was no clear indication of the proportion of that cost which the United Nations would have to bear. A number of delegations agreed that the plans were based on too short a projection. Moreover, the question of accommodation for United Nations offices could not be approached piecemeal. For all these reasons, it would be desirable that the whole matter of accommodation at New York, Geneva and the regional economic commissions should form the subject of a co-ordinated report to the General Assembly at its twenty-fourth session. On the basis of such a report, the Committee would be able to weigh all the alternatives and arrive at a well-considered decision.

#### *Decision of the Committee*

100. At its 1277th meeting the Fifth Committee decided by 64 votes to 11, with 9 abstentions, to approve the Advisory Committee's recommendation that an additional appropriation of \$250,000 be made under section 7 of the budget estimates for 1969. The text of a draft resolution giving effect to that decision and to the related recommendations of the Advisory Committee, as supported by delegations in the course of the discussion, has been prepared (see para. 178, draft resolution VI, below).

#### (b) ACCOMMODATION AT HEADQUARTERS: RENTAL OF OUTSIDE OFFICE SPACE

101. At its 1268th meeting the Committee considered the reports of the Secretary-General (A/C.5/1182) and the Advisory Committee on Administrative and Budgetary Questions (A/7341) on the question of the rental as from 1969 of outside office space in the vicinity of United Nations Headquarters in New York.

102. The Secretary-General in his report informed

the General Assembly that the facilities at Headquarters were overcrowded to such an extent that the efficiency of the work of the Secretariat was being seriously impaired. As of the end of June 1968, there was a shortage of office space equivalent to more than two floors of the Secretariat Building. In addition, the main servicing areas, particularly those devoted to the reproduction, distribution and storage of documents, were over-taxed. Consideration had been given to the possibility of relieving the situation by the transfer of certain units to other locations, such as Geneva. However, the consensus of the heads of substantive departments and offices was that in most cases such transfers would not be in the best interests of their work. Moreover, the premises at Geneva and at the headquarters of the regional economic commissions were at present also filled to capacity. It had also been considered whether a provisional solution might be to construct temporary buildings on the Headquarters site, but this expedient was found to be uneconomical. On balance, the Secretary-General considered that the rental of premises was preferable to any other temporary measure during the four-year period until a new building could be made available to the Organization. Accordingly, the Secretary-General requested authority to enter into rental commitments in 1969 to house approximately 500 staff members in outside premises at an estimated cost of \$770,000. The estimated requirements for the three ensuing years would be at a similar level for 1970, \$882,900 for 1971 (655 staff members), and \$1,092,100 for 1972 (810 staff members).

103. The Advisory Committee in its report accepted the fact that a serious space problem existed and that there was a need to lease outside premises until such time as more permanent solutions were found.

104. At the same time, the Advisory Committee, having particularly in mind the conjectural nature of the figures for staff increases on which the costs of rental were primarily based, considered that the Secretary-General's estimates provided for the maximum or ultimate possible space requirements and operational and servicing facilities for the years 1969 to 1972. Accordingly, the Advisory Committee recommended that the General Assembly authorize the Secretary-General to enter into commitments for the rental of outside premises within a total amount of \$550,000 for 1969, including the costs of the operational, servicing and staffing requirements listed in paragraph 20 of the Secretary-General's report (A/C.5/1182).

105. As regards the estimates suggested for 1970, the Advisory Committee considered that the Secretary-General should base his initial requirements on the total amount of \$550,000 recommended by the Advisory Committee for 1969. Budgetary provision for 1970 should be included in the Secretary-General's initial budget estimates for that year, together with a report on the leasing arrangements entered into for 1969, and an updated assessment of total office and related accommodation requirements.

#### *Decision of the Committee*

106. After a brief discussion, the recommendations of the Advisory Committee were approved by the Fifth Committee by a vote of 76 votes to none, with 1 abstention. That decision involved the approval of additional appropriations in the amount of \$44,500 under section 3, \$3,500 under section 8, \$456,000 under section 9, and \$46,000 under section 10.

(c) EXTENSION OF THE CONFERENCE FACILITIES AND ANCILLARY SERVICES AT THE PALAIS DES NATIONS AT GENEVA

107. The Committee, at its 1264th and 1265th meetings, considered reports by the Secretary-General (A/C.5/1179) and the Advisory Committee (A/7337) on the plans for the extension of the Palais des Nations which had been authorized by the General Assembly in its resolution 2246 (XXI) of 20 December 1966.

108. As noted by the Secretary-General in his report, the General Assembly in 1966 had authorized the implementation of an agreed plan within a maximum expenditure of \$15 million, to be provided for under the regular budget by means of annual instalments during the period from 1967 to 1980. Since that decision was taken, the architects of the project had suggested a number of changes in the plans which made it necessary to seek approval by the General Assembly of revised proposals and a revised pattern of expenditure. Apart from adjustments to the dimensions, seating capacity and ancillary facilities of the proposed new conference rooms and changes in respect of a number of other subsidiary projects, the revised plan involved a considerable expansion of the proposed additional office accommodation. The total costs on the basis of the Secretary-General's revised proposals were estimated at \$22 million, as compared with the amount of \$15 million previously approved by the General Assembly. Approval of this additional expenditure would also require a revision of the previous schedule of amounts to be included in the annual budget appropriations during the period from 1971 to 1980 and an extension of the total repayment period to 1982.

109. The Advisory Committee in its related report expressed its concern that the magnitude of the proposed changes in the original plans had not been brought to the attention of the Committee or the Assembly at an earlier date. At the same time, the Advisory Committee acknowledged that the revised proposals submitted by the Secretary-General resulted from the more detailed plans prepared subsequently by the Committee of Architects after a very extensive and thorough consideration of the many factors and requirements essential to providing adequate conference facilities at the Palais des Nations on a long-term basis. The Advisory Committee also recognized that the revised plans provided a more rational and functional layout for the efficient servicing of meetings and conferences. Having examined the Secretary-General's revised proposals and having satisfied itself on a number of the administrative, organizational and financial aspects involved, the Advisory Committee recommended that they be given favourable consideration. In paragraph 48 of its report, it provided the text of a draft resolution embodying the revised proposals, should they commend themselves to the Fifth Committee.

110. The discussion of those proposals in the Fifth Committee reflected a general acceptance of the advantages of the revised plan in spite of the added financial burden to be placed on Member States. The hope was expressed in that regard that every effort would be made to keep the total cost of the project within the limits of the estimate that had been submitted. One delegation supported the proposed expansion of office accommodation on the understanding that thereby it would be possible to transfer part of the Secretariat from New York to Geneva and so ease pressure on accommodation at Headquarters.

*Decision of the Committee*

111. At its 1265th meeting the Fifth Committee adopted, by 78 votes to none, the draft resolution contained in paragraph 48 of the Advisory Committee's report (A/7337) (see para. 178, draft resolution VII, below).

(d) UNITED NATIONS BUILDING AT SANTIAGO, CHILE

112. During its consideration of this question, from its 1275th to its 1278th meeting the Committee had before it the recommendations of the Secretary-General (A/C.5/1186 and Add.1) and the related recommendations of the Advisory Committee (A/7373) regarding improvements to and the extension of the Santiago building.

113. In his report the Secretary-General recalled that he had reported to the General Assembly at its twenty-second session<sup>136</sup> regarding the closing phases of the construction of the United Nations building at Santiago, Chile. In doing so, he mentioned that while the completed building had an acknowledged aesthetic quality, certain functional disadvantages had been noted and that these would be the subject of a further study and report. Those problems having since been examined in detail, the Secretary-General was proposing to the Assembly at its current session a series of projects, at an estimated cost of \$1,799,500, intended to improve the working conditions in the existing premises. He also wished to advise the General Assembly that it had become evident that early steps would need to be taken for the provision of additional space, either by the extension of the existing building or by the rental of outside office space. In his opinion, however, the only real solution to current space problems and those which were expected to arise in the immediate future would be to supplement the existing facilities by the addition of another building located on the same site. The cost of such a new building could provisionally be estimated at approximately \$1,500,000. Should the Assembly agree in principle to the construction of such a building, a number of projects for the adaptation of the existing premises in order to extend the office accommodations could be eliminated. In that event his estimate of \$1,799,500 could be reduced by \$471,000 to \$1,328,500. An additional provision of \$41,000 would be required, however, for the preparation of detailed plans and cost estimates for the construction of the new building.

114. The Advisory Committee in its related report recommended that consideration be given to the second alternative proposed by the Secretary-General, i.e., a reduced programme of improvements to the existing building at an estimated cost of \$1,328,500 and the construction in due course of an additional building. On that basis the Advisory Committee thought that the Fifth Committee might wish to recommend to the General Assembly:

(a) That it authorize the Secretary-General to proceed with the implementation in 1969 of the additional projects proposed in paragraph 27 of his report (A/C.5/1186) and paragraph 2 of the addendum thereto (A/C.5/1186/Add.1), as modified by the Advisory Committee in items I through VI of the table contained in paragraph 9 of its related report (A/7373), within a maximum appropriation of \$659,000 in 1969;

<sup>136</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 74, document A/C.5/1143.



(b) That it authorize the Secretary-General to proceed, within a maximum expenditure of \$41,000 in 1969 with the preparation of detailed plans and specifications and related costs for a satellite building at Santiago, having also in mind the needs of other organizations of the United Nations family with local offices at Santiago, and request him to submit a report for consideration by the General Assembly at its twenty-fourth session;

(c) That it request the Secretary-General to include in his initial budget estimates for 1970, for consideration by the Advisory Committee at its summer session in 1969, reliable estimates for the implementation in 1970 of the additional projects included for that year in the table contained in paragraph 9, items I through VI, of the Advisory Committee's report currently estimated by the Secretary-General at approximately \$669,500.

115. A number of delegations referred to the lack of planning which had been evident throughout the construction of the Santiago building and the unsatisfactory nature of the financial controls over the project. They noted the Advisory Committee's intention of studying the whole question of administrative and financial controls of United Nations building projects away from Headquarters and expressed the hope that as a result of the Advisory Committee's study there would be no recurrence of the mismanagement which had beset the Santiago building project. It was pointed out that the "economies" made at the final stage of the construction in order to remain within the budgetary limits had not been well conceived in a number of cases and that the elimination at the current time of the unsatisfactory working conditions in which those measures had resulted would cost more than their inclusion in the original plans would have done.

116. Other delegations took the view that the lack of planning in the case of the Santiago building was a further manifestation of the general lack of long-term over-all planning of United Nations office and conference space throughout the world, including such related factors as the possibility of decentralization. They felt that the Fifth Committee should not have to take a decision on one aspect of that global problem in isolation.

117. The representative of the Secretary-General gave an assurance that if the Committee decided to have plans prepared for a satellite building at Santiago, that would not prevent the implementation of any decision which might subsequently be taken on the decentralization of certain United Nations activities.

#### *Decision of the Committee*

118. At its 1277th meeting the Fifth Committee decided by 74 votes to none, with 10 abstentions, to approve the Advisory Committee's recommendation that an additional appropriation of \$700,000 be made under section 7 of the budget estimates for 1969.

#### EXPENSES TO BE INCURRED BY THE UNITED NATIONS IN RESPECT OF INDIVIDUALS OR GROUPS OF EXPERTS APPOINTED BY ORGANS OR SUBSIDIARY ORGANS FOR THE PERFORMANCE OF SPECIAL *ad hoc* TASKS

119. At its 1293rd meeting the Committee considered reports by the Secretary-General (A/C.5/1200) and the Advisory Committee on Administrative and Budgetary Questions (A/7414/Rev.1) on this subject.

120. As pointed out by the Secretary-General in his report, specific rules had been established by the General Assembly from time to time to govern the payment by the United Nations of the travel and subsistence expenses of members of organs and subsidiary organs, where appropriate, as well as the payment of such members, in certain exceptional circumstances, of honoraria. The rules governing travel and subsistence payments had been laid down in General Assembly resolution 1798 (XVII) of 11 December 1962, and those relating to the payment of honoraria in a decision<sup>137</sup> taken by the Fifth Committee during the sixteenth session of the General Assembly, as endorsed by the Assembly at its 1082nd plenary meeting. There was, consequently, no room for doubt as to the rules governing payments to members of organs and subsidiary organs. For some time, however, increasing constitutional and administrative difficulties had been experienced as a result of the fact that the rules did not cover with sufficient clarity the position in regard to individuals appointed by organs or subsidiary organs to undertake in their personal capacity special *ad hoc* tasks on behalf of the bodies involved. A particular problem had arisen in a number of instances as to the propriety of paying an honorarium. After tracing the relevant legislative history in order to establish the basic intent of the General Assembly in regard to those matters on past occasions, the Secretary-General, in paragraph 36 of his report, formulated for consideration by the General Assembly a series of additional rules covering individuals appointed by organs and subsidiary organs, as distinct from members of such bodies.

121. The Advisory Committee in its report welcomed the proposals submitted by the Secretary-General and recommended that the General Assembly might wish to endorse the additional rules, as amended in certain respects by the Advisory Committee in paragraphs 8 and 9 of its report.

#### *Decision of the Committee*

122. The recommendations of the Advisory Committee were approved by the Fifth Committee without objection. A draft resolution embodying that decision was prepared (see para. 178, draft resolution VIII, below). That text reaffirmed the existing rules governing payments to members of organs and subsidiary organs, introduced the additional rules approved by the Fifth Committee at the current session, and indicated that the proposals contained therein did not cover honoraria already authorized by the General Assembly for payment on an exceptional basis, as enumerated in the annex to the draft resolution.

#### AMOUNTS OF HONORARIA PAID TO THE PRESIDENT AND OTHER MEMBERS OF THE UNITED NATIONS ADMINISTRATIVE TRIBUNAL

123. In his report (A/C.5/1200) the Secretary-General had also proposed that the honoraria currently payable to members of the United Nations Administrative Tribunal be increased to the level of those payable to analogous bodies, i.e., the International Law Commission and the International Narcotics Control Board. Specifically, he proposed that \$2,500 per year be paid to the President of the Tribunal and \$500 to other members for each session of the Tribunal in which

<sup>137</sup> *Ibid.*, Sixteenth Session, Annexes, agenda item 54, document A/5005, paragraph 10.

they participated during a particular year, provided that the maximum amount paid to such members in any one year did not exceed \$1,000.

124. The Advisory Committee, in paragraph 15 of its report (A/7414/Rev.1), suggested that the General Assembly might wish to authorize the increased payments proposed by the Secretary-General.

#### *Decision of the Committee*

125. The Fifth Committee decided without objection to recommend to the General Assembly accordingly. A draft resolution embodying this decision was prepared (see para. 178, draft resolution IX, below).

#### PART V (TECHNICAL PROGRAMMES)

126. At its 1277th and 1278th meetings, held on 6 and 9 December 1968, respectively, the Committee considered the note by the Secretary-General (A/C.5/1190) on the administrative and financial implications relating to recommendations of the Second Committee (A/7331, para. 7, draft resolution I; A/7332, para. 15, draft resolution I), resulting from decisions taken by the Governing Council of UNDP and the Industrial Development Board concerning the level of the appropriation requested under part V of the budget estimated for 1969, for which the Secretary-General had made only a *pro memoria* provision in the budget estimates. The Committee also considered the recommendations of the Advisory Committee on Administrative and Budgetary Questions in its related report (A/7376).

127. The Secretary-General stated in his note that, if the General Assembly should adopt the recommendations of the Second Committee, a provision of \$6,908,600 would be required under part V of the budget estimates for 1969, as follows:

	<i>United States dollars</i>
Section 13. Economic development, social development and public administration .....	5,113,600
Section 14. Industrial development .....	1,500,000
Section 15. Human rights advisory services .....	220,000
Section 16. Narcotic drugs control .....	75,000
TOTAL, part V	6,908,600

128. The Advisory Committee noted in its report that, in its consideration of the financial implications of the recommendations in question, it was not called upon to analyse and comment on the details of the programme proposals and called attention to the fact that as regards sections 13, 15 and 16 the details of each project were advisable to the Governing Council of UNDP and that the Governing Council's decision was based on that detailed information. As regards section 14, the planning level of \$1.5 million recommended by the Industrial Development Board related to programme proposals submitted by the Executive Director of UNIDO (ID/B/26/Add.2/Rev.1) and approved by the Board in its resolution 11 (II).<sup>138</sup>

129. In the course of the discussion in the Committee, some delegations reiterated their view expressed during the general discussion that the *pro memoria* provision in the budget estimates in respect of such an important item had made it difficult for the Committee to give proper consideration to the budget estimates as a whole and conflicted with the spirit of regulations 3.4, 3.5 and 3.6 of the Financial Regulations of the United Nations.

130. Other delegations reiterated their position that technical assistance activities should not be financed from the regular budget but by means of voluntary contributions.

131. One delegation was of the opinion that the inclusion of appropriations for technical activities in the regular budget imposed a limit on their expansion. Technical assistance activities which were financed from special accounts based on voluntary contributions grew more rapidly and were of more benefit to developing countries. This delegation suggested the establishment of a special account for the regular programme of technical assistance to be financed by voluntary contributions, starting as a minimum from the present level of the total appropriation under part V of the regular budget. Funds contributed in this manner would increase much faster, since Governments could make higher contributions to such an account in their respective currencies. Moreover, the special account would be open to contributions from non-Member States as well.

132. A number of delegations were of the opinion that it was quite proper to retain in the regular budget the provision for technical activities under part V in view of the Organization's responsibilities to Member States in the social, economic, and human rights fields under the provisions of the United Nations Charter. The principle of financing technical assistance by means of voluntary contributions was not unanimously accepted by Member States, some of which were inclined to favour bilateral technical assistance.

133. In support of an increased level of appropriation under part V, some delegations called attention to the report<sup>139</sup> of the Secretary-General, submitted to the Governing Council of UNDP in January 1968, in which the Secretary-General had commented on the stabilization of the level authorized for the regular programme at \$6.4 million per year since 1962. The proportion of the budget devoted to technical co-operation had decreased, mainly because the rising cost of goods and services was taken into account in estimating the overall budget total but was left out of account in determining the requirements under part V. Consequently, the number of requests for aid which had to be refused because of lack of funds was constantly increasing. Programme costs had increased to such an extent that a minimum increase of 21.6 per cent over the unchanged amount authorized for part V in recent years was required to enable the Secretary-General to provide Governments with the same volume of assistance as in 1962. The Second Committee, in its recommendations, was seeking to have it increased by only 8 per cent. In the view of those delegations, those facts confirmed the apprehensions of developing countries regarding the consequences of stabilizing the allocation under part V at \$6.4 million. It was the opinion of the same delegations that the recommendations of the Second Committee were acceptable only as a compromise solution.

134. Certain delegations, in voicing their support for the regular programme of technical assistance and for keeping the level of appropriation under part V at the minimum level of \$6.4 million agreed upon in 1962, were of the opinion that, in order to ensure the efficiency of the programme in the economic field, there needed to be a certain amount of flexibility in that sector and that the appropriation under part V should not be split up into different sections. These delegations, while not objecting to the expansion of UNIDO's activities, were

<sup>138</sup> *Ibid.*, Twenty-third Session, Supplement No. 15, annex VI.

<sup>139</sup> Document DP/RP/4 (mimeographed).



opposed to the provision of a separate section under part V for this purpose. In their view the main source of financing UNIDO's activities should be UNDP. In this connexion, one representative drew the attention of the Committee to the fact that provision of a separate section of part V for technical assistance in industrial development was, in the view of his delegation, unsatisfactory budgetary practice. Since two intergovernmental bodies—the Governing Council of UNDP and the Industrial Development Board—now made separate recommendations regarding part V, it should be the prerogative of the Secretary-General to decide how a total recommended by the Governing Council of UNDP should be divided, if it had to be divided at all. Moreover, his delegation felt that the unilateral position taken by the Industrial Development Board in recommending a planning estimate, without relating it to budgetary resources, was unfortunate. His delegation was of the opinion that, as UNIDO was essentially a pre-investment activity, its relationship with UNDP should be very close. The aggregate of funds being channelled through UNIDO from UNDP was very considerable. His Government, in determining its contributions to UNDP for 1969, had taken into account the financial requirements of UNIDO's operational activities. UNDP should be the central financing source for the operational requirements of all agencies concerned, including UNIDO.

135. Another delegation which was of the opinion that United Nations technical assistance projects should be financed through UNDP pointed out that there were substantial reasons for not increasing the level of part V of the budget. The objectives and scope of the United Nations regular programme were to be examined by the Enlarged Committee for Programme and Co-ordination in January 1969. In addition, the Secretary-General was to submit to the Governing Council of UNDP at its seventh session a comprehensive study on the purposes and objectives of the regular programme and its relationship with the UNDP programmes. Pending discussions of the whole subject in the Enlarged Committee for Programme and Co-ordination and in the Governing Council of UNDP, it would be inappropriate at this time to increase the size of the regular programme.

*Decisions of the Committee*

136. At its 1278th meeting the Fifth Committee decided to inform the General Assembly that, should it adopt the recommendations made by the Second Committee in its reports (A/7331 and A/7332), a total appropriation of \$6,908,600 would be required under part V of the budget estimates for the financial year 1969, to be distributed as follows:

	<i>United States dollars</i>
Section 13. Economic development, social development and public administration .....	5,113,600
Section 14. Industrial development .....	1,500,000
Section 15. Human rights advisory services .....	220,000
Section 16. Narcotic drugs control .....	75,000
TOTAL, part V	6,908,600

The Committee's decisions on the amounts which would be required under the individual sections involved were taken by the following votes:

- Section 13: 72 votes to 5, with 2 abstentions;
- Section 14: 57 votes to 15, with 10 abstentions;
- Section 15: 75 votes to 5, with 2 abstentions;

- Section 16: 75 votes to 5, with 2 abstentions;
- Part V as a whole: 67 votes to 11, with 6 abstentions.

RATES OF SUBSISTENCE ALLOWANCES PAYABLE TO MEMBERS OF ORGANS AND SUBSIDIARY ORGANS OF THE UNITED NATIONS

137. During its consideration on first reading of section 1 of the budget estimates for 1969, at the 1254th meeting, the Committee considered the report of the Secretary-General (A/C.5/1178) on the rates of subsistence allowances payable to members of organs and subsidiary organs of the United Nations in accordance with the provisions of General Assembly resolution 1798 (XVII) of 11 December 1962.

138. The Secretary-General, in his report, suggested that the General Assembly might wish at the current session to review the adequacy of the existing rates, taking into account the increases in hotel and restaurant costs which had occurred at various localities since those rates were fixed, by resolution 1588 (XV) of 20 December 1960, at \$30 per day at New York, the equivalent in Swiss francs of \$23 per day at Geneva and, at other places, at a rate to be fixed by the Secretary-General but not to exceed the equivalent in local currency of \$23 per day. At the same time, the General Assembly might wish to institute a system which would not only take into account the wide range of costs at an increasing number of localities other than New York at which United Nations meetings were being held, but would ensure that such rates were kept up to date in relation to changing cost levels. To that end the most practical procedure might be to base subsistence rates for members of organs or subsidiary organs on those periodically established for the Secretariat on the basis of annual reviews of conditions in a wide range of localities, with the addition of an appropriate percentage in recognition of the different nature of the activities of the members of such bodies and the representational element frequently involved.

139. In its related report (A/7304), the Advisory Committee on Administrative and Budgetary Questions concurred in those proposals and recommended that the rates be equated to the standard rates established for the Secretariat, plus 40 per cent. The Advisory Committee also suggested that the additional expenditures to be incurred in 1969 amounting to some \$24,000 under sections 1, 17 and 20, be absorbed within the total of the appropriations recommended by the Committee for those sections for the financial year 1969.

*Decision of the Committee*

140. The Committee, by a vote of 68 to none, with 9 abstentions, recommended that the General Assembly adopt the draft resolution proposed by the Advisory Committee in the annex to its report (see para. 178, draft resolution X, below).

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION: HEADQUARTERS PLANNING AND ADMINISTRATIVE MANAGEMENT

141. At the 1280th meeting on 10 December 1968, the representative of Austria called the attention of the Committee to the publication he had provided to each delegation describing the conditions governing an international public competition for architects to establish a headquarters for international organizations and a conference centre at Vienna. The construction in question would comprise permanent headquarters buildings

for UNIDO and IAEA, a common service area, an autonomous conference area for these two bodies and a conference centre suitable for large-scale international conferences. Of these facilities, the conference centre would remain under Austrian management.

142. The representative of Austria also drew attention to the fact that, in the opinion of his delegation, the functions and terms of reference of the Office of Headquarters Planning and Administrative Management of UNIDO which had been established by the Secretary-General and which would provide the Austrian authorities with specifications and requirements concerning the permanent headquarters of UNIDO, were not clearly defined in section 21, chapter XII (Headquarters planning and administrative management), of the budget estimates for 1969. His delegation wished to emphasize that a clear definition of responsibilities between UNIDO and the Austrian authorities was of paramount importance and would dispel any possible doubts which might arise in the course of the planning and execution of such a huge project.

143. With that consideration in mind, it was understood by the Committee that the Office of Headquarters Planning and Administrative Management of UNIDO, as described in section 21, chapter XII, of the budget estimates for 1969 (A/7205) and the related report of the Advisory Committee (A/7207), had the responsibility of providing the Government of Austria with the requirements and specifications of the permanent headquarters of UNIDO. The Office also had, on an equal basis with IAEA, the same responsibility for the requirements and specifications of UNIDO concerning the common service area and the autonomous conference centre for international organizations to be provided for UNIDO and IAEA. The construction of the headquarters buildings for UNIDO and IAEA, after adaptation and harmonization with the over-all concept of the project of an international organizations' headquarters and conference centre, and based on the aforementioned requirements and specifications, would be planned and executed by the Austrian authorities. The Office of Headquarters Planning and Administrative Management of UNIDO would also have to provide the Austrian Government with any other specific or illustrative detailed information pertaining to UNIDO's requirements and specifications which may be required.

#### REVENUE-PRODUCING ACTIVITIES

144. During the general discussion of the budget estimates for 1969 there was widespread support in the Fifth Committee for a suggestion advanced by the delegation of Brazil that a study should be made of the possibilities of increasing the Organization's income, particularly through the undertaking of new activities of a revenue-producing character. The Fifth Committee decided to request the Secretary-General to undertake a thorough-going study to explore short and long-range practical possibilities of increasing the income from present activities and, especially, of starting additional revenue-producing activities. The Fifth Committee also recommended that the Secretary-General take all appropriate steps to ensure the consideration of the widest possible number of objective ideas and suggestions in that direction, including those put forth by delegations during the general discussion, and report to the General

Assembly at its twenty-fourth session on his findings and recommendations.<sup>140</sup>

#### UNITED NATIONS BOND ISSUE

145. The method used for financing the repayment of amortization and interest on United Nations bonds issued by the Secretary-General under authority of General Assembly resolution 1739 (XVI), adopted on 20 December 1961, was discussed by the Committee during the twenty-first and twenty-second sessions of the General Assembly. Further consideration of the subject had been postponed to the twenty-third session.

146. The matter was taken up by the Committee at its 1271st, 1272nd, 1273rd and 1276th meetings, held on 2, 3 and 5 December 1968. In the course of the discussion a number of delegations reiterated their objections to the method used for financing the repayment of the principal and interest due on the bonds by means of an appropriation apportioned in accordance with the scale of assessments of the regular budget. Since the funds raised on these bonds had been utilized entirely to cover expenditures resulting from the peace-keeping operations in the Congo (ONUC) and the Middle East (UNEF), these delegations considered that their repayment should be made subject to the same special criteria as that applied to the apportionment of contributions to ONUC and UNEF. In a number of resolutions adopted before and after the adoption of resolution 1739 (XVI)—such as resolutions 1575 (XV) and 1583 (XV) of 20 December 1960, 1732 (XVI) and 1733 (XVI) of 20 December 1961, 1983 (XVIII) of 17 December 1963, and 2194 (XXI) of 16 December 1966, and in particular resolution 1874 (S-IV) of 27 June 1963—the General Assembly had recognized, in principle and in practice, that special criteria should be used for the apportionment among Member States of the expenditures related to major peace-keeping operations, taking into account the relatively limited capacity of economically less developed countries to contribute to them. Moreover, since some Member States were, as a matter of principle, withholding payment of their share of the contributions required for these repayments, the continuance of this method added to the over-all problem created by the increasing financial deficit of the Organization.

147. At the 1271st meeting of the Committee the representative of Brazil introduced, on behalf of the delegations of Argentina, Brazil, India and Nigeria, a draft resolution (A/C.5/L.961) which proposed that the Advisory Committee on Administrative and Budgetary Questions study the question in the light of the debates held at the twenty-first, twenty-second and twenty-third sessions of the General Assembly and the proposals presented to it, and report to the Assembly at its twenty-fourth session.

148. A number of delegations objected to any attempt to change the method of repayment of the bonds as spelled out in resolution 1739 (XVI). In accordance with those arrangements, which had been reproduced in full on the reverse side of the bonds, an amount sufficient to cover the payment of interest charges and instalments of principal due would be included annually in the regular budget, beginning with the financial year 1963. There was no doubt, therefore, that the regular scale of assessments would apply. It was on

<sup>140</sup> The text of this paragraph proposed by the delegation of Brazil was circulated as document A/C.5/L.960.

the basis of those terms and conditions that 64 countries had subscribed to the bond issue. When the requests for their purchase was put before the respective parliaments of those countries, the commitments of the General Assembly in respect of the basis on which the bonds would be repaid was relied upon completely. That contract, solemnly entered into between the bondholders and the United Nations could not now be unilaterally altered. If any attempt was made to use any other basis than the regular scale of assessments it would constitute a major breach of faith and raise serious doubts about the credit standing and reliability of the United Nations. These delegations were of the opinion that no amount of study entrusted to the Advisory Committee could alter the terms of resolution 1739 (XVI). Several delegations pointed out that the provisions of resolution 1874 (S-IV), of 27 June 1963, referred to future peace-keeping operations.

149. Other delegations pointed out that the problem was of such a sensitive and complex nature, with strongly held contentions on both sides of the issue, that it was extremely difficult to take any firm position at that point. An objective study and analysis of the whole issue by such an expert and competent group as the Advisory Committee, as envisaged in draft resolution A/C.5/L.961 might put the matter in its proper perspective.

150. Certain other representatives reiterated the reservations of their delegations on the legality of the inclusion in the regular budget of any provision related to the United Nations bond issue.

#### *Decision of the Committee*

151. At the 1276th meeting, on 5 December 1968, the Committee adopted the draft resolution (A/C.5/L.961) by a roll-call vote of 29 to 28, with 26 abstentions, as follows:

*In favour:* Argentina, Barbados, Brazil, Chile, Colombia, Costa Rica, Ecuador, El Salvador, Equatorial Guinea, Guatemala, Guyana, India, Kenya, Mauritius, Mexico, Nigeria, Pakistan, Panama, Portugal, Spain, Sudan, Syria, Trinidad and Tobago, Uganda, United Republic of Tanzania, Uruguay, Venezuela, Yugoslavia, Zambia.

*Against:* Australia, Austria, Belgium, Byelorussian Soviet Socialist Republic, Canada, Czechoslovakia, Denmark, Finland, Greece, Hungary, Iceland, Ireland, Italy, Japan, Luxembourg, Malaysia, Mongolia, Netherlands, New Zealand, Norway, Poland, Romania, Sweden, Turkey, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

*Abstaining:* Algeria, Burma, Cameroon, China, Congo (Brazzaville), Cyprus, Ethiopia, France, Ghana, Guinea, Indonesia, Iran, Israel, Ivory Coast, Kuwait, Laos, Lesotho, Mali, Mauritania, Philippines, Rwanda, Senegal, South Africa, Togo, Tunisia, Upper Volta.

152. The text of the adopted draft resolution appears in paragraph 178 below as draft resolution XI.

#### UNFORESEEN AND EXTRAORDINARY EXPENSES

153. The General Assembly, by paragraph 6 of its resolution 2370 (XXII), requested the Advisory Committee on Administrative and Budgetary Questions to recommend for the consideration of the General Assem-

bly at its twenty-third session an appropriate definition of the term "unforeseen and extraordinary expenses", together with a resolution to cope with the interrelated problems, especially those recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies relating to transfers and supplementary estimates.<sup>141</sup>

154. In response to this directive, the Advisory Committee submitted a report (A/7336), to which it annexed a draft resolution giving effect to the recommendations submitted therein.

155. In introducing the report to the Fifth Committee, at its 1268th meeting, the Chairman of the Advisory Committee stated that implementation of the procedures recommended by the Advisory Committee in its report would indicate to Member States, with greater accuracy than in the past, the amount they would be called upon to contribute to the expenses of the Organization during a particular year once the General Assembly had voted the appropriations for that year. Moreover, the new definitions recommended by the Advisory Committee, termed "unforeseen related expenses" and "unforeseen new expenses", would provide a clearer understanding of what is involved than the present terms of "unforeseen expenses" and "extraordinary expenses".

156. At the 1279th meeting of the Committee, one representative, in noting his delegation's support of the recommendations made by the Advisory Committee in paragraphs 24 to 30 of its report, observed that the need for strict budgetary discipline should be reconciled with the need to undertake activities considered necessary by Member States. His delegation was of the opinion that the new procedure recommended by the Advisory Committee was sufficiently flexible to enable the United Nations to undertake urgent priority programmes which might develop during a given financial year and which could not be deferred without adversely affecting its activities. In that connexion, his delegation suggested that the General Assembly might wish to give closer consideration to the new procedures in the light of the experience which would be gained in the preparation of planning estimates. In the meantime, the procedures recommended by the Advisory Committee could be implemented, on the understanding that the General Assembly alone had the authority to appropriate supplementary funds for urgent priority activities.

157. The representative of the United Republic of Tanzania, commenting on the recommendations of the Advisory Committee, stated that his delegation would be unable to support the recommendations contained in the draft resolution of the Advisory Committee because, in its opinion, the Advisory Committee had dealt with the question only superficially, without including detailed information on past practices in respect of all the problems concerned. Accordingly, the delegation of the United Republic of Tanzania formally requested that the Fifth Committee postpone any action on this matter until the twenty-fourth session of the General Assembly, by which time the Advisory Committee should submit a more comprehensive report for the consideration of the Fifth Committee.

158. In expressing his delegation's support of the proposal of the representative of the United Republic of Tanzania for postponement of any decisions on the matter

<sup>141</sup> See *Official Records of the General Assembly, Twenty-first Session, Annexes*, agenda item 80, document A/6343, paras. 35-46.

until the twenty-fourth session of the General Assembly, one delegation pointed out that what was needed was not a re-examination of the definitions of the terms "unforeseen expenses" and "extraordinary expenses" but rather a re-examination of the manner in which they had been applied in the past as well as the extent to which the procedures for applying them were consistent with the definitions. In the opinion of that delegation the revised formulation recommended by the Advisory Committee did not give convincing reasons for replacing existing definitions by entirely new terms. It would, therefore, be preferable to study the problem further. In addition, his delegation felt that adoption of a contingency provision, as recommended by the Advisory Committee in paragraph 27 of its report should be accompanied by a clear definition of the circumstances and conditions in which the use of such a provision would be used. Another delegation also felt that the recommendations of the Advisory Committee were far reaching and that it would be more appropriate to study them at the twenty-fourth session of the General Assembly when the first planning estimate, as provided for in resolution 2370 (XXII), would be submitted to the Assembly.

159. One representative noted that his delegation was in favour of the recommended draft resolution of the Advisory Committee, provided the Fifth Committee would retain some flexibility on the subject and that the adoption of the resolution would not preclude further debate on the subject. His delegation, therefore, tentatively suggested an amendment to the draft resolution to the effect that the subject of unforeseen and extraordinary expenses should be kept under constant review.

160. Some delegations commended the Advisory Committee for its report which represented a great deal of hard labour and an effort to work out a formula which would be generally acceptable by reconciling the need to provide for cases where supplementary estimates were inevitable with the need to curtail, so far as possible, expenditure which might give rise to supplementary estimates.

161. One representative, in stating his delegation's opposition to a postponement of a decision on the Advisory Committee's proposals to the twenty-fourth session of the General Assembly, was of the opinion that an immediate decision by the Fifth Committee of the proposals would provide the Secretary-General with greater flexibility and would lay down certain guidelines to which he might be able to refer in preparing provisional estimates on the basis of which the budget estimates for 1971 would be planned. An immediate decision on the proposals would also define more clearly the conditions under which the powers granted by the annual resolution on unforeseen and extraordinary expenses could be exercised.

162. At the 1280th meeting of the Fifth Committee, the Chairman of the Advisory Committee, in replying to some of the points raised in the course of discussions on this subject, pointed out that it had been the intention of the Advisory Committee to include in the report all the detailed information at its disposal. However, such a course would have made the report too unwieldy. The Advisory Committee had at its disposal figures covering a period of ten years, although the circumstances were not always comparable from year to year. In reply to one delegation's remarks regarding the inconsistency of the position of the Advisory Committee regarding the special appropria-

tion line for minor contingent expenses, the Chairman of the Advisory Committee explained that the Advisory Committee's position as set forth in paragraph 290 of its report (A/7207) on the budget estimates for 1969 and its recommendations in its report (A/7336) on the subject under discussion were identical. He pointed out that the contingency provision was completely different from a provision for unforeseen expenses and would be useful to the Secretary-General in situations in which it was not possible for him to make transfers within sections. It would also allow him to meet certain requirements for minor activities.

163. In reply to the argument of one delegation who supported the postponement of a decision on the matter, the Chairman of the Advisory Committee stated that the adoption of the recommendation of that Committee would in no way restrict the freedom and flexibility of subsidiary organs. On the contrary, the adoption of the recommendations would allow the Secretary-General greater flexibility in meeting the requests of United Nations bodies.

164. The Chairman of the Advisory Committee noted that he was unable to forecast in detail how the proposed system would work in practice. The Advisory Committee thought it worthwhile to give it a trial and he was glad to note the suggestion of the representative of one delegation that the system should be subject to review after one or two years. In his opinion, such a course would be of more practical value than submitting another report in 1969 which, though it might provide more information, would not necessarily alter the conclusions already reached by the Advisory Committee.

165. At the 1291st meeting of the Committee, the representative of the United Republic of Tanzania reiterated the proposal of his delegation as stated during the 1279th meeting. He indicated that, in the event of rejection by the Committee of his proposal, he would propose certain amendments to the draft resolution recommended by the Advisory Committee.

#### *Decision of the Committee*

166. The Committee decided by 30 votes to 19 with 23 abstentions, to defer further consideration of the definition of unforeseen and extraordinary expenses and the procedures proposed by the Advisory Committee in its report (A/7336) until the twenty-fourth session of the General Assembly, when a decision could be taken in the light of studies and information requested by delegations during the discussion of that item at the current session.

#### **First reading of the budget estimates**

167. At its 1240th, 1241st, 1242nd, 1245th, 1254th, 1257th, 1260th, 1267th, 1272nd and 1273rd meetings, the Fifth Committee voted on first reading on the budget estimates for 1969.

168. The first reading decisions were taken on the basis of the recommendations of the Advisory Committee on Administrative and Budgetary Questions (A/7207) with regard to the initial budget for the financial year 1969 submitted by the Secretary-General (A/7205), as well as a series of revised estimates submitted to the General Assembly during the course of the session.

169. In the initial budget estimates the Secretary-General had proposed a gross expenditure budget of \$140,520,510 and total estimates of income in the

amount of \$25,059,240. In its report the Advisory Committee recommended a total appropriation of \$138,316,950 and estimates of income in the amount of \$25,059,240. The recommendations of the Advisory Committee on the revised estimates which had been

submitted subsequently, and prior to the first reading decision on the particular budget sections involved, required a total additional appropriation of \$3,788,100 and additional estimates of income of \$1,387,800 as follows:

Subject	Expenditure		Income	
	Section	Amount	Section	Amount
		United States dollars		United States dollars
(i) Implementation of the decisions taken by Economic and Social Council at its forty-fourth and forty-fifth sessions (A/C.5/1169, A/7255) .....	3	84,700		
	5	23,600		
(ii) Salary scales for the Professional and higher categories (A/7236, A/7280) .....	3	2,480,900	1	1,387,800
	4	511,700		
	20	240,600		
(iii) Education grant (A/C.5/1170, A/7295) ....	4	109,000		
	20	8,200		
(iv) Grant towards extension and improvement of the physical facilities of the International School at Geneva (A/C.5/1188, A/7351) ...	12	30,000		
(v) International Trade Centre (A/C.5/1168, A/7339) .....	20	299,400		
<b>TOTAL</b>		<b>3,788,100</b>		<b>1,387,800</b>

170. The results of the decisions taken by the Committee on first reading regarding individual expenditure and income sections were as follows:

Section	Recommended appropriation	In favour	Against	Abstentions
	United States dollars			
<b>EXPENDITURE SECTION</b>				
1. Travel and other expenses of representatives, members of commissions, committees and other subsidiary bodies .....	1,218,050	Unanimously approved		
2. Special meetings and conferences .....	1,302,000	Unanimously approved		
3. Salaries and wages .....	66,667,000	64	8	1
4. Common staff costs .....	16,013,700	65	0	11
5. Travel of staff .....	2,151,600	73	0	9
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; hospitality .....	140,000	Unanimously approved		
7. Buildings and improvements to premises .....	4,372,400	Unanimously approved		
8. Permanent equipment .....	735,200	77	0	7
9. Maintenance, operation and rental of premises .....	4,260,000	Unanimously approved		
10. General expenses .....	5,950,800	78	0	9
11. Printing .....	1,667,000	Unanimously approved		
12. Special expenses .....	9,013,200	53	9	15
17. Special missions .....	6,321,400	68	10	8
18. Office of the United Nations High Commissioner for Refugees .....	3,600,500	70	0	6
19. International Court of Justice .....	1,375,000	87	0	1
20. United Nations Conference on Trade and Development .....	8,291,200	Unanimously approved		
21. United Nations Industrial Development Organization .....	9,026,000	Unanimously approved		
<b>TOTAL</b>	<b>142,105,050</b>			
<b>INCOME SECTION</b>				
1. Staff assessment income .....	17,737,800	Unanimously approved		
2. Funds provided from extra-budgetary accounts .....	2,704,790	Unanimously approved		
3. General income .....	3,281,650	Unanimously approved		
4. Revenue-producing activities .....	2,722,800	Unanimously approved		
<b>TOTAL</b>	<b>26,447,040</b>			

171. The observations made and reservations expressed by delegations in explanation of the vote during the first reading of the budget estimates are recorded in the General Assembly summary records of the meetings at which the votes were taken.

### Second reading of the budget estimates

172. The first reading decisions of the Committee were affected by subsequent actions taken on the basis of the recommendations of the Advisory Committee on further revised estimates submitted by the Secretary-General under various sections, including those arising from decisions taken by the General Assembly on resolutions recommended by other Committees. These developments were summed up by the Secretary-General in a special report on the accumulated estimated requirements as of 14 December 1968 (A/C.5/1214). Those estimates included: (a) amount of appropriation recommended on first reading; (b) additional appropriations subsequently recommended to the Fifth Committee for the implementation of specific proposals

submitted to it for its approval; (c) additional appropriations for the implementation of resolutions adopted by the General Assembly on the recommendation of other Main Committees, in amounts previously determined by the Fifth Committee in fulfilment of its obligations under rule 154 of the rules of procedure of the General Assembly; and (d) additional appropriations requested by the Secretary-General for purposes not previously brought to the attention of the General Assembly.

173. In its related report (A/7454) the Advisory Committee recommended a total appropriation of \$153,188,550 under the various expenditure sections and total estimates of income in the amount of \$27,157,240. Decisions taken by the Fifth Committee and by the General Assembly on draft resolutions recommended by other Main Committees subsequent to the preparation of the report on the revised requirements created the need for additional appropriations, as recommended by the Advisory Committee, for the purposes, and in the amounts, indicated below:

Subject	Expenditure		Income	
	Section	Amount	Section	Amount
		United States dollars		United States dollars
(i) Expenses to be incurred by the United Nations in respect of individuals or groups of experts appointed by organs or subsidiary organs for the performance of special <i>ad hoc</i> tasks (A/C.5/1200, A/7414/Rev.1, A/C.5/SR.1293) .....	1	5,000		
(ii) United Nations Development Decade (A/7416) .....	1 3	18,000 (18,000)		
(iii) Report of the Special Committee on the Question of Defining Aggression (A/7431) .....	2	25,600		
(iv) Language training programmes (A/7334, A/7386, A/C.5/SR.1289) .....	3 4	117,600 116,400		
(v) Inclusion of Russian among the working languages of the General Assembly and the Security Council (A/7334, A/7386, A/C.5/SR.1289) ..	3 4	326,400 148,600		
(vi) International Year for Human Rights—humanitarian international conventions (A/7458) .....	3	20,000		
(vii) Report of the United Nations Commission on International Trade Law (A/7432) .....	3 11	36,000 14,000		
(viii) United Nations Training and Educational Programme (A/7439) .....	12	100,000		
(ix) United Nations programme of assistance in the teaching, study and wider appreciation of international law (A/7469) .....	12	40,000		
(x) International Year for Human Rights (A/7458) .....	17	19,000		
(xi) Report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (A/7459) .....	17	200,000		
(xii) Conference of Non-Nuclear-Weapon States: Final Document of the Conference (A/7463) .....	3 10	126,000 3,500		
(xiii) Technical co-operation in the peaceful uses of outer space (A/7464) .....	2	178,600		
(xiv) Question of general and complete disarmament (A/7461) .....	3 5 10	143,800 2,100 4,100		
(xv) Report of the <i>Ad Hoc</i> Committee to Study the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction (A/7478) .....	3 10	63,200 36,800		
(xvi) Staff assessment income arising from additional requirements in relation to the language training programme and the inclusion of Russian among the languages of the General Assembly and the Security Council (A/7334, A/7386, A/C.5/SR.1289) .....	1			63,000
	TOTAL	1,726,700		63,000

174. At its 1295th meeting, the Committee, on the basis of a note by the Secretary-General (A/C.5/L.984), considered on second reading the budget estimates for the financial year 1969. The results of the voting were as follows:

Section	Recommended appropriation	In favour	Against	Abstentions
	<i>United States dollars</i>			
<b>EXPENDITURE SECTION</b>				
1. Travel and other expenses of representatives, members of commissions, committees and other subsidiary bodies .....	1,333,450		Unanimously approved	
2. Special meetings and conferences .....	1,594,400		Unanimously approved	
3. Salaries and wages .....	68,495,300	49	9	11
4. Common staff costs .....	16,362,000	46	0	23
5. Travel of staff .....	2,182,600	57	0	11
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; hospitality .....	140,000		Unanimously approved	
7. Buildings and improvements to premises .....	5,352,100	61	0	10
8. Permanent equipment .....	769,200		Unanimously approved	
9. Maintenance, operation and rental of premises .....	4,765,000		Unanimously approved	
10. General expenses .....	6,073,800	61	0	10
11. Printing .....	1,692,000		Unanimously approved	
12. Special expenses .....	9,215,500	52	10	9
13. Economic development, social development and public administration .....	5,113,600	63	7	2
14. Industrial development .....	1,500,000	46	17	10
15. Human rights advisory services .....	220,000	62	7	3
16. Narcotic drugs control .....	75,000	64	7	3
17. Special missions .....	6,786,700	55	10	8
18. Office of the United Nations High Commissioner for Refugees .....	3,829,200	63	0	8
19. International Court of Justice .....	1,396,000	72	0	0
20. United Nations Conference on Trade and Development .....	8,326,200		Unanimously approved	
21. United Nations Industrial Development Organization .....	9,693,200		Unanimously approved	
<b>TOTAL</b>	<b>154,915,250</b>	<b>63</b>	<b>1</b>	<b>10</b>
<b>INCOME SECTION</b>				
1. Staff assessment income .....	17,985,000		Unanimously approved	
2. Funds provided from extra-budgetary accounts .....	2,704,790		Unanimously approved	
3. General income .....	3,298,250		Unanimously approved	
4. Revenue-producing activities .....	3,232,200		Unanimously approved	
<b>TOTAL</b>	<b>27,220,240</b>		<b>Unanimously approved</b>	

175. The representatives of Israel, the United Kingdom, the United States of America, Italy and Brazil explained the votes of their delegations during the second reading of individual sections of the budget estimates.

ESTABLISHED POSTS

176. The decisions of the Committee under sections 3, 18, 19, 20 and 21 and under income sections 3 and 4 involved the approval of established posts for the various departments and activities covered by these sections as follows:

Category and level	Section 3 (salaries and wages) <sup>a</sup>	Section 18 (Office of the United Nations High Commissioner for Refugees)	Section 19 (International Court of Justice)	Section 20 (United Nations Conference on Trade and Development)	Section 21 (United Nations Industrial Development Organization)	Income section 3 (general income) <sup>c</sup>	Income section 4 (revenue-producing activities) <sup>d</sup>	Total
I. Secretary-General .....	1	—	—	—	—	—	—	1
Under-Secretary-General .....	10	1	—	1	1	—	—	13
Assistant Secretary-General .....	11	—	1	—	—	—	—	12
Director .....	52	3	1	8	6	—	—	70
Principal Officer .....	128	5	—	13	14	—	1	161
II. Professional:								
Senior Officer .....	309	19	4	30	47	—	5	414
First Officer .....	614	26	2	57	82	—	4	785
Second Officer .....	780	24	2	74	84	1	7	972
Associate and Assistant Officer..	460	24	6	24	36	—	12	562
<b>TOTAL, I AND II</b>	<b>2,365</b>	<b>102</b>	<b>16</b>	<b>207</b>	<b>270</b>	<b>1</b>	<b>29</b>	<b>2,990</b>

Category and level	Section 3	Section 18	Section 19	Section 20	Section 21	Income section 3	Income section 4	Total
	(salaries and wages) <sup>a</sup>	(Office of the United Nations High Commissioner for Refugees)	(International Court of Justice)	(United Nations Conference on Trade and Development)	(United Nations Industrial Development Organization)	(general income) <sup>c</sup>	(revenue-producing activities) <sup>d</sup>	
III. General Service:								
Principal level .....	302	7	—	13	—	—	10	332
Other levels .....	2,266	177	16	253	321	3	90	3,126
TOTAL, III	2,568	184	16	266	321	3	100	3,458
IV. Local level .....	1,074	—	—	—	—	—	—	1,074
V. Manual Worker .....	285	—	—	—	70	—	—	355
GRAND TOTAL	6,292	286	32	473 <sup>b</sup>	661	4	129	7,877

<sup>a</sup> Established posts for departments and offices at Headquarters; United Nations Office at Geneva; information centres; secretariats of the United Nations Economic and Social Office in Beirut, ECA, ECAFE and ECLA; secretariat of the International Narcotics Control Board, the United Nations Joint Staff Pension Board and the United Nations Staff Pension Committee.

<sup>b</sup> Excludes 34 Professional and 48 General Service posts relating to the Joint UNCTAD/GATT International Trade Centre.

<sup>c</sup> Established posts for the garage administration.

<sup>d</sup> Established posts for the United Nations Postal Administration, the Sales Section of the Publishing Service and the Visitors' Service at Headquarters and Geneva and for the Commercial Management Service at Headquarters.

### Decisions of the Committee

177. At its 1296th meeting the Committee adopted the draft resolutions contained in annexes I, II and III of the addendum (A/7207/Add.1) to the main report of the Advisory Committee; the adopted texts appear in paragraph 178 below as draft resolutions I, II and III. The voting was as follows:

	In favour	Against	Abstentions
Draft resolution I:			
Part A .....	55	0	12
Part B .....	65	0	0
Part C .....	57	0	9
Draft resolution II .....	55	9	1
Draft resolution III .....	58	0	10

### Recommendations of the Fifth Committee

178. The Fifth Committee therefore recommends to the General Assembly the adoption of the following draft resolutions:

#### Draft resolution I

#### BUDGET FOR THE FINANCIAL YEAR 1969

#### A

#### Budget appropriations for the financial year 1969

#### The General Assembly

#### Resolves that for the financial year 1969:

1. Appropriations totalling \$US154,915,250 are hereby voted for the following purposes:

Section	United States dollars
<i>Part I. Sessions of the General Assembly, the councils, commissions and committees; special meeting and conferences</i>	
1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies .....	1,333,450
2. Special meetings and conferences .....	1,594,400
TOTAL, PART I	2,927,850
<i>Part II. Staff costs and related activities</i>	
3. Salaries and wages .....	68,495,300
4. Common staff costs .....	16,362,000
5. Travel of staff .....	2,182,600
6. Payments under annex I, paragraphs 2 and 3 of the Staff Regulations; hospitality .....	140,000
TOTAL, PART II	87,179,900
<i>Part III. Premises, equipment, supplies and services</i>	
7. Buildings and improvements to premises .....	5,352,100
8. Permanent equipment .....	769,200
9. Maintenance, operation and rental of premises .....	4,765,000
10. General expenses .....	6,073,800
11. Printing .....	1,692,000
TOTAL, PART III	18,652,100



<i>Section</i>	<i>United States dollars</i>	
<i>Part IV. Special expenses</i>		
12. Special expenses .....	9,215,500	
TOTAL, PART IV		9,215,500
<i>Part V. Technical programmes</i>		
13. Economic development, social development and public administration .....	5,113,600	
14. Industrial development .....	1,500,000	
15. Human rights advisory services .....	220,000	
16. Narcotic drugs control .....	75,000	
TOTAL, PART V		6,908,600
<i>Part VI. Special missions</i>		
17. Special missions .....	6,786,700	
TOTAL, PART VI		6,786,700
<i>Part VII. Office of the United Nations High Commissioner for Refugees</i>		
18. Office of the United Nations High Commissioner for Refugees .....	3,829,200	
TOTAL, PART VII		3,829,200
<i>Part VIII. International Court of Justice</i>		
19. International Court of Justice .....	1,396,000	
TOTAL, PART VIII		1,396,000
<i>Part IX. United Nations Conference on Trade and Development</i>		
20. United Nations Conference on Trade and Development .....	8,326,200	
TOTAL, PART IX		8,326,200
<i>Part X. United Nations Industrial Development Organization</i>		
21. United Nations Industrial Development Organization .....	9,693,200	
TOTAL, PART X		9,693,200
GRAND TOTAL		154,915,250

2. The Secretary-General shall be authorized to transfer credits between sections of the budget with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions;

3. The appropriations for technical assistance programmes under part V shall be administered in accordance with the Financial Regulations of the United Nations, except that the definition of obligations and the period of validity of obligations shall be in accordance with the procedures and practices established for the Technical Assistance component of the United Nations Development Programme;

4. The provisions under sections 1, 3, 5 and 11, in a total amount of \$252,300 relating to the International Narcotics Control Board shall be administered as a unit;

5. The provisions under sections 1, 3, 4, 5, 6 and 10, in a total amount of \$632,700 relating to the United Nations Joint Staff Pension Board and the United Nations Staff Pension Committee, shall be administered in accordance with article XXVII of the Regulations of the United Nations Joint Staff Pension Fund;

6. In addition to the appropriations voted under paragraph 1 above, an amount of \$19,000 is appropriated from the accumulated income of the Library Endowment Fund for the purchase of books, periodicals, maps, and library equipment and such other expenses of the Library at the Palais des Nations as are in accordance with the objects and provisions of the endowment.

B

*Income estimates for the financial year 1969*

*The General Assembly*

*Resolves* that for the financial year 1969:

1. Estimates of income other than assessments on Member States totalling \$US27,220,240 are approved as follows:

<i>Income section</i>	<i>United States dollars</i>	
<i>PART I. Income from staff assessment</i>		
1. Staff assessment income .....	17,985,000	
TOTAL, PART I		17,985,000
<i>PART II. Other income</i>		
2. Funds provided from extra-budgetary accounts .....	2,704,790	
3. General income .....	3,298,250	
4. Revenue-producing activities ....	3,232,200	
TOTAL, PART II		9,235,240
GRAND TOTAL		27,220,240

2. The income from staff assessment shall be credited to the Tax Equalization Fund in accordance with the provisions of General Assembly resolution 973 (X) of 15 December 1955;

3. Direct expenses of the United Nations Postal Administration, services to visitors, catering and related

services, and the sale of publications, shall be charged against the income derived from those activities.

*Financing of appropriations for the financial year 1969*

*The General Assembly*

*Resolves* that for the financial year 1969:

1. Budget appropriations totalling \$US154,915,250, together with supplementary appropriations for 1968 totalling \$1,356,800, shall be financed in accordance with regulations 5.1 and 5.2 of the Financial Regulations of the United Nations as follows:

(a) As to \$9,235,240, by income other than staff assessment approved under resolution B above;

(b) As to \$3,280,256, by the amount available in the surplus account for the financial year 1967;

(c) As to \$76,587, by contributions of new Member States for the financial years 1967 and 1968;

(d) As to \$212,700, by the revised income other than staff assessment for 1968;

(e) As to \$143,467,267, by assessment on Member States in accordance with General Assembly resolution 2291 (XXII) of 8 December 1967 on the scale of assessments for the financial years 1968, 1969 and 1970;

2. There shall be set off against the assessment on Member States, in accordance with the provisions of General Assembly resolution 973 (X) of 15 December 1955, their respective shares in the Tax Equalization Fund in a total amount of \$18,299,012 comprising:

(a) \$17,985,000, being the estimated staff assessment income for 1969;

(b) \$181,712, being the excess of actual income over the approved estimated income from staff assessment for 1967;

(c) \$132,300, being the increase in the revised income from staff assessment for 1968.

*Draft resolution II*

UNFORESEEN AND EXTRAORDINARY EXPENSES FOR THE FINANCIAL YEAR 1969

*The General Assembly*

1. *Authorizes* the Secretary-General, with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions and subject to the Financial Regulations of the United Nations and the provisions of paragraph 3 below, to enter into commitments to meet unforeseen and extraordinary expenses in the financial year 1969, provided that the concurrence of the Advisory Committee shall not be necessary for:

(a) Such commitments, not exceeding a total of \$US2 million, as the Secretary-General certifies relate to the maintenance of peace and security;

(b) Such commitments as the President of the International Court of Justice certifies relate to expenses occasioned by:

(i) The designation of *ad hoc* judges (Statute of the Court, Article 31), not exceeding a total of \$48,000;

(ii) The appointment of assessors (Statute, Article 30), or the calling of witnesses and the appointment of experts (Statute, Article 50), not exceeding a total of \$25,000;

(iii) The holding of sessions of the Court away from The Hague (Statute, Article 22), not exceeding a total of \$75,000;

2. *Resolves* that the Secretary-General shall report to the Advisory Committee on Administrative and Budgetary Questions and to the General Assembly at its twenty-fourth session all commitments made under the provisions of the present resolution, together with the circumstances relating thereto, and shall submit supplementary estimates to the Assembly in respect of such commitments;

3. *Decides* that if, as a result of a decision of the Security Council, commitments relating to the maintenance of peace and security should arise in an estimated total exceeding \$10 million before the twenty-fourth session of the General Assembly, a special session of the Assembly shall be convened by the Secretary-General to consider the matter.

*Draft resolution III*

WORKING CAPITAL FUND FOR THE FINANCIAL YEAR 1969

*The General Assembly*

*Resolves* that:

1. The Working Capital Fund shall be established for the year ending 31 December 1969 in the amount of \$US40 million;

2. Member States shall make advances to the Working Capital Fund in accordance with the scale adopted by the General Assembly for contributions of Members to the budget for the financial year 1969;

3. There shall be set off against this allocation of advances:

(a) Credits to Members resulting from transfers made in 1959 and 1960 from the surplus account to the Working Capital Fund in a total amount of \$1,079,158;

(b) Cash advances paid by Members to the Working Capital Fund for the financial year 1968 under General Assembly resolution 2365 (XXII) of 19 December 1967;

4. The Secretary-General is authorized to advance from the Working Capital Fund:

(a) Such sums as may be necessary to finance budgetary appropriations pending the receipt of contributions; sums so advanced shall be reimbursed as soon as receipts from contributions are available for the purpose;

(b) Such sums as may be necessary to finance commitments which may be duly authorized under the provisions of the resolutions adopted by the General Assembly, in particular resolution . . . (XXIII) of . . . December 1968 relating to unforeseen and extraordinary expenses; the Secretary-General shall make provision in the budget estimates for reimbursing the Working Capital Fund;

(c) Such sums as, together with net sums outstanding for the same purpose, do not exceed \$150,000, to continue the revolving fund to finance miscellaneous self-liquidating purchases and activities; advances in excess of the total of \$150,000 may be made with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions;

(d) With the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions, such sums as may be required to finance payments of advance insurance premiums where the period of insurance extends beyond the end of the financial year in which payment is made; the Secretary-General shall make provision in the budget estimates of each year, during the life of the related policies, to cover the charges applicable to each such year;

(e) Such sums as may be necessary to enable the Tax Equalization Fund to meet current commitments pending the accumulation of credits; such advances shall be repaid as soon as credits are available in the Tax Equalization Fund;

5. Should the provision in paragraph 1 above prove inadequate to meet the purposes normally related to the Working Capital Fund, the Secretary-General is authorized to utilize, in 1969, cash from special funds and accounts in his custody, under the conditions approved in General Assembly resolution 1341 (XIII) of 13 December 1958, or the proceeds of loans authorized by the Assembly.

*Draft resolution IV*

SALARY SCALES FOR THE PROFESSIONAL AND HIGHER CATEGORIES

*The General Assembly,*

*Having considered* the report of the Secretary-General (A/7236) together with the relevant reports of the International Civil Service Advisory Board (*ibid.*, annex I) and the Advisory Committee on Administrative and Budgetary Questions (A/7280),

*Decides that:*

(a) With effect from 1 January 1969, annex I to the Staff Regulations shall be amended as follows:

- (i) In paragraph 1, replace “\$US33,500” by “\$US 36,850” and “\$US30,000” by “\$US32,950”;
- (ii) Under paragraph 4, replace the existing salary scales by the following:

*(In United States dollars)*

*Principal Officer and Director category*

Director .....	\$26,410 by two increments of \$700 and one of \$710 to \$28,520
Principal Officer ...	\$21,960 by increments of \$710 to \$23,380, and then by increments of \$720 to \$26,260

*Professional category*

Senior Officer .....	\$19,120 by increments of \$540 to \$21,280, and then by increments of \$550 to \$24,030
First Officer .....	\$15,260 by increments of \$470 to \$17,610, and then by increments of \$480 to \$20,490
Second Officer .....	\$12,380 by increments of \$400 to \$17,180
Associate Officer ...	\$ 9,940 by increments of \$340 to \$12,660 and then by increments of \$350 to \$13,360
Assistant Officer ...	\$ 7,600 by increments of \$310 to \$10,390

(b) In applying paragraph 9 of annex I of the Staff Regulations:

- (i) The amounts of post adjustment for each 5 per cent variation in the cost of living above or below the new base level shall, at all the main headquarters areas and normally at all other offices, be those specified in annex III of the report of the Secretary-General;
- (ii) The United Nations post adjustment index at Geneva based on 1 January 1966 shall be deemed to be 100, in place of 105, to compensate for the consolidation of one class of post adjustment in the base salaries and the post adjustment indices at all other duty stations shall be adjusted accordingly by 100/105 as of 1 January 1969.

*Draft resolution V*

METHODS OF ESTABLISHING THE SALARIES OF INTERNATIONAL CIVIL SERVANTS

*The General Assembly,*

*Having considered* the report of the Secretary-General (A/7236) together with the relevant reports of the International Civil Service Advisory Board (*ibid.*, annex I) and the Advisory Committee on Administrative and Budgetary Questions (A/7280),

*Noting* that sections A and B of chapter II of the report of the International Civil Service Advisory Board contain only the broad outlines of the Board's recommendations regarding methods of establishing salaries for international civil servants,

*Noting also* the comments of the Advisory Committee on Administrative and Budgetary Questions contained in paragraph 6 of its report,

*Mindful* of the various possible effects of the changes envisaged by the International Civil Service Advisory Board in its report,

*Recognizing* that Member States should have an opportunity of examining these effects in detail, particularly in respect of those features of the salary system which are of special concern to them,

*Recognizing* the need of clarifying the principles on which staff salaries may be based,

*Conscious* of the need to preserve “the common system”,

1. *Requests* that in the report of the International Civil Service Advisory Board on its seventeenth session separate chapters be included describing the progress made on:

(a) The review proposed by the International Civil Service Advisory Board in paragraph 114 of the report on its thirteenth session,<sup>142</sup> in the light of the observations contained in paragraph 45 of the report of the Advisory Committee on Administrative and Budgetary Questions,<sup>143</sup>

(b) The construction of the international salary index and the study of “world market rates”;

2. *Requests* the Secretary-General to circulate the report of the International Civil Service Advisory Board on its seventeenth session as a document of the twenty-fourth session of the General Assembly.

<sup>142</sup> *Ibid.*, *Twentieth Session, Annexes*, agenda item 77, document A/5918/Add.1.

<sup>143</sup> *Ibid.*, document A/6056.

## Draft resolution VI

PROPOSED NEW CONSTRUCTION AND MAJOR ALTERATIONS  
TO EXISTING PREMISES AT UNITED NATIONS HEAD-  
QUARTERS*The General Assembly,*

Having examined the report of the Secretary-General (A/C.5/1183) and the related report of the Advisory Committee on Administrative and Budgetary Questions (A/7366) on proposals for new construction and major alterations to existing premises at United Nations Headquarters in New York,

1. Expresses its appreciation to the Fund for Area Planning and Development, Inc., for the considerable financial outlay and the time and effort devoted to the feasibility study it has made regarding the acquisition and development for possible use by the United Nations of the area located south of the Headquarters site and east of First Avenue, and for the excellence of the technical presentation of proposed construction plans;

2. Authorizes the Secretary-General to proceed, at an estimated cost to the United Nations of \$250,000 in 1969, with the preparation of detailed plans and specifications on which reliable cost estimates could be based and to report on the result to the General Assembly at its twenty-fourth session;

3. Requests the Secretary-General, in formulating his further proposals, to take into account projected space requirements at Headquarters beyond 1976 and to submit a report to the Assembly at its twenty-fourth session on the problem of accommodation at Headquarters considered in the over-all context of the development of the United Nations during the next twenty years and the disposition of staff during this period in relation to available and potential accommodation in New York, Geneva or at United Nations offices in other localities.

## Draft resolution VII

PLANS FOR THE EXTENSION OF CONFERENCE FACILITIES  
AT THE PALAIS DES NATIONS*The General Assembly,*

Having considered the reports of the Secretary-General (A/C.5/1179) and the Advisory Committee on Administrative and Budgetary Questions (A/7337) concerning changes in the programme for the extension of conference facilities at the Palais des Nations, Geneva, approved under General Assembly resolution 2246 (XXI) of 20 December 1966,

1. Approves the revisions in the programme for the extension of the Palais des Nations as set out in the reports of the Secretary-General and of the Advisory Committee on Administrative and Budgetary Questions, as well as the proposals for financing the entire programme, as modified, at a construction cost not to exceed \$US22 million;

2. Authorizes the Secretary-General to proceed with the execution of the revised programme;

3. Decides that the schedule of annual budget instalments contained in paragraph 4 of General Assembly resolution 2246 (XXI) shall be amended as follows:

Annual  
instalment  
(United States  
dollars)

For the years 1967 to 1970 .....	1,000,000
For the years 1971 to 1974 .....	1,500,000
For the years 1975 to 1981 .....	1,860,000
For the year 1982 .....	1,830,000

Instead of:

For the years 1967 to 1974 .....	1,000,000
For the years 1975 to 1979 .....	1,500,000
For the year 1980 .....	495,000

4. Requests the Secretary-General to keep the Advisory Committee on Administrative and Budgetary Questions informed of developments in the progress of the extension programme and to report annually to the General Assembly on this matter until the new construction is completed.

## Draft resolution VIII

EXPENSES TO BE INCURRED BY THE UNITED NATIONS  
IN RESPECT OF INDIVIDUALS OR GROUPS OF EXPERTS  
APPOINTED BY ORGANS OR SUBSIDIARY ORGANS FOR  
THE PERFORMANCE OF SPECIAL *Ad Hoc* TASKS*The General Assembly,*

Recalling its decision by resolution 1798 (XVII) of 11 December 1962 on the payment by the United Nations of travel and subsistence costs in respect of members of organs and subsidiary organs of the United Nations, as well as its endorsement at the 1082nd plenary meeting, on 18 December 1961,<sup>144</sup> of the recommendation by the Fifth Committee regarding the rules governing the payment of honoraria to such members,<sup>145</sup>

Considering that additional rules are called for to govern such payments to individuals appointed by organs or subsidiary organs to undertake in their personal capacity the performance of special studies or other *ad hoc* tasks on behalf of the bodies involved,

1. Reaffirms the basic principles governing payment of travel and subsistence costs of members of organs and subsidiary organs as laid down in General Assembly resolution 1798 (XVII);

2. Reaffirms the basic principles adopted at its 1082nd plenary meeting governing the payment of honoraria to such persons, according to which neither a fee nor any other remuneration in addition to subsistence allowances at the standard rate shall normally be paid to members of organs or subsidiary organs;

3. Decides that the following additional rules shall become effective as from 1 January 1969:

(a) A clear distinction shall be drawn between:

- (i) Individuals appointed by organs or subsidiary organs to undertake in their personal capacity the performance of special studies or other *ad hoc* tasks on behalf of the bodies involved;
- (ii) Experts or consultants appointed by the Secretary-General to assist him in the performance of special studies or other *ad hoc* tasks entrusted to the Secretariat;

(b) Cases falling under category (i) above shall be governed by the rules established by the General Assembly in its resolution 1798 (XVII) on the payment of travel and subsistence costs of members of organs and

<sup>144</sup> *Ibid.*, Sixteenth Session, Plenary Meetings, 1082nd meeting, para. 7.

<sup>145</sup> *Ibid.*, Sixteenth Session, Annexes, agenda item 54, document A/5005, para. 10.

subsidiary organs of the United Nations and the decision taken by the General Assembly at its sixteenth session on the payment of honoraria, namely, that neither a fee nor any other remuneration in addition to travel expenses and a subsistence allowance at the standard rate shall normally be payable;

(c) If a fee or remuneration is proposed by way of exception to the established rules, the decision shall invariably be taken by the General Assembly after prior examination by the Fifth Committee of any special considerations in the particular case; the criterion might be whether the person best qualified for a particular task could be induced to accept the appointment unless some financial provision was made to compensate for the loss of professional earnings; thus a factor in each case would be whether or not the person concerned would remain in the employ of a Government or other institution without suspension of normal emoluments; in such cases, at least as far as States Members are concerned, it shall be assumed, in any event, that they would normally wish to make available to the Organization without charge the services of persons in their employ;

4. *Decides* that the decisions in paragraphs 2 and 3 above shall not be deemed to apply to the payment of any honoraria which it has already authorized on an exceptional basis and which are enumerated in the annex to this resolution.

ANNEX

Payment of honoraria authorized on an exceptional basis by the General Assembly

	<i>(United States dollars)</i>
Chairman of the Advisory Committee on Administrative and Budgetary Questions .....	5,000 <sup>a</sup>
Chairman of the International Law Commission ....	2,500 <sup>b</sup>
Special rapporteurs of the International Law Commission .....	2,500 <sup>b</sup>
Other members of the International Law Commission	1,000
President of the International Narcotics Control Board .....	2,500
Vice-Presidents of the International Narcotics Control Board .....	1,500
Other members of the International Narcotics Control Board .....	1,000
President of the United Nations Administrative Tribunal .....	2,500
Other members of the United Nations Administrative Tribunal .....	1,000 <sup>c</sup>

*Draft resolution IX*

AMOUNTS OF HONORARIA PAID TO THE PRESIDENT AND OTHER MEMBERS OF THE UNITED NATIONS ADMINISTRATIVE TRIBUNAL

*The General Assembly,*

*Recalling* its endorsement at the 960th plenary meeting, on 20 December 1960,<sup>146</sup> of the recommendation

<sup>a</sup> Honorarium to be paid only so long as the Chairman is not in the service of his Government.

<sup>b</sup> Payment of an amount of \$2,500, rather than the minimum amount of \$1,000 payable to all members to be conditional upon the preparation of specific reports or studies between sessions of the Commission.

<sup>c</sup> On the basis of \$500 for each session in which the members of the Administrative Tribunal for each session in which they participate, provided that the maximum amount payable in any one year shall not exceed \$1,000 (see resolution 2490 (XXIII)).

<sup>146</sup> *Ibid.*, Fifteenth Session, Plenary Meetings, 960th meeting, para. 182.

submitted by the Fifth Committee regarding the payment, as an exceptional measure, of honoraria to the President and other members of the United Nations Administrative Tribunal,<sup>147</sup>

*Decides* that, with effect from 1 January 1969, the following increased amounts shall be payable:

(a) An amount of \$2,500 per annum to the President of the United Nations Administrative Tribunal;

(b) An amount of \$500 to the other members of the Tribunal in respect of each session in which they participate, provided that the maximum amount paid in any one year shall not exceed \$1,000.

*Draft resolution X*

RATES OF SUBSISTENCE ALLOWANCES PAYABLE TO MEMBERS OF ORGANS AND SUBSIDIARY ORGANS OF THE UNITED NATIONS

*The General Assembly,*

*Taking note* of the increases in subsistence costs that have occurred since the rates of subsistence allowance were last revised in General Assembly resolution 1588 (XV) of 20 December 1960,

*Having considered* the report of the Secretary-General (A/C.5/1178) together with the report of the Advisory Committee on Administrative and Budgetary Questions (A/7304),

1. *Decides* that, with effect from 1 January 1969, daily subsistence allowances shall be payable to eligible members of organs and sub-organs of the United Nations, as follows:

(a) While attending meetings away from their normal place of residence or duty station, at rates equivalent to the standard travel subsistence allowance rates for officials of the Secretariat, plus 40 per cent, rounded to the nearest United States dollar and normally payable in local currency, provided that the Secretary-General may establish minimum and maximum rates if he deems it appropriate, and may reduce the rates in the event of the provision of board and/or lodging by a host Government;

(b) While attending meetings at the place of residence or duty station, the equivalent in local currency of \$US10;

(c) While travelling by a direct route, by ship, aeroplane or train, the amount of \$US8;

2. *Decides* that the present resolution shall supersede General Assembly resolution 1588 (XV) and paragraph 7 of the annex to General Assembly resolution 1798 (XVII) of 11 December 1962;

3. *Further decides* that the subsistence allowance rates for members of the International Court of Justice, payable under the travel and subsistence regulations of the Court, shall be the same as those set forth in paragraph 1 (a) above.

*Draft resolution XI*

UNITED NATIONS BOND ISSUE

*The General Assembly,*

*Recalling* resolution 1739 (XVI) of 20 December 1961, subsequently amended by resolutions 1878 (S-IV)

<sup>147</sup> *Ibid.*, Fifteenth Session, Annexes, agenda item 50, document A/4609, para. 10.

of 27 June 1963 and 1989 (XVIII) of 17 December 1963, which authorized the Secretary-General to issue bonds up to \$US200 million and which provided for repayment of these bonds from the regular budget of the United Nations.

*Recalling further* that the receipts from the sale of these bonds were entirely utilized for the payment of obligations of the United Nations for the peace-keeping operations in the Congo and in the Middle East,

*Noting* that in a number of prior and subsequent resolutions, particularly resolutions 1854 B (XVII) of 19 December 1962 and 1874 (S-IV) of 27 June 1963, the General Assembly recognized in principle and in practice the relatively limited capacity of the economically less developed Member States to contribute to expenditures caused by major peace-keeping operations, and reduced their rates of contribution to those two operations,

*Noting further* that many delegations have expressed strong reservations concerning the financing of the bonds through the same procedure applied to other expenditure items in the regular budget of the United Nations,

*Bearing in mind* the strong hope of the Secretary-General that ways and means be found so that the United Nations might celebrate its twenty-fifth anniversary as a financially sound and solvent organization,

*Requests* the Advisory Committee on Administrative and Budgetary Questions to study the question of the amortization of and payment of interest on the United Nations bonds, in the light of the debates held at the twenty-first, twenty-second and twenty-third sessions of the General Assembly and the proposals presented to it, and to submit a report on its recommendations to the Assembly at its twenty-fourth session.

### ACTION TAKEN BY THE GENERAL ASSEMBLY

At its 1752nd plenary meeting, on 21 December 1968, the General Assembly voted on draft resolutions I to XI submitted by the Fifth Committee (A/7476, para. 178). It adopted draft resolution I: part A by a vote of 101 to 1, with 13 abstentions, part B by a vote of 118 to none, and part C by a vote of 108 to none, with 12 abstentions. It adopted draft resolution II by a vote of 107 to 11, with 1 abstention, draft resolution III by a vote of 107 to none, with 12 abstentions, draft resolution IV by a vote of 103 to 8, with 3 abstentions, draft resolution V unanimously, draft resolution VI by a vote of 102 to 11, with 6 abstentions, draft resolution VII by a vote of 117 to none, draft resolutions VIII and IX without objection, and draft resolution X by a vote of 107 to none, with 10 abstentions. For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolutions 2482 A (XXIII), 2482 B (XXIII), 2482 C (XXIII), 2483 (XXIII), 2484 (XXIII), 2485 (XXIII), 2486 (XXIII), 2487 (XXIII), 2488 (XXIII), 2489 (XXIII), 2490 (XXIII) and 2491 (XXIII), respectively.

Before proceeding to draft resolution XI, the General Assembly decided, by a vote of 52 to 29, with 38 abstentions, that it concerned an important question within the meaning of Article 18 of the Charter of the United Nations. Draft resolution XI was then rejected by a vote of 51 to 34, with 33 abstentions.

### CHECK LIST OF DOCUMENTS

NOTE. This check list includes the documents mentioned during the consideration of agenda item 74 which are not reproduced in the present fascicle.

Document No.	Title or description	Observations and references
A/7124	Report of the Secretary-General	<i>Official Documents of the General Assembly, Twenty-third Session, Annexes</i> , addendum to agenda item 80
A/7125	Budget performance of the United Nations for the financial year 1967: report of the Secretary General	<i>Ibid.</i> , <i>Annexes</i> , addendum to agenda item 72
A/7205 and Corr.1	Budget estimates for the financial year 1969 and information annexes	<i>Ibid.</i> , <i>Twenty-third Session, Supplement No. 5</i> and erratum
A/7207 and Add.1	First report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid.</i> , <i>Supplements Nos. 7 and 7A</i>
A/7242	Report of the Secretary-General	<i>Ibid.</i> , <i>Twenty-third Session, Annexes</i> , agenda item 73
A/7257/Add.1	Report of the Second Committee	<i>Ibid.</i> , agenda item 36
A/7258	Report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid.</i> , agenda item 73
A/7286/Add.1	Report of the Third Committee	<i>Ibid.</i> , agenda item 48
A/7331	Report of the Second Committee	<i>Ibid.</i> , agenda item 44

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/7332	Report of the Second Committee	<i>Ibid.</i> , agenda item 35
A/7345 and Add.1	Report of the Second Committee	<i>Ibid.</i> , agenda item 37
A/7348	Report of the Special Political Committee	<i>Ibid.</i> , agenda item 31
A/7352	Report of the Fourth Committee	<i>Ibid.</i> , agenda item 65
A/7359	Note by the Secretary-General transmitting the report of the Committee on the Reorganization of the Secretariat	<i>Ibid.</i> , <i>Annexes</i> , addendum to agenda item 74
A/7370	Report of the Sixth Committee	<i>Ibid.</i> , <i>Annexes</i> , agenda item 84
A/7375	Report of the Sixth Committee	<i>Ibid.</i> , agenda item 85
A/7383/Add.1	Report of the Second Committee	<i>Ibid.</i> , agenda item 34
A/7394	Report of the Second Committee	<i>Ibid.</i> , agenda item 41
A/7402	Report of the Sixth Committee	<i>Ibid.</i> , agenda item 86
A/7405	Report of the Second Committee	<i>Ibid.</i> , agenda item 46
A/7406	Report of the Second Committee	<i>Ibid.</i> , agenda item 47
A/7408	Report of the Sixth Committee	<i>Ibid.</i> , agenda item 88
A/7414	Report of the Advisory Committee on Administrative and Budgetary Questions	Replaced by A/7414/Rev.1
A/7418	Report of the Fourth Committee	<i>Official Records of the General Assembly, Twenty-third Session, Annexes</i> , agenda item 13
A/7419	Report of the Fourth Committee on territories not examined separately	<i>Ibid.</i> , agenda item 23
A/7425	Report of the Fourth Committee	<i>Ibid.</i> , agenda item 70
A/7426	Report of the Second Committee	<i>Ibid.</i> , agenda item 12
A/7429	Report of the Sixth Committee	<i>Ibid.</i> , agenda item 87
A/7433	Report of the Third Committee	<i>Ibid.</i> , agenda item 62
A/7436	Report of the Sixth Committee	<i>Ibid.</i> , agenda item 89
A/7441	Report of the First Committee on agenda item 27	<i>Ibid.</i> , agenda items 27-28-29-94-96
A/7445	Report of the First Committee on agenda item 96	<i>Ibid.</i>
A/7462	Report of the First Committee	<i>Ibid.</i> , agenda item 24
A/7477	Report of the First Committee	<i>Ibid.</i> , agenda item 26
A/C.5/L.943	First reading of the 1969 budget estimates: note by the Secretariat	Mimeographed
A/C.5/L.944	Note by the Secretariat containing a draft resolution formulated on the basis of the recommendations of the Advisory Committee on Administrative and Budgetary Questions	Draft resolution adopted without change; see A/7476, para. 178, draft resolution IV
A/C.5/L.946	Note by the Secretariat containing a proposal by the Union of Soviet Socialist Republics relating to the secretariat of UNIDO	Mimeographed; incorporated in substance in A/C.5/SR.1244 (para. 64)
A/C.5/L.947	Union of Soviet Socialist Republics: draft resolution	See A/7476, para. 70
A/C.5/L.947/Rev.1	Union of Soviet Socialist Republics: revised draft resolution	<i>Ibid.</i> , para. 79
A/C.5/L.948	Remuneration of General Service and security service staff, guides and manual workers at Headquarters: note by the Secretary-General	Mimeographed
A/C.5/L.950	Salary scales for the Professional and higher categories: note by the Secretary-General	Ditto
A/C.5/L.951	Note by the Rapporteur containing a proposal by the United States of America	See A/7476, para. 54
A/C.5/L.952	Note by the Secretariat containing a proposal by the Ukrainian Soviet Socialist Republic and a statement of financial implications	<i>Ibid.</i> , para. 53
A/C.5/L.954	Note by the Rapporteur containing a proposal by the Ukrainian Soviet Socialist Republic	<i>Ibid.</i> , para. 57
A/C.5/L.956	Note by the Rapporteur containing a proposal by the United Arab Republic	<i>Ibid.</i> , para. 58
A/C.5/L.959	Iran, Kuwait, Malta, Nigeria, Pakistan, Philippines, Somalia, Sudan, Syria, Trinidad and Tobago, United Arab Republic and United Republic of Tanzania: draft resolution	<i>Ibid.</i> , para. 82
A/C.5/L.959/Rev.1	Iran, Kuwait, Malta, Nigeria, Pakistan, Philippines, Somalia, Sudan, Syria, Trinidad and Tobago, United Arab Republic and United Republic of Tanzania: revised draft resolution	<i>Ibid.</i> , para. 84
A/C.5/L.959/Rev.2	Iran, Kuwait, Malta, Nigeria, Pakistan, Philippines, Somalia, Sudan, Syria, Trinidad and Tobago, United Arab Republic and United Republic of Tanzania: revised draft resolution	Adopted without change; see A/7476, para. 178, draft resolution V
A/C.5/L.960	Note by the Rapporteur containing a proposal by Brazil concerning the insertion of a paragraph in the report of the Fifth Committee	For the text of the paragraph, see A/7476, para. 144
A/C.5/L.961	Argentina, Brazil, India and Nigeria: draft resolution	Adopted without change; see A/7476, para. 178, draft resolution XI

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/C.5/L.981	Draft report of the Fifth Committee	For the text of this document, as amended by the Fifth Committee at its 1296th meeting, see A/7476
A/C.5/L.984	Second reading of the 1969 budget estimates: note by the Secretary-General	Mimeographed
A/C.5/SR.1232 to 1296	Summary records of meetings of the Fifth Committee held during the twenty-third session	<i>Official Records of the General Assembly, Twenty-third Session, Fifth Committee, 1232nd to 1296th meeting</i>
A/L.553 and Add.1 to 4	Afghanistan, Algeria, Argentina, Australia, Austria, Cameroon, Canada, Chile, Colombia, Congo (Brazzaville), Denmark, Ecuador, El Salvador, Ethiopia, Finland, Guatemala, Iceland, India, Indonesia, Iran, Ireland, Italy, Ivory Coast, Jamaica, Kenya, Kuwait, Libya, Madagascar, Malta, Mexico, Morocco, Nepal, Nigeria, Norway, Pakistan, Panama, Philippines, Romania, Rwanda, Senegal, Sierra Leone, Singapore, Somalia, Sudan, Sweden, Syria, Thailand, Turkey, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Uruguay, Venezuela, Yugoslavia and Zambia: draft resolution	<i>Ibid., Twenty-third Session, Annexes, agenda item 91</i>
A/L.556 and Add.1	Afghanistan, Algeria, Argentina, Barbados, Bolivia, Brazil, Burma, Burundi, Chile, Congo (Brazzaville), Congo (Democratic Republic of), Dahomey, Ecuador, Ethiopia, Ghana, Guatemala, Guinea, Guyana, Haiti, India, Indonesia, Jamaica, Kenya, Liberia, Libya, Madagascar, Mauritania, Mauritius, Mexico, Morocco, Nepal, Nicaragua, Niger, Nigeria, Pakistan, Peru, Philippines, Rwanda, Senegal, Sierra Leone, Somalia, Southern Yemen, Syria, Thailand, Togo, Trinidad and Tobago, Tunisia, Uruguay, Venezuela, Yugoslavia and Zambia: draft resolution	<i>Ibid.</i> , agenda item 64
A/L.560	Afghanistan, Algeria, Congo (Brazzaville), Guinea, Mali, Mauritania, Nigeria, Rwanda, Somalia, Southern Yemen, Syria, United Arab Republic, United Republic of Tanzania and Upper Volta: draft resolution	Replaced by A/L.560/Rev.1. See <i>Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 23</i>

**Documents concerning administrative and financial implications of proposals made during the session [by agenda item—see “Observations and references”]**

<i>Document No.</i>	<i>Title or description of documents</i>	<i>Observations and references</i>
	Implications of draft resolution I submitted by the Second Committee in document A/7426:	
A/C.5/1195	Note by the Secretary-General	See <i>Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 12</i>
A/7368	Report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid.</i>
A/7428	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of draft resolution I submitted by the Fourth Committee in document A/7418:	
A/C.5/1221	Note by the Secretary-General	<i>Ibid.</i> , agenda item 13
A/7449	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of draft resolution I submitted by the Fourth Committee in document A/7419:	
A/C.5/1220	Note by the Secretary-General	<i>Ibid.</i> , agenda item 23
A/7440	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution contained in document A/L.560:	
A/C.5/1223	Note by the Secretary-General	<i>Ibid.</i>
A/7459	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution by the First Committee in document A/7462:	
A/C.5/1228	Note by the Secretary-General	<i>Ibid.</i> , agenda item 24
A/7464	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of draft resolution A submitted by the First Committee in document A/7477:	
A/7478	Report of the Fifth Committee	<i>Ibid.</i> , agenda item 26
	Implications of draft resolution A submitted by the First Committee in document A/7441:	
A/C.5/1218	Note by the Secretary-General	<i>Ibid.</i> , agenda item 27
A/7461	Report of the Fifth Committee	<i>Ibid.</i>



<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
	Implications of draft resolution I submitted by the Special Political Committee in document A/7348:	
A/C.5/1194	Note by the Secretary-General	<i>Ibid.</i> , agenda item 31
A/7355	Report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid.</i>
A/7363	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of draft resolution II submitted by the Second Committee in document A/7383/Add.1:	
A/C.5/1206	Note by the Secretary-General	<i>Ibid.</i> , agenda item 34
A/7413	Report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid.</i>
	Implications of the draft resolutions submitted by the Second Committee in documents A/7331 and A/7332:	
A/C.5/1190	Note by the Secretary-General	<i>Ibid.</i> , agenda items 35 and 44
A/7376	Report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid.</i>
A/7381	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution submitted by the Second Committee in document A/7257/Add.1:	
A/C.5/1209	Note by the Secretary-General	<i>Ibid.</i> , agenda item 36
A/7407	Report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid.</i>
A/7415	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the decision of the Second Committee as recorded in document A/7345:	
A/C.5/1193	Note by the Secretary-General	<i>Ibid.</i> , agenda item 37
A/7353	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution submitted by the Second Committee in document A/7345/Add.1:	
A/C.5/1213	Note by the Secretary-General	<i>Ibid.</i>
A/7416	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of draft resolution II submitted by the Second Committee in document A/7394:	
A/C.5/1211	Note by the Secretary-General	<i>Ibid.</i> , agenda item 41
A/7417	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution submitted by the Second Committee in document A/7405:	
A/C.5/1199	Note by the Secretary-General	<i>Ibid.</i> , agenda item 46
A/7387	Report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid.</i>
A/7410	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution submitted by the Second Committee in document A/7406:	
A/C.5/1203	Note by the Secretary-General	<i>Ibid.</i> , agenda item 47
A/7398	Report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid.</i>
A/7409	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution submitted by the Third Committee in document A/7286/Add.1:	
A/C.5/1224	Note by the Secretary-General	<i>Ibid.</i> , agenda item 48
A/7457	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of draft resolution III submitted by the Third Committee in document A/7433:	
A/C.5/1202	Note by the Secretary-General	<i>Ibid.</i> , agenda item 62
A/7397	Report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid.</i>
A/7458 (paras. 4-7)	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of draft resolution II submitted by the Third Committee in document A/7433:	
A/C.5/1207	Note by the Secretary-General	<i>Ibid.</i>
	Implications of draft resolution IV submitted by the Third Committee in document A/7433:	
A/C.5/1210	Note by the Secretary-General	<i>Ibid.</i>
A/7403	Report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid.</i>

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/7458 (paras. 8-11)	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of draft resolution I submitted by the Third Committee in document A/7433:	
A/C.5/1215	Note by the Secretary-General	<i>Ibid.</i>
A/7458 (paras. 1-3)	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of draft resolution X submitted by the Third Committee in document A/7433:	
A/C.5/1217	Note by the Secretary-General	<i>Ibid.</i>
	Implications of the draft resolution contained in document A/L.556:	
A/C.5/1208	Note by the Secretary-General	<i>Ibid.</i> , agenda item 64
A/7395	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution submitted by the Fourth Committee in document A/7352:	
AC.5/1196	Note by the Secretary-General	<i>Ibid.</i> , agenda item 65
A/7360	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution submitted by the Fourth Committee in document A/7425:	
A/C.5/1219	Note by the Secretary-General	<i>Ibid.</i> , agenda item 70
A/7439	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution submitted by the Sixth Committee in document A/7370:	
A/C.5/1198	Note by the Secretary-General	<i>Ibid.</i> , agenda item 84
A/7385	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution submitted by the Sixth Committee in document A/7375:	
A/C.5/1201	Note by the Secretary-General	<i>Ibid.</i> , agenda item 85
A/7430	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution submitted by the Sixth Committee in document A/7402:	
A/C.5/1212	Note by the Secretary-General	<i>Ibid.</i> , agenda item 86
A/7431	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution submitted by the Sixth Committee in document A/7429:	
A/C.5/1227	Note by the Secretary-General	<i>Ibid.</i> , agenda item 87
A/7465	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution submitted by the Sixth Committee in document A/7408:	
A/C.5/1216	Note by the Secretary-General	<i>Ibid.</i> , agenda item 88
A/7432	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution submitted by the Sixth Committee in document A/7436:	
A/C.5/1222	Note by the Secretary-General	<i>Ibid.</i> , agenda item 89
A/7469	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of the draft resolution contained in document A/L.553:	
A/C.5/1197	Note by the Secretary-General	<i>Ibid.</i> , agenda item 91
	Implications of draft resolution A submitted by the First Committee in document A/7445:	
A/C.5/1226	Note by the Secretary-General	<i>Ibid.</i> , agenda item 96
A/7463	Report of the Fifth Committee	<i>Ibid.</i>
	Implications of draft resolution C submitted by the First Committee in document A/7445:	
A/C.5/1225	Note by the Secretary-General	<i>Ibid.</i>




---

**Agenda item 74: Budget estimates for the financial year 1969**


---

**Abbreviations**

ACC	Administrative Committee on Co-ordination
FAO	Food and Agriculture Organization of the United Nations
OTC	Office of Technical Co-operation
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research

**DOCUMENT A/7359****Report by the Secretary-General transmitting the report of the Committee on the Reorganization of the Secretariat**

[Original text: English/French/  
Spanish/Russian]  
[27 November 1968]

1. The Secretary-General submits herewith to the General Assembly, as an annex to the present document, the report of the Committee on the Reorganization of the Secretariat. He proposes to confine his observations at this time to the comments and recommendations of the Committee in regard only to certain specific questions. These include in particular the estimation of the grading of posts in the top echelon; budget, administration and management; and conference and documentation.

2. In regard to the other recommendations of the Committee, the Secretary-General believes that most of them are of such a nature that their implementation would be within the competence of the Secretary-General himself. On the basis of further study of these recommendations in consultation with his senior advisers, as relevant, the Secretary-General proposes to take such action as he deems appropriate in regard to these recommendations and to submit further observations on them, and to report on the extent to which they have been implemented to the General Assembly at its twenty-fourth session.

3. So far as the grading of posts at the top echelon is concerned, the Secretary-General has taken due note of the various observations and suggestions of the Committee. He notes that, while the Committee has not supported the suggestion that the post of Executive Secretary of each of the four regional economic commissions should be upgraded to the level of Under-Secretary-General, it has made several suggestions for increasing the authority and scope of the work of the regional economic commissions. He concludes from this that the Committee's final conclusion not to support the upgrading of the post of Executive Secretary of each of the four regional economic commissions was

not in any way due to lack of appreciation of the most important work being done by the United Nations at the regional level in the economic and social field.

4. As for the post of Executive Director of the World Food Programme, the Secretary-General is considering the question further, in consultation with the Director-General of FAO. He would therefore wish to reserve his position in this regard.

5. So far as the positions of the Legal Counsel and the United Nations High Commissioner for Refugees are concerned, the Secretary-General notes that the Committee was not able to reach a unanimous agreement supporting his recommendations to raise these two posts to the level of Under-Secretary-General. It will be recalled that, in the proposals which he had made in 1967,<sup>1</sup> the Secretary-General sought to reach an ideal balance between responsibilities and geographical distribution in so far as the classification of the existing posts at the levels of Under-Secretary-General and Assistant Secretary-General was concerned. But, even while these proposals were under consideration in the Fifth Committee, the Secretary-General realized that certain minor adjustments might become necessary, and he indicated in his statement to the Fifth Committee on 14 December 1967<sup>2</sup> that he would request the Committee on the Reorganization of the Secretariat to take a further look at the organization of the top echelon in the light of the comments made in the Fifth Committee at the twenty-second session.

6. Having given careful consideration to the observations of the Committee in regard to these two posts, the Secretary-General has come to the conclusion that

<sup>1</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 74, document A/C.5/1128.

<sup>2</sup> *Ibid.*, *Twenty-second Session, Fifth Committee*, 1225th meeting.

he should add the posts of the Legal Counsel and the United Nations High Commissioner for Refugees to the list of positions classified at the Under-Secretary-General level.<sup>3</sup> The Secretary-General has reached this conclusion mainly on the basis of a further consideration of the special responsibilities pertaining to these two posts. In this connexion it will be recalled that, even when there were only eight officials in the top echelon of the United Nations, then designated Assistant Secretaries-General, the Assistant Secretary-General for Legal Affairs was one of them. The Secretary-General would also wish to recall that, when the post of United Nations High Commissioner for Refugees was established and the question of grading the post was considered, the General Assembly reached the conclusion that this post should be in the highest category of the top echelon. In addition, the Secretary-General in reaching this conclusion has had very much in mind the qualifications and experience of the present incumbents of these two posts.

7. The Secretary-General wishes to add that, in his view, the classification of any particular post at either of the two levels should not be regarded as permanently immutable. He believes that it would be useful to have a flexible approach to this question so that, if at some time in the future some reclassification of posts at one of the two levels should prove necessary in the light of the current responsibilities of any particular post, of geographical distribution, or other relevant administrative considerations, including the qualifications and experience of a particular candidate, such reclassification would not be precluded.

8. The Secretary-General has also noted the observation of the Committee that deputies, whether serving under Under-Secretaries-General or Assistant Secretaries-General, should be at the level immediately below that of Assistant Secretary-General. In this connexion, the Secretary-General would wish to explain his own view of the responsibilities of Assistant Secretaries-General. It is clear to him that the Assistant Secretary-General should be regarded as a high-ranking official heading a particular field of activity in the Secretariat who would normally be reporting directly to the Secretary-General.

9. This concept of the responsibilities of an Assistant Secretary-General does not preclude, however, one or more officials at this level functioning within a department headed by an Under-Secretary-General, if this is warranted by the special conditions of work in any department or office. An obvious example is the Department of Economic and Social Affairs. Another example is the arrangement now made in respect of the Offices of the Controller and the Director of Personnel, in regard to both of which the Under-Secretary-General in charge of Administration and Management has overall responsibility. Here the intention is that the Under-Secretary-General would not be saddled with the day-to-day responsibilities of either office, but that he would devote his time to the larger questions of management and co-ordination which have become so important during recent years.

10. So far as the United Nations Development Programme is concerned, the Secretary-General has consulted the Administrator and has been informed that UNDP will accept the recommendations of the Committee in regard to the top structure of UNDP. Speci-

fically, it has been agreed that the top echelon of UNI will consist of 1 Administrator (at the level of the head of a major specialized agency), 1 Deputy Administrator (at the level of an Under-Secretary-General of United Nations), and no more than 3 Assistant Administrators (at the level of the Assistant Director General of a major specialized agency). It is also agreed that the post of Associate Administrator will not be continued in 1969. It has been further agreed, subject to consultation with the Governing Council of UNI that the post of Administrator will be filled by the Secretary-General in consultation with the Governing Council of UNDP, and that the post of Deputy Administrator and the posts of Assistant Administrators will be filled by the Administrator in consultation with the Secretary-General.

11. The establishment of the new post of Under-Secretary-General for Administration and Management has, as the Committee recognized, given an opportunity for a fresh and comprehensive approach to some of the most stubborn problems in the area of administration, personnel and budget. The Committee suggests in its report, that the new Under-Secretary-General "be kept relatively free from the routine work connected with either the Office of Personnel or the Office of the Controller. He needs to have both the time and the opportunity to study and . . . chart new courses which will lead to an increase in efficiency and economy through improved management for the United Nations as a whole" (see annex, para. 46).

12. The new Under-Secretary-General took up his duties on 1 October 1968. As stated in paragraph above, the Secretary-General will, in close consultation with the new Under-Secretary-General, give careful consideration to the views and recommendations of the Committee contained in chapters V and VI of his report and will submit a further report on them to the General Assembly at its twenty-fourth session. He has, nevertheless, two observations to make at this time on chapter V.

13. While the Secretary-General shares the desire of the Committee for "strict limitation or elimination of supplementary appropriations", he wishes to point out that the recommendations contained in paragraphs 55 and 56 of the report of the Committee call for departures from traditional annual budget legislation and, therefore, fall within the purview of the Advisory Committee on Administrative and Budgetary Questions to the Fifth Committee and the General Assembly. This cannot, of course, be considered in isolation from, on the one hand, the various proposals for better budgetary planning and discipline, including those made by the Committee itself and, on the other, the perennial problem of what should constitute unforeseen and extraordinary expenditures. These recommendations, therefore, should be considered in conjunction with, in particular, the report of the Advisory Committee on unforeseen and extraordinary expenses (A/7336).<sup>4</sup>

14. On the question of manpower utilization, with specific reference to the proposal for a desk-to-desk survey made by the Advisory Committee and endorsed by the Committee on the Reorganization of the Secretariat, the Secretary-General had occasion to present his position and views at some length in the course of his statement (A/C.5/1176)<sup>4</sup> on the budget estimates for the financial year 1969 to the Fifth Committee at its 1238th meeting, on 16 October 1968. He would

<sup>3</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 74, document A/C.5/1128, annex III.

<sup>4</sup> *Ibid.*, *Twenty-third Session, Annexes*, agenda item 74.

all his suggestion that the implementation of this recommendation, to which, in principle, he took no objection, might be deferred for a few months in order to permit the devotion of the right resources to it. The only point he would wish to add at this time is to draw attention to the last sentence of paragraph 61 of the Committee's report, which reads: "The Committee would further urge that no new requests for additional posts should be presented in the future before the manpower utilization review has been completed." This would raise a difficult question of timing in respect of the preparation and presentation of the budget estimates for 1970.

5. Since it is not likely that the survey can be completed in all areas of the Secretariat at Headquarters and elsewhere by the time the budget estimates for that year have to be presented, the Secretary-General wishes to enter a caveat. It is not possible at this stage and in these circumstances to guarantee that new requests for additional posts, for whatever purpose, will be presented before the completion of the review, nor would it be appropriate for the Secretary-General to do so. The Secretary-General is, however, urging all heads of departments to plan their estimates next year with utmost regard for the purposes of the manpower utilization review. They are also being advised in this connexion that any requests for posts in excess of the number included in the budget estimates for 1969 will be the object of the most searching scrutiny by the Under-Secretary-General for Administration and Management, the Office of the Controller, among others.

6. The Secretary-General has on numerous occasions—in his annual reports on the work of the Organization, in the budget estimates and in the various reports on documentation and on the pattern of conferences—expressed his concern at the heavy weight of conference and meeting activities and the related documentation workload. It is evident, therefore, that he welcomes recommendations aimed at keeping this part of the workload of the Secretariat to the minimum consistent with the essential needs of the Organization, as well as suggestions on methods to improve internal Secretariat arrangements in this regard.

7. The implementation of certain far-reaching recommendations in regard to conferences and documentation—such as those contained in paragraphs 136, 137 and 140 of the report of the Committee—would, as the Committee itself notes, require decisions by the General Assembly. The Secretary-General would, with commenting at this point on the substance of the recommendations themselves, support the proposal that the General Assembly should consider and decide on them. Action in this general field has in the past normally taken such forms as urging restraint, calling on subsidiary bodies to review their needs, etc. These measures have produced some results, particularly this year, but the results have not been sufficient to turn the tide of increasing requirements, or even to stabilize the workload.

8. As regards those recommendations which relate to arrangements within the Secretariat or call for action by the Secretariat—such as those contained in paragraphs 136 (e) and (h), 137 (a), (g) and (h), 142 and 145 of the report—the Secretary-General will, as he has said earlier, report further to the General Assembly at its twenty-fourth session.

9. The Secretary-General has just received a report from the Joint Inspection Unit on documentation, which

contains a number of recommendations similar to those made by the Committee on the Reorganization of the Secretariat. He has also been informed that the Committee on Conferences is considering making certain recommendations in a similar vein. He believes it would be more useful if he were to submit any comments on recommendations of this nature when all reports are available, at which time he could also inform the General Assembly of the effect of the adoption of these recommendations on the workload of the Secretariat and on the budget.

## ANNEX

## Report of the Committee on the Reorganization of the Secretariat

## CONTENTS

	<i>Page</i>
LETTER OF TRANSMITTAL . . . . .	3
<i>Chapter</i>	<i>Paragraphs</i>
I. INTRODUCTION . . . . .	1-7
II. QUESTIONS RELATING TO THE TOP ECHELON . . . . .	8-27
A. Grading of posts in the top echelon . . . . .	8-15
B. Interrelationship between organizational units . . . . .	16-18
C. Periodic meetings of top echelon officials . . . . .	19-22
D. Executive Office of the Secretary-General . . . . .	23-27
III. ECONOMIC AND SOCIAL QUESTIONS . . . . .	28-37
IV. OFFICE OF PUBLIC INFORMATION . . . . .	38-44
V. BUDGET, ADMINISTRATION AND MANAGEMENT . . . . .	45-67
A. The role of the Under-Secretary-General for Administration and Management . . . . .	46-48
B. The Secretary-General's unified budget estimates . . . . .	49-59
C. Utilization of manpower . . . . .	60-62
D. Management services . . . . .	63-65
E. Audit services . . . . .	66-67
VI. PERSONNEL . . . . .	68-131
A. Recruitment . . . . .	68-78
B. Rotation of senior officials . . . . .	79-80
C. Mobility of staff . . . . .	81-94
D. Training . . . . .	95-106
E. Promotions . . . . .	107-121
F. Age of retirement . . . . .	122-131
VII. CONFERENCES AND DOCUMENTATION . . . . .	132-146
A. Conferences . . . . .	135-136
B. Documentation . . . . .	137-146
VIII. OTHER QUESTIONS . . . . .	147-153
A. Facilities, privileges and immunities and other amenities . . . . .	147-151
B. Simplified nomenclature . . . . .	152-153

## APPENDIX

	<i>Page</i>
Separate opinions of Mr. Platon D. Morozov . . . . .	17

## LETTER OF TRANSMITTAL

11 October 1968

Dear Mr. Secretary-General,

We have the honour to submit to you the report of the Committee on the Reorganization of the Secretariat.

We wish to thank you for having entrusted us with this important assignment. It is our hope that you will find the observations and recommendations contained in the report of some value in the pursuit of your efforts to improve the efficiency of the Secretariat of the United Nations, to the cause of which we are all committed.

We should like you to know that we are most grateful for the co-operation readily offered to the Committee by the officials with whom we had most informative and stimulating exchanges of view and many other officials who helped the

Committee both at Headquarters and in the course of its visits to other duty stations.

In particular, we should like to thank you for having provided the Committee with the services of Messrs. Ismat Kittani and Yasushi Akashi as Secretary and Assistant Secretary of the Committee, respectively, whose assistance has been greatly appreciated. We are also very grateful for the valuable services of Miss Natalie Thomas, Secretary.

Yours sincerely,

(Signed) Manuel PÉREZ GUERRERO  
Louis IGNACIO-PINTO  
Bernard de MENTHON  
Platon D. MOROZOV  
C. V. NARASIMHAN  
Andrew A. STARK  
W. H. ZIEHL

### I. INTRODUCTION

1. In his report on the reorganization of the top echelon of the United Nations Secretariat<sup>a</sup> the Secretary-General informed the General Assembly, at its twenty-second session, of his intention to appoint a small team of experts to consider the problem of reorganization of the Secretariat at other levels and to make appropriate recommendations to him. The Secretary-General subsequently elaborated on the composition and terms of reference of the Committee in his statement following the debate on the above-mentioned report, at the 1225th meeting of the Fifth Committee on 14 December 1967, as follows:

"After further consultations I have come to the conclusion that it would be desirable to appoint a Committee of seven members with wide geographical distribution, which will enable me to secure the assistance and advice of people of recognized competence from the various parts of the world including two or three members who have experience of both the work of the permanent missions to the United Nations and the work of the Secretariat.

"As for their terms of reference, I have in mind that they should undertake a review of the most important aspects of the present organization of the Secretariat of the United Nations, including the offices in Geneva, the secretariats of UNCTAD, UNIDO, and the regional economic commissions, with a view to ensuring the most efficient functioning of the Secretariat with the optimum use of available resources. The Committee may also consider the division of responsibilities, under the authority of the Secretary-General, of the various units and their interrelationship, in order to improve the functioning of the Secretariat as a whole. I also believe that, within the available time, the Committee might devote some attention to the management procedures of the Secretariat and propose detailed studies, if considered necessary. On all these matters, I hope the Committee will make valuable recommendations to me, and I shall give them my urgent and earnest consideration.

"It would also be my intention to request the Committee to take a look at the organization of the top echelon of the Secretariat in the light of the comments made in the Fifth Committee at the present session. Whatever recommendations the Committee may have to make on this subject will be received by me with an open mind and I shall make further proposals to the General Assembly at its twenty-third session if, on the basis of the recommendations of this Committee, I feel that some minor changes may be desirable."

2. The appointment of the Committee was officially announced on 8 April 1968 with the following membership:

Mr. Louis Ignacio-Pinto,  
Mr. Bernard de Menthon,  
Mr. Platon D. Morozov,  
Mr. C. V. Narasimhan,  
Mr. Manuel Pérez Guerrero,  
Mr. Andrew A. Stark,  
Mr. W. H. Ziehl.

The Committee<sup>b</sup> held its first meeting with the Secretary-General on 16 April 1968. The Committee elected Mr. Pérez Guerrero and Mr. Ignacio-Pinto as co-Chairmen. Mr. Stark participated in the work of the Committee in his private capacity until 1 October 1968, when he took up his new post as Under-Secretary General for Administration and Management.

3. The Committee held a total of 108 meetings. It began work at Headquarters by extensive exchange of views with all senior officials, including the Administrator of the United Nations Development Programme, the Executive Director of the United Nations Children's Fund, and the Executive Director of the United Nations Institute for Training and Research. It then travelled to Geneva where in the course of two weeks it examined the secretariat units stationed there, including the United Nations Conference on Trade and Development, the Economic Commission for Europe, and the Office of the United Nations High Commissioner for Refugees. After brief visits to Rome in connexion with the World Food Program and Vienna to examine the secretariat of the United Nations Industrial Development Organization and Beirut for an exchange of views on the United Nations Relief and Works Agency for Palestine Refugees in the Near East and the United Nations Economic and Social Office, the Committee spent one week in Addis Ababa studying the Economic Commission for Africa and another week in Bangkok examining the Economic Commission for Asia and the Far East. Early in August, the Committee made a separate trip to Santiago, Chile, for the purpose of examining the secretariat of the Economic Commission for Latin America. In addition, the Committee on various occasions both at Headquarters and elsewhere to exchange views with representatives of staff associations, the chairmen of the Advisory Committee on Administrative and Budgetary Questions and the Committee for Programme and Coordination, two members of the Joint Inspection Unit, a directing external auditor, the Commissioner of the UNDP capacity study, well as other persons entrusted with important United Nations tasks.

4. The Committee had to face at the outset the question of interpreting its mandate in order to determine its general approach to the tasks assigned to it and the scope of its recommendations to the Secretary-General. For a number of reasons, it decided to avoid a narrow interpretation, which would confine its deliberations and conclusions to the structure of the Secretariat and the composition of and possible changes in the various organizational units.

5. The Committee felt that its essential purpose was to ensure "the most efficient functioning of the Secretariat with the optimum use of available resources" in accordance with the general guidelines laid down for its work by the Secretary-General in his statement of 14 December 1967. In the light of this, the Committee followed a general and comprehensive approach designed to search for effective measures aimed at ensuring the optimum quality, output and utilization of Secretariat services, its unity and cohesion at all levels, both at Headquarters and in the field. The Committee's recommendations with regard to recruitment, mobility, training, promotion, retirement age, administrative and budgetary questions are conceived with this aim particularly in mind. It also felt that, in order to enable the Secretariat to devote as much as possible of the financial and human resources at its disposal to carrying out its priority work, it was essential to reduce the increasingly heavy burden placed on the staff and the budget of the Organization as well as on Member States—by the proliferation of conferences and meetings and the volume of documentation.

6. At the same time, the Committee was conscious of the need for its approach to be forward-looking. It could not regard the study of reorganization as a one-time exercise aimed at solving a number of current problems. There are many types of measures recommended by the Committee in order to carry the exercise into the future. In the first place, the Committee has, in certain areas, recommended that a number of further studies be carried out by competent experts to which it hopes will result in further major improvements.

<sup>a</sup> Official Records of the General Assembly, Twenty-second Session, Annexes, agenda item 74, document A/C.5/1128, para. 17.

<sup>b</sup> Also known as the "Committee of Seven".

the functioning of the Secretariat. More important, the Committee firmly believes that the introduction of the innovations proposed in the areas of personnel management and budget administration could provide tools and institute practices which would establish a built-in mechanism for continuing review and organizational reforms.

7. While the Committee's main concern was to ensure maximum efficiency in the functioning of the Secretariat, it is convinced that, if its recommendations as a whole are implemented, this will make it possible to reduce staff and achieve a substantial reduction in costs. In any case, the Committee wishes to stress that its recommendations should not be regarded as a basis for increasing the total expenses of the Organization.

## II. QUESTIONS RELATING TO THE TOP ECHELON

### A. Grading of posts in the top echelon

8. Until 1955, the top echelon of the Secretariat consisted of eight Assistant Secretaries-General and a number of top-ranking Directors. As a result of the reorganization carried out that year these two categories were merged into one designated as Under-Secretary. Although in 1961 both the Committee of Eight<sup>c</sup> and the Secretary-General, Mr. Hammarskjöld,<sup>d</sup> thought in terms of reintroducing two levels within the top echelon, those proposals were never acted upon and the single-level structure remained in force until the end of 1967.

9. After a careful study of all aspects of the question, the Secretary-General submitted to the General Assembly at its twenty-second session new proposals<sup>e</sup> based on the re-establishment of two levels, Under-Secretary-General and Assistant Secretary-General, in the top echelon. The Assembly endorsed the Secretary-General's proposals (resolution 2369 (XXII)), and the new system has been in effect from the beginning of this year.

10. The Committee considered the various proposals for changes in the top echelon of the Secretariat which were brought to its attention. With regard to the several proposals relating to the upgrading of posts presently at the Assistant Secretary-General level to the level of Under-Secretary-General, the general consensus in the Committee was that the scheme worked out by the Secretary-General and approved by the General Assembly was well thought out, balanced and met a number of important criteria. It would be unwise, in the circumstances, to disturb the newly instituted system which was arrived at after such consideration. More specific points are outlined below:

(a) With reference to the recommendations made by the Secretary-General himself that the posts of Legal Counsel and of the United Nations High Commissioner for Refugees be graded at the higher level in the light of the documentation submitted to it by the Secretary-General, divergent views were expressed. In the circumstances, the Committee regrets that it is unable to offer a unanimous recommendation to the Secretary-General in regard to these two posts. A majority of the members of the Committee were in favour of a compromise solution by which, while the two posts should remain at the lower level, the Secretary-General should be free to propose that, for the duration of their tenure, the present incumbents should be designated as Under-Secretaries-General and remunerated at that level. One member of the Committee felt that the post of the United Nations High Commissioner for Refugees should be graded and compensated fully at the lower level, while he had no objection to this solution so far as it relates to the Legal Counsel. While acknowledging that once the present incumbents have left the office it might be difficult to appoint their successors at the

lower level, the Committee is of the opinion that the posts *per se* should continue to be classified at the lower level.

(b) The Committee was not in favour of upgrading the posts of Executive Secretary of each of the four regional economic commissions.

(c) The Committee was not in favour of upgrading the post of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East.

(d) Similarly, it was unable to support the proposed upgrading of the post of Executive Director of the World Food Programme. Nor was the Committee able to support upgrading of the post of his Deputy.

11. The Committee also considered the various proposals for upgrading to the level of Assistant Secretary-General and for the creation of additional posts at that level. The general feeling of the Committee was against any additions to the present number of Assistant Secretaries-General. As in the case of the Under-Secretaries-General, the Committee felt that the new structure regarding the Assistant Secretaries-General was sound and that, if any additions were introduced, it might be very difficult to draw a line, and more problems might be created than solved.

12. While the Committee supported the idea of including deputies to the administrative heads of important organizational units in the existing manning table, it was of the opinion that these deputies, whether they serve under Under-Secretaries-General or Assistant Secretaries-General, should be at the level immediately below the Assistant Secretary-General.

13. The Committee discussed a suggestion that a new grade (D-3) be created between the present levels of D-2 and Assistant Secretary-General. While the Committee had serious doubts concerning this suggestion, it examined the possibility of revising and extending the present grading system. This and related question are dealt with in section E of chapter VI.

14. The Committee was of the opinion that the top structure of UNDP is at present top-heavy and unbalanced. It recommends that there should be 1 Administrator, 1 Deputy Administrator and no more than 3 Assistant Administrators. Their ranks should correspond respectively to those of Director-General, Deputy Director-General and Assistant Director-General of a major specialized agency. The Committee also recommends that there should be appropriate representation of developing countries among these top officials.

15. The Committee recommends that the Under-Secretaries-General and the Deputy Administrator of UNDP should be equated in rank and salary with the Deputy Directors-General of the major specialized agencies.

### B. Interrelationship between organizational units

16. Upon reviewing the structure of the Secretariat, more particularly its top level, the Committee considered the need for a fresh look at the interrelationship between the various units making up the Secretariat and the senior officials heading these units, especially in the political field, as well as in the economic, social and human rights fields.

17. From a management standpoint, as a general principle, it is advisable that the Secretary-General should deal with the questions brought to his attention through established organizational units.

18. The Committee considers that, in those exceptional cases when the Secretary-General in his discretion finds it necessary to enlist the participation, in the implementation of any action, of persons who are not members of established organizational units, he may wish, to the greatest possible extent, to avail himself of the advice and assistance of all the senior officials who, by virtue of their functions or experience in the field of activity in question, could help him in the decision-making process. To that effect, as a general rule, these officials—and in particular the heads of the established organizational units concerned—should be kept currently informed of developments that have a bearing on these questions and also be given the opportunity to comment on them and

<sup>c</sup> Committee of Experts on the Review of the Activities and Organization of the Secretariat; see *Official Records of the General Assembly, Sixteenth Session, Annexes*, agenda item 61, document A/4776, chap. III.

<sup>d</sup> *Ibid.*, document A/4794, sect. II.

<sup>e</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 74, document A/C.5/1128.

to bring their suggestions to the attention of the Secretary-General.

#### C. Periodic meetings of top echelon officials

19. The Committee notes that the Secretary-General has reinstated the practice of having weekly meetings of his senior colleagues with a view to effecting co-ordination at the highest level. They facilitate a broad exchange of information and views on all important problems arising in the Secretariat's various fields of activity and thus serve to keep the senior officials acquainted with developments outside their immediate fields of competence.

20. The Committee believes that these meetings also serve a useful purpose by involving these top officials more intimately in the process of formulating measures to be taken by the Secretary-General within the framework of decisions of the principal organs in various fields.

21. While by their nature these meetings do not lend themselves to the circulation of a formal agenda in advance, the Committee was glad to note that participants are encouraged to inform the Secretary-General through the Chef de Cabinet of any matter they wish to raise at a particular meeting and to circulate in advance a note on the subject.

22. Thought might also be given to ensuring more effective participation in these meetings by Under-Secretaries-General and Assistant Secretaries-General stationed outside New York when they visit Headquarters. All Under-Secretaries-General and Assistant Secretaries-General stationed at Headquarters should be informed in advance of such visits.

#### D. Executive Office of the Secretary-General

23. The Committee has considered the workload of the Executive Office of the Secretary-General. At present, the Executive Office is responsible not only for the normal functions of such an office—which involve the implementation of the decisions of the Secretary-General and assisting him in the direction of the work of the Secretariat—but also for the work of the General Assembly.

24. While recognizing that the organization of the Executive Office of the Secretary-General must remain responsive to his needs, and therefore should be organized in a manner which serves him well, the Committee does have several observations to make.

25. The senior official in charge of the Executive Office of the Secretary-General functions both as Under-Secretary-General for General Assembly Affairs and as Chef de Cabinet to the Secretary-General. The Committee feels that the workload of the senior official in charge of the Executive Office is so heavy that consideration should be given to revised arrangements.

26. The Committee recognizes that the present arrangement has some advantages. It no doubt facilitates co-ordination of the work of the committee secretaries and of the various services during the General Assembly session. Further, as the Under-Secretary-General in charge of General Assembly Affairs is in close day-to-day touch with both the Secretary-General and the President of the General Assembly, he is in a better position to solve many of the problems that arise in the daily conduct of the work of the General Assembly without having to trouble the Secretary-General. At the same time, the Committee feels that this overloading of one official carries with it, from the administrative point of view, an element of risk. The risk is that, if the senior official concerned should be unable to perform his functions because of absence due to travel, illness or personal circumstances beyond his control, the work would have to be carried on in his absence on an *ad hoc* basis by someone unfamiliar with it.

27. The committee therefore feels that the Secretary-General should consider whether the functions of Chef de Cabinet and Under-Secretary-General for General Assembly Affairs should be separated and assigned to separate officers, or whether the present organization of the Executive Office of the Secretary-General should be continued, with such readjustment as may be found necessary.

### III. ECONOMIC AND SOCIAL QUESTIONS\*

28. The Committee holds the view that the functions of the United Nations in the economic and social fields are vital to the whole United Nations system of organizations. In this respect, the tasks assigned to the Department of Economic and Social Affairs are all the more important, since the Economic and Social Council is endeavouring to discharge major responsibilities, in accordance with the Charter of the United Nations, in promoting greater effectiveness of the United Nations system of organizations in the economic and social field. Preparation for the Second United Nations Development Decade add particular significance to these endeavours.

29. The Department of Economic and Social Affairs has been reorganized at various times since the initial setting up of the Secretariat, when its economic and social components formed two separate departments. Their merger in 1955 was prompted by the recognition of the close interconnection of the functions relating to both of these fields. At a later date the Technical Assistance Administration was also integrated into the new Department. As a result of this reorganization and the subsequent increases in staff, in spite of the reduction resulting from the creation of UNCTAD and UNIDO the Department has tended to be overloaded.

30. The Committee did not have the opportunity to study the structure of the Department in sufficient detail to form a considered opinion of the changes that could result in increased efficiency. But the Committee recommends that a new study should be undertaken and that a number of possibilities be explored. The exchange of views that the Committee had with the senior officials dealing with economic and social matters has convinced it of the usefulness of proceeding with such early exploratory work. This conviction springs from the need to bring out from among the Department's multiple functions those which are centred on the guiding aspects of its terms of reference and which are essential to the performance of its duties, particularly with respect to the Economic and Social Council and the General Assembly.

31. These functions primarily relate to substantive co-ordination and harmonization of programmes and projections as well as other substantive duties of a general character which the Department discharges in such fields as statistics, science and technology. The Department also discharges important central functions in the field of population, social welfare, public administration and public finance.

32. The fulfilment of all these functions requires systematic analysis of economic and social activities with a view to assisting in the economic development of developing countries within a coherent framework. In the Committee's opinion these basic central responsibilities should be the principal focus of priority attention. The other functions within the Department should not interfere with the efficient discharge by the Department of these central tasks.

33. While it is aware that some aspects of the question mentioned below will be covered by the capacity study being undertaken under the auspices of UNDP, the Committee recommends that the following should be explored:

(a) A study of the extent to which decentralization is possible to the secretariats of the regional economic commissions and the United Nations Economic and Social Office in Beirut of such sectoral functions within the Department as resources, transport, tourism and housing, without the loss of effective central control. In any case, the Committee believes that in such sectors the setting up of new autonomous organizations should be ruled out as a possible solution.

(b) Ways and means of improving the operational capacity of the Office of Technical Co-operation (OTC). In this respect the dual role of the substantive divisions of the Department—of undertaking studies and research and providing concurrently the advisory services required by OTC—should be re-examined in order to ensure that one function is not fulfilled at the expense of the other. In addition, the administrative arrangements concerning the recruitment of technical

\* See Mr. Morozov's separate opinion (appendix, paras. 1-7)



assistance field personnel should be further studied with a view to rendering them more expeditious and effective.

(c) Examination of the existing arrangements for payments to the United Nations in connexion with UNDP and other projects and programmes financed from voluntary contributions, in order to ensure that the expenses incurred are adequately reimbursed. The Committee recognizes that the reimbursement to the United Nations must be closely related to the policies followed by UNDP with respect to the other executing agencies.

(d) The possibility of strengthening the secretariat of the Committee for Programme and Co-ordination and establishing a better link between the Committee and the Joint Inspection Unit (see chapter V below).

(e) The question of whether the Human Rights Division should be reintegrated in the Department of Economic and Social Affairs. This suggestion, among others, came up during the Committee's consideration of the proper organizational location of that Division.

34. The majority of the Committee believes that the Assistant Secretary-General for Inter-Agency Affairs should progressively develop as required, the important function of assisting in the co-ordination of the activities performed by the various organizations of the United Nations system. In order to be in a position to perform his functions adequately, the Assistant Secretary-General should continue to be placed directly under the authority of the Secretary-General and, at the same time, work in very close contact with the Department of Economic and Social Affairs and, more particularly, with the Under-Secretary-General in charge of that Department, as is the case under the present arrangements. The Committee was impressed by the great importance of the function that the Assistant Secretary-General for Inter-Agency Affairs has to perform in assisting the Secretary-General in the far-reaching responsibility he is called upon to discharge as Chairman of the Administrative Committee on Co-ordination. Indeed, in the existing organization pattern, which includes a considerable number of specialized and other agencies, the functions that the United Nations has to perform at the secretariat level, through ACC and particularly through the Secretary-General, is of great significance for the efficient and coherent working of the United Nations system of organizations as a whole.

35. The majority of the Committee also felt that liaison between the Executive Office of the Secretary-General, on the one hand, and the Department of Economic and Social Affairs and the Assistant Secretary-General for Inter-Agency Affairs, on the other, should be strengthened.

36. The Committee recommends that meetings should be held whenever appropriate and convenient, under the Chairmanship of the Secretary-General, with the participation of the Under-Secretary-General for Economic and Social Affairs, the Administrator of UNDP, the Secretary-General of JUNCTAD, the Executive Director of UNIDO, the Assistant Secretary-General for Inter-Agency Affairs, the Executive Secretaries of the regional economic commissions and the Director of the United Nations Economic and Social Office in Beirut. The Under-Secretary-General for Administration and Management should also be invited to participate. Such meetings should aim at reviewing the current and projected activities of the various organizational units and agencies with a view to ensuring a co-ordinated United Nations approach and concerted programmes in the economic and social field. They would supplement the increasingly useful meetings of the Executive Secretaries held twice a year under the chairmanship of the Under-Secretary-General for Economic and Social Affairs.

37. The Committee recommends that the secretariats of the regional economic commissions and the Economic and Social Office in Beirut be reinforced through:

(a) Delegation of authority for implementing on behalf of the United Nations certain UNDP multi-country projects and perhaps certain country projects; this may also include several activities depending upon the conclusions reached on the above-mentioned exploratory work;

(b) Better definition of their role in the co-ordination, at the regional level, of the activities of the organizations of the United Nations system in the economic and social fields through joint administrative arrangements;

(c) More effective consultation regarding the appraisal of UNDP and other projects requested by Governments, in respect not only of regional projects—as is already the case—but also, on a selected basis, of country projects;

(d) The provision of adequate information on the progress of implementation of projects, as well as participation in the various task forces and evaluation teams;

(e) Closer contacts and better continuing liaison between the secretariats of the regional economic commissions, on the one hand, and UNDP resident representatives, inter-regional advisers and other key technical co-operation personnel, on the other.

#### IV. OFFICE OF PUBLIC INFORMATION

38. The Committee notes that a comprehensive review of the United Nations activities in the field of public information and of the services and programmes undertaken in this regard has been under way and that the Secretary-General has informed the Advisory Committee on Administrative and Budgetary Questions and the General Assembly that his report on the subject would not be submitted until 1969. The Committee therefore would confine itself to making some general observations on selected areas of public information activities which have come to its attention.

39. The Committee feels that the organization and functioning of the Office of Public Information should be reviewed, in order to enable it to make available for the widest possible dissemination an accurate and objective account of the manifold activities of the United Nations including, of course, its activities in such important fields as the maintenance of international peace and security, decolonization, economic and social development and human rights.

40. It seemed to the Committee that substantial resources of the Office of Public Information are spent on the preparation, reproduction and distribution of press releases on conferences, meetings and other activities of the United Nations. It seems necessary to conduct an inquiry into the actual utilization of these press releases and the cost factors involved in relation to other services and programmes of the Office of Public Information.

41. The Committee notes that there are fifty-one information centres located in various countries of the world, but that many of them have little more than a symbolic value owing to shortage of staff as well as funds, which seriously limit their capacity to engage in effective public information activities. In order to achieve greater effectiveness in information activities, particularly the activities mentioned in paragraph 39 above, it would seem to the Committee that serious thought should be given to the possibility of regrouping and concentrating the information centres, taking into consideration regional, sub-regional and other important characteristics of an area. The Committee is aware, however, that communication and transportation problems existing in various regions of the world, and that the political sensitivities of Governments may, in reality, make it difficult to establish regional or sub-regional information centres in which all the United Nations efforts in public information overseas could be concentrated.

42. It seems desirable and practicable to pool some of the resources for information activities on a regional rather than a national basis. For example, it might be possible to translate and produce pamphlets and other literature concerning the work of the United Nations more economically at regional production centres. The same consideration might apply to the production of visual aids. Consideration might also be given to a greater use for public information purposes of resources already available at the regional economic commissions, where extensive knowledge of the region has been accumulated, with a view to producing information material which takes into greater account preoccupations and requirements of the region.

43. Shortage of funds has also deprived the directors of the existing information centres of the opportunity for regular annual briefing at Headquarters. In this situation, it may be advantageous to convene, perhaps on a yearly basis, a regional conference of information officers—preferably at the seat of the regional economic commission—with the Assistant Secretary-General for Public Information presiding, or with other appropriate information officers from Headquarters in attendance. Moreover, senior members of the Secretariat, who have official business in the cities in which information centres are located, should be requested to include in their itineraries visits to the information centres and thus help to counteract any feeling of isolation on the part of their staff.

44. Furthermore, the Committee believes that much will be gained in administrative efficiency, as well as financial savings, by the concentration in common premises of all the units of the United Nations located in a given country, whenever this is feasible. The location of United Nations units in the same premises would also help create in the minds of the local public an image of the United Nations engaged in manifold activities, but working together for common objectives. It is recognized, however, that there may be special circumstances which call for the physical separation of some of the information offices from other United Nations units. The Committee's suggestion for greater use of common premises and common services in each locality does not extend at present to proposing a unified structure for all United Nations units within a country, especially when this might lead to diminished attention to information activities.

#### V. BUDGET, ADMINISTRATION AND MANAGEMENT\*

45. The Committee believes that new budgetary machinery is required within the Secretariat. In the present chapter a high-level budget review committee is recommended within the Secretariat to assist the Secretary-General in the formulation of his unified budget estimates. Also set forth is the need for and responsibilities of an effective and responsible management service, the purpose of which is to ensure the effective and economical functioning of all parts of the United Nations.

##### A. *The role of the Under-Secretary-General for Administration and Management*

46. Before stating specific recommendations, the Committee wishes to refer to the new post of Under-Secretary-General for Administration and Management, under whose authority the Office of Personnel and the Office of the Controller have been placed and which can, in the Committee's opinion, be of considerable assistance to the Secretary-General in dealing with many of the intransigent administrative problems of the United Nations. To make this possible to the greatest extent, the Committee would suggest that the new Under-Secretary-General should be kept relatively free from the routine work connected with either the Office of Personnel or the Office of the Controller. He needs to have both the time and the opportunity to study and, with the help of his assistants, to chart new courses which will lead to an increase in efficiency and economy through improved management for the United Nations as a whole. As will be seen from the Committee's recommendations contained in chapter VI below, human values and the career development of staff are to be given due attention in this process.

47. In order to make the new office fully effective, a clear delegation of authority in appropriate fields from the Secretary-General to the new Under-Secretary-General will be needed, including the delineation of areas in which it will be for the new Under-Secretary-General, acting for the Secretary-General, to take responsibility for decisions which are to be executed.

48. While not attempting to lay down in advance what changes may be required in the Organization either in the Office of the Controller or the Office of Personnel, the Committee notes that the creation of the new Under-Secretary-General's post and certain of the Committee's own proposals

relating to the management service, long-term recruitment and career planning, etc., will necessitate some regrouping of the staff in the two offices.

##### B. *The Secretary-General's unified budget estimates*

49. The Committee noted during its studies that, while the Secretary-General submits budget estimates to the General Assembly each year, in many ways these are compilations of budget fragments garnered from various sources. It would appear that what is needed—particularly if the objectives of General Assembly resolution 2370 (XXII) with respect to planning estimates are to be met—is the establishment of a new review process. Under this process, the Secretary-General would establish the necessary financial and other guideline within the limits of which organizational units would be called upon to submit their expenditure requests. There should be a review and synthesis of composite estimates in which a parts are included and given equal consideration at a rough common point in time. Each part must be weighed against the other as well as against the whole. The review need to be conducted at the highest level.

50. The objective of the review should be to produce a budgetary plan of operation—for both the budget and planning years—which takes into account the action of the various United Nations programme-formulating bodies. Beyond this the review should result in the presentation by the Secretary-General of recommendations for a unified and balanced programme which can realistically be undertaken in an effective manner during the respective budget and planning years. In short, it should take into consideration the resources which are likely to be available, both human and financial, as well as the ability of the Organization to deal with the approved programmes in the time involved, especially where there are competing priorities.

51. To accomplish this the Committee makes three recommendations. First, a budget review committee should be set up under the chairmanship of the Secretary-General. Key meetings would, in fact, be conducted by the Secretary-General, but the principal responsibility for the review would lie with the new Under-Secretary-General for Administration and Management, who would also act as chairman in the absence of the Secretary-General. Other members of the budget review committee should be appointed by the Secretary-General from among the top officials of the United Nations. Each key official with the rank of Under-Secretary-General or Assistant Secretary-General would be invited to participate in the meetings of that Committee when programmes for which he is responsible were being reviewed.

52. Secondly, the Committee recommends that a new approach should be followed with respect to the financial integrity of the regular budget, which should: (a) eliminate the need for supplementary appropriations under normal circumstances; and, to this end, (b) permit the Secretary-General some further flexibility.

53. In this connexion, the Committee was impressed with the recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies in its second report,<sup>†</sup> which were unanimously approved by the General Assembly. The *Ad Hoc* Committee stressed that in order to reduce the incidence of supplementary requests, items on which expenditure is fairly clearly foreseeable and calculable in the relevant period should be included in the budget estimates. When truly unavoidable increases in expenditure are in fact required, they should be financed in the first instance by adjustments through saving in other sectors of the authorized budget. (Present arrangements permit the Secretary-General to transfer funds within sections for additional requirements for items covered by the budget—subject to reporting to the Advisory Committee and to the General Assembly on the actions taken—and permit transfers between sections after authorization by the Advisory Committee or the General Assembly.)

\* See Mr. Morozov's separate opinion (appendix, paras. 8-13).

<sup>†</sup> *Ibid.*, Twenty-first Session, Annexes, agenda item 8 document A/6343.

54. Apparently the degree of budget flexibility permitted under the present system is inadequate to make possible a tighter budget discipline including strict limitation or elimination of supplementary appropriations. With few exceptions, relatively large supplementary requests are made each year for items which should have been foreseeable or deferrable until a subsequent year.

55. The Committee recommends that additional flexibility could be provided by extending the authority of the Secretary-General to make transfers within sections (and with the approval of the Advisory Committee between sections) to provide for new items which are truly unforeseen, which are truly not deferrable, and which have the full programme approval of parent bodies.

56. The Committee further recommends that another step could be considered as part of the effort to reduce to a minimum the incidence of supplementary additions to the budget, namely, the inclusion in future budgets of a modest item to cover minor contingencies, as was proposed in paragraph 10 of the second report of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies.

57. By such methods and with the further assistance of programme-formulating bodies in exercising restraint as to the timing for carrying out new programmes, it should be possible to limit drastically the practice of submitting supplementary budget requests.

58. Thirdly, it will be necessary for the new Under-Secretary-General to give urgent attention to long-term planning. Here again in chapter VII of its second report, the *Ad Hoc* Committee of Experts dealt extensively with this problem. Similarly, the General Assembly in resolution 2370 (XXII), urged that this matter should be given the "earliest possible" attention. What is clearly needed is the development of co-ordination at the earliest possible date of a long-term budgetary planning and the progressive application of planning, programming and budgeting system techniques.

59. In this connexion the Committee shares the view expressed in the first report of the Advisory Committee on Administrative and Budgetary Questions to the General Assembly at its twenty-third session<sup>§</sup> on the need for effective co-ordination between the programme-formulating bodies and the budgetary review process. This Committee wonders, however, if the full potential of the Advisory Committee is being utilized in this process. It appears most desirable, for example, at the Advisory Committee's observations on the relative balance of programmes should be made available to the Secretary-General and, of course, to the General Assembly, for its consideration. It would further appear that direct consultations from time to time between the Committee for Programme and Co-ordination and the Advisory Committee could be especially beneficial on procedural matters. One important purpose of having such direct consultations would be to assure that meeting schedules of the two bodies are fully harmonized in order to facilitate their separate but closely related work.

#### C. Utilization of manpower

60. The Committee's studies serve to confirm the observations of the Advisory Committee, in paragraphs 47 to 50 of its report,<sup>§</sup> on the need for a systematic study of the utilization of manpower in the Secretariat. A careful and detailed survey of existing personnel available to the Secretary-General at their deployment and utilization is, the Committee believes, a matter requiring urgent attention.

61. The Committee welcomes the proposal of the Advisory Committee, which it interprets as requiring an immediate management operation designed to provide the Secretary-General with an up-to-date assessment of the utilization of United Nations staff and which would facilitate the subsequent redeployment of any under-utilized manpower to the most urgent needs of the Organization. The Committee would further urge that no new requests for additional posts should

be presented in the future before this review has been completed.

62. After this immediate review of the utilization of manpower has been completed, there is, of course, the need for a continuing and systematic survey of the Organization to prevent a recurrence of the doubts which currently exist about the possibility of redeploying staff to fill unmet staffing requirements. This subject is dealt with in sections A and C of chapter VI below.

#### D. Management services

63. The study recommended by the Advisory Committee is therefore only one aspect of the need for more effective management review services to assist the Secretary-General and the new Under-Secretary-General for Administration and Management in achieving the most effective use of resources available to the Organization. The Committee believes that all such services should be directed by a single management service, which would be based at Headquarters but would, at regular intervals, visit Geneva, Vienna, the seats of the regional economic commissions and other duty stations. One main task of the new management service—which should, of course, embody the unit now existing under the Office of Controller—should be to direct structural and functional organization studies, systems analysis work, the review of administrative procedures and directives, manpower utilization studies, uniform job classification reviews and various other essential management services. Its other main task should be to contribute to the continuing process of personnel evaluation and assessment of staff members in the interest of their career development. Reports by survey teams on the performance of staff members, supplementing periodic reports by their supervisors, should assist the Office of Personnel and the promotion bodies in the evaluation of staff for promotion purposes. The staff of the management service, if well selected from candidates with suitable training and experience, can be relatively small, drawn mostly from existing units. But its activities must be well directed and its recommendations convincingly presented by officers of senior rank.

64. For many of the activities of the management service, special teams might be formed, composed of persons having the requisite skills for particular studies. To augment the central staff, manpower should be drawn, as needed, from other departments and offices.

65. As indicated above, the work of the new management service will lie partly in the area of personnel—job classification, assessment of the performance of individual officers, etc.—and partly in the field of organization. The service should therefore report direct to the Under-Secretary-General for Administration and Management. The central staff of the management service must, of course, work in close and constant liaison with the Controller and the Director of Personnel and their staff, who should help to brief them before each survey is undertaken.

#### E. Audit services

66. The Committee discussed the question of the relationship between the Internal Audit Service, the External Auditors, the new "family-wide" Joint Inspection Unit and the revitalized management service which has been recommended in section D above. The Committee concluded that clear lines of responsibility should be drawn between these services to eliminate undesirable duplication of effort. At the same time, arrangements should be worked out to provide the maximum interchange of information between these units to ensure that their respective activities complement and reinforce each other. The exchange of the results of their studies, audits and investigations should provide management and the General Assembly with needed insights into activities requiring attention as well as reassurance when all is well.

67. The Committee considered what would be the most suitable organizational location for the Internal Audit Service. It is clear that the reports and observations made by the Service will be of immediate interest both to the Controller, in whose Office the Service is now located, and to the new

<sup>§</sup> *Ibid.*, Twenty-third Session, Supplement No. 7.

Under-Secretary-General for Administration and management. There was some inclination on the part of the Committee to believe that there would be an advantage in bringing the Service within the immediate direction of the new Under-Secretary-General, but all members of the Committee were agreed that whether or not the location of the Service was changed it was important for its observations or recommendations to be sent simultaneously to the Controller and to the new Under-Secretary-General.

## VI. PERSONNEL\*

### A. Recruitment

68. The Committee is aware, of course, that Article 100 of the Charter of the United Nations sets forth the standards of conduct to be followed by United Nations staff in the performance of their duties and that each Member of the United Nations undertakes to respect these standards. With respect to recruitment, Article 101, paragraph 3, states:

"The paramount consideration in the employment of the staff and the determination of the conditions of services shall be the necessity of securing the highest standards of efficiency, competence and integrity. Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible."

The General Assembly has, over the years, reiterated, the importance of recruiting the most qualified staff member for every position. The Assembly has also set forth guidelines for carrying out the intent of Article 101 of the Charter with respect to the recruiting of the staff on as wide a geographical basis as possible and has dealt with many important aspects of the composition of the Secretariat and other personnel matters.

69. The Committee fully recognizes that serious problems remain in the recruitment field and that the targets established by the General Assembly have not yet been fully reached. Notwithstanding the fact that measures which could lead to the solution of many of these problems lie largely within the jurisdiction of the Secretary-General, the Committee realizes that the full correction of this situation will require the assistance and co-operation of Member States and concerted action with the specialized agencies in consultation with the International Civil Service Advisory Board.

70. The Committee therefore recommends that a long-term plan for the recruitment of staff should be instituted and put into operation as a matter of priority.

71. In making this recommendation, the Committee does not wish to minimize the problems which have made, and continue to make, recruitment for the United Nations difficult and complex. Indeed, the Committee believes that because of the persistence of these stubborn problems, the need for a long-range and comprehensive approach is most urgent. This is all the more so since the Organization will inevitably lose, in the course of normal retirement in the next few years, the services of a number of highly competent and experienced staff members.

72. The Committee believes that, in view of such problems, further efforts must be made to put qualified recruits on the job in a shorter space of time with due regard to established standards. While it has not gone into the details and components of the long-term recruitment programme, the Committee would, nevertheless, like to make a number of observations as a basis for such a scheme. The Committee emphasizes the importance of the General Assembly's repeated request—most recently, in its resolution 2359 A (XXII)—to the Secretary-General, "to continue his efforts to achieve a better geographical distribution of the staff of the Secretariat at all levels". In the Committee's opinion, these efforts should be clearly directed not only at the junior and intermediate professional levels but also at the senior and higher levels.

73. On the other hand, the Committee feels that there is a need for greater discipline and stricter application of the policy of not recruiting from countries which are over the upper limit of their desirable range, save in truly exceptional

cases and with the Secretary-General's special authorization in each such case. In any event, nothing should be done to compromise the earliest achievement of the desired equilateral geographical distribution.

74. The General Assembly, in resolution 2359 B (XXI) dealing with the question of linguistic balance in the Secretariat, invited the Secretary-General to continue to take steps and to strengthen those taken with a view to achieving better utilization of the linguistic abilities of the staff and better balance among the working languages in the recruitment of Secretariat staff at all levels, and in particular the higher level, without prejudice to the principle of equilateral geographical distribution".

75. The Committee considers that, since the Secretary-General's report on the above question was not available, it is not in a position to make a meaningful contribution in this regard. It would recommend, nevertheless, that not only in the recruitment and appointment but also in the proportion of staff, linguistic abilities should be taken into consideration at all levels, without prejudice to the principle of equilateral geographical distribution.

76. One specific matter which should receive attention is the comparative evaluation of degrees and diplomas awarded by institutions of higher learning in countries of different educational systems and of different cultural backgrounds. As it is a problem of concern to all the organizations within the United Nations family, the International Civil Service Advisory Board should be asked to undertake the study consultation, as appropriate, with UNESCO.

77. Finally, the Committee recommends that this long-term recruitment programme should be drawn up by the Under-Secretary-General for Administration and Management after the widest possible consultation, including the heads of departments and offices in the Secretariat, and submitted to the Secretary-General at the earliest possible date.

78. Based on its studies and in consideration of the above mentioned principles, the Committee reiterates the vital importance—above all others—of selecting well qualified personnel and not letting standards deteriorate because of the difficulties and complexities of recruitment. The ability of the United Nations to carry out its essential and urgent work depends in the final analysis on the quality of its personnel.

### B. Rotation of senior officials

79. While noting that only the Secretary-General is in a position to evaluate fully the conditions for the most efficient operation of the Secretariat, the Committee, in addition to its suggestions about staff mobility in section C below, considers that a certain mobility among the officials of higher rank (D-1 and above) would be in the interest of both the Secretariat and the officials concerned. It is the opinion of the Committee that these high officials should be encouraged to be given the opportunity to change assignments from time to time in order to maximize their usefulness. In order to make this possible, the Committee feels that, as a general rule, such officials should not remain for more than ten years in the same post.

80. It goes without saying that the implementation of this principle should be flexible enough and phased in order to achieve a broadening of experience and professional reinvestment without impairing the degree of continuity at the highest level, which is essential to the effectiveness of the Secretariat.

### C. Mobility of staff

81. One of the striking features of the development of the United Nations over the last two decades has been the establishment of a wide variety of organizational units in many areas of the world. These units, which are closely connected to Headquarters, include, for example, the regional economic commissions, the information centres and other United Nations duty stations, and also the comparatively new organizations UNCTAD and UNIDO.

82. Inevitably this geographic dispersal of offices has created administrative complications. There is, for example, some 16

\* See Mr. Morozov's separate opinion (appendix, paras. 14-23).

f cohesion and a danger of some impairment of the sense of loyalty to the Organization as a whole on the part of the staff of the various units. A greater degree of transferability of the staff in the Professional and higher categories throughout the United Nations would, the Committee believes, improve cohesion and restore a greater sense of unity.

83. The Committee recommends that there should be a greater mobility of staff in the Professional and higher categories throughout the Secretariat.

#### *Advantages to the United Nations as a whole*

84. Increased mobility would result in a more effective use of available human resources in that part of the Organization where they are most needed at a particular time. This should increase efficiency and help in achieving improved co-operation and closer co-ordination between various United Nations duty stations by improving lateral communication and uniformity of practice and approach.

#### *Advantages to the staff of the Secretariat*

85. A higher degree of interchangeability within the Secretariat is not only in the interest of the Organization but also of the careers of the staff members themselves. It should open up opportunities for broadening their experience and competence by exposing them to new situations and problems. It should also provide the staff with an opportunity to develop their linguistic skills.

86. Beyond this, a higher degree of mobility in the Secretariat would help to reduce the sense of isolation which the Committee noted in some of the duty stations away from headquarters. By making it possible for members of the Professional staff to see their careers in terms of the entire Organization, rather than only the part in which they first serve, a higher degree of mobility should contribute to the development of a unified outlook. The resulting increased cohesion in the Secretariat should counteract the dangers of fragmentation within the Organization.

#### *Practical implications*

87. The broad principle of transferability should apply both within the organizational units and between duty stations. Moreover, there are many jobs in other agencies of the United Nations family for which similar skills and experience are required. Therefore, while technically outside the scope of this study, the Committee would also urge the International Civil Service Advisory Board to give further study to this aspect of the matter. The objective should be to develop the common personnel system to a point where transfer is not only readily possible but actually encouraged.

88. The Committee recognizes that there are limitations to the application of the principle of mobility. Frequent and purposeless transfers, especially of staff on fixed-term appointments, would be expensive in terms of transfer costs and would detract from organizational efficiency. In addition, there are certain categories of staff whose specializations make regular transfers difficult and even undesirable. But, in general, with the allowance for personal and other factors, career officers could be willing to serve one or more tours of duty of at least several years' duration at different duty stations in the course of their United Nations service. On his appointment to the Secretariat, a staff member's attention should be drawn particularly to the provision of staff regulation 1.2 concerning the authority of the Secretary-General to assign him to "any of the activities or offices of the United Nations". Even specialists engaged in a particular field of research might benefit from a spell of operational activity at field duty stations. Similarly, field personnel should welcome the occasional opportunity to study their problems from the broader perspective of a Headquarters assignment.

#### *Staffing of regional economic commissions*

89. While accepting the fact that it may be necessary to recruit a relatively high proportion of the Professional staff to the regional economic commissions from the countries in the region, the Committee nevertheless considers that the broad principles of mobility of staff should also apply to the com-

missions. They, too, would benefit from the creative effects resulting from the interchange of staff between the various subdivisions of the United Nations—and, where possible, the specialized agencies. The promotion prospects of the staff of the regional economic commissions would, moreover, be improved if they could transfer to vacancies outside the pyramid of the individual manning tables of the regional economic commissions.

90. The Committee recommends that a conscious effort should be made to ensure that each commission is staffed with a substantial percentage of personnel from outside the region, taking into account the global application of the principle of geographical distribution, and that its employees are given an opportunity to transfer to other areas as a part of their careers.

#### *Standardization of grading—Job classification*

91. In practice, the principle of transferability of staff between units and duty stations of the United Nations will only be fully accepted if the heads of organizational units throughout the world have confidence that the candidates offered to them are both proficient and correctly graded as to skill. The heart of this must be to establish a common standard of job classification and proficiency within each grade for employees in all areas. It is true that at present roughly the same grade nomenclature is in use in all parts of the Organization; but there is no adequate machinery for ascertaining whether employees are performing work of equal quality and responsibility for equal salary. For example, during the Committee's study allegations were made that staff members in jobs with the same grade are not assigned to work of broadly similar quality or responsibility throughout the system.

92. The Committee recommends that, in the interest of equity, morale, and ensuring fully productive use of the staff, job classification and performance studies should be conducted sufficiently often by experienced staff surveyors to ensure that there is broadly equal work and responsibility for equal salary in all United Nations offices (see para. 63 above).

93. As indicated in chapter V above, the Committee considers that this survey of job classification and performance should be an integral part of the management services, which are essential to knowing whether manpower is being effectively utilized in the interest of the Organization and of staff members themselves. But, in addition to this practical necessity, no organization of the size and complexity of the United Nations, with offices of different kinds throughout the world, can function effectively unless the staff, management and governmental bodies are reasonably convinced that their house is in order and under regular scrutiny.

94. In making its recommendations, the Committee naturally considered whether this task might be undertaken by the new Joint Inspection Unit, established following the recommendations by the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies. The Committee concluded, however, that the Unit had a wider and more general task to perform for the United Nations system as a whole and that the continuous survey the Committee believes to be essential can only be done within the Secretariat itself.

#### *D. Training*

95. The United Nations Secretariat has not kept pace with other organizations of comparable size, whether governmental or non-governmental, in the training of its staff members. It was understandable that the United Nations, faced with the problem of staffing a headquarters and servicing many permanent and *ad hoc* organs and bodies which had to be set up quickly after the end of the Second World War, should have put its recruits to work with the skills they already possessed, with the hope that they would acquire others by experience and by watching the performance of staff members who were senior to them in age and experience. This, however, is no longer satisfactory.

96. The Committee has noted that there is a growing awareness in the United Nations system of the need for systematic staff training. Training programmes carefully designed to improve a staff member's performance in his present duties as well as to develop his ability to handle increased responsibilities would be in the interest of the Organization and would improve the career prospects of the staff member concerned.

97. In the light of the foregoing paragraphs, the Committee recommends that a systematic plan should be devised for staff development and training in the United Nations Secretariat.

98. Training should, of course, include linguistic training to which the General Assembly has attached growing importance in the last two years. In order to ensure the accelerated language instruction programme requested, it is realized that the use of modern language training equipment, audio-visual aids, etc., would be required.

99. In this context, the Committee considered that a certain amount of preliminary training might be desirable to ensure the necessary supply of interpreters and translators for the Organization and noted with interest the apparent success of the current experimental training programme for interpreters and translators.

100. Training should ideally be related to the different stages in the career of a staff member—orientation at the beginning of his career, training at the junior Professional level and more advanced training at the intermediate and senior stages. To a large extent, the training programme can be achieved within the resources of the Organization itself and certainly it is at Headquarters and the United Nations Office in Geneva and at the seats of the other large organizational units that initial training, including orientation, should be given. At and beyond this stage, it appears to the Committee most desirable that UNITAR should be allowed and indeed encouraged to play a greater role in advising on the formulation and organization of suitable training programmes for United Nations staff in accordance with article II of its statute. Consideration might also be given to enlisting the help of academic institutes and foundations in various countries which might have a contribution to make in preparing a comprehensive training programme, for example, by organizing special seminars. It is understood that these arrangements should be fully consistent with the principles and purposes of the United Nations.

101. It is not, however, the Committee's intention that the Organization should undertake far-reaching commitments or responsibilities in connexion with the further education for staff members, which they can and, indeed, should arrange on their own behalf by availing themselves of facilities outside the Organization. Nor is it envisaged that substantial new expenditures should be incurred for over-elaborate training projects within the Secretariat. Moreover, training schemes should be devised in such a way as to avoid encroaching heavily on the regular work of the staff members concerned.

#### *Orientation and probationary training*

102. The orientation of newly recruited staff members in the Professional as well as General Service categories is of crucial importance to the effective functioning of the Secretariat. The Committee wishes to emphasize the importance of a good orientation programme as the means of acquainting a new staff member with the organization and functions of the United Nations as a whole and the Secretariat in particular, with a view to enabling him to understand better the role he is to play in this complex Organization. It is noted that studies are being made to compile a suitable curriculum for the purpose of acquainting new recruits with the various aspects of the activities of the Organization. Such a curriculum should be drawn up with a view to enabling staff members to understand the unique factors relating to service in a multi-national Secretariat and to instil in them an outlook towards, and a knowledge of, the United Nations which will prepare them for the opportunities and challenges of serving in an international civil service. The programme should be divided into a general course for the benefit of all new staff members and a specialized section tailored to the needs of

particular groups of staff depending on the functions which they are assigned. During this orientation course, soon afterwards, there might be value in a further course to be held perhaps outside normal working hours, to develop skills in oral and written communication, which play such an important part in the work of an international organization.

103. The Committee considers that thought might be given during the early service of a junior Professional staff member to the possibility of giving him experience as appropriate more than one department, or perhaps, if the budget permit even at more than one duty station, taking into account all the useful practice this might also give him in working in another language.

#### *Mid-career training and study leave*

104. The Committee considers that further study should be given to the scope of providing for mid-career or advanced training both within and outside the Secretariat for the staff members at the intermediate and senior levels. The value of periodic contacts with his professional or academic counterpart with a view to refreshing his experience and knowledge and acquiring new skills, is obvious for a specialist in a substantive department. Less obvious but still important is the need for a staff member with broader administrative responsibilities to be able to enhance his competence by studying new techniques and by an exchange of views on the managerial and working problems of other organizations. Seminars, conferences and lectures can be organized within the Secretariat in co-operation with UNITAR to provide mid-career training. Here again it might be advantageous to explore, with academic and other foundations, the contribution they might make to mid-career training, particularly in specialized technical fields. This might include, in addition to seminars and particular courses of study, occasional reciprocal arrangements between such bodies and the Organization for short research or teaching engagements.

105. The Committee's attention was drawn to staff rule 105.2 concerning special leave for advanced study or research in the interest of the United Nations. It appears that so few very few staff members have sought to avail themselves of this provision because of the financial and other disadvantages involved. At present the Committee would not suggest that salary payments should continue during study leave. It considers, however, that some encouragement on the lines indicated below should be given for approved study leave by a limit number of suitably qualified staff members where: (a) the study to be undertaken is acknowledged to be in the interest of the Organization; and (b) the candidate has demonstrated his ability in the early years of his service and given evidence of important further potential.

106. In these few selected cases the Organization should, in the Committee's opinion, be willing to continue Pension Fund contributions for a maximum of one year and protect the candidate's seniority in return for a written undertaking that he would continue service in the United Nations for a defined period.

#### *E. Promotions\**

107. During its meetings with the Secretariat in New York and at the other centres visited, the Committee formed the impression that the appointments and promotions machine was generally acceptable. There was criticism, however, largely from the heads of organizational units and staff representatives at overseas duty stations, of delays and some feeling that inadequate attention was being given to their views on processing recommendations for promotion. This will be referred to later in this section.

#### *Promotion in the Professional grades*

108. Consideration was given by the Committee to the problem of promotion blockages in the existing Professional grading structure and to its effect on morale. While it was noted that this tends to be a fairly common phenomenon

\* See Mr. Morozov's separate opinion (appendix, paras. 25 and 25).



ge organizations, the Committee discussed possible methods permit the more rapid promotion of able young staff members. The Committee recognizes that in the upper reaches of Professional grades, *a fortiori* in grades D-1 and D-2, promotion must, of course, be based strictly on the availability of a vacancy at a higher level within the manning table.

99. In the lower Professional grades, there is more mobility as to the range and responsibility of work to be performed. Actual performance at a level above the grade of work which is both necessary and important to the organization may be cause for a reevaluation after careful consideration by the staff surveyors of the management review of the normally fixed manning table (see chap. V, section D above). At the lower ranges of the Professional category there is a measure of automatic promotion: among non-language staff, from P-1 to P-2, and among the language staff, from P-2 to P-3. The Committee considered that this procedure might, with advantage, be extended up to the level of P-4.

10. The Committee reasoned, however, that promotion should be coupled with a thorough career review, evaluation, and development process which puts a premium on superior ability and performance. To this end, the minimum time-in-grade requirements might be reviewed with the aim of relieving them slightly perhaps at both ends but particularly the higher end of the Professional category. Staff members who demonstrate great promise should be promoted at these minimum times without prejudice to the possibility of a more accelerated promotion of exceptionally able and outstanding staff. Those individuals who are working competently but are not eligible for such accelerated promotion should, nevertheless, be eligible for promotion in their turn when they are now. The Committee considers that staff members whose performance is below normal competence should, with due regard to human values, be terminated from service in the United Nations.

11. Beyond this, the Committee was of the opinion that the United Nations might consider inviting the International Civil Service Advisory Board to examine the possibility of merging and perhaps combining the existing Professional and Director scales into a single scale with more grade levels. The Committee discussed a specific suggestion that the existing system of 7 grades, extending from P-1 to D-2, be replaced, for example, to 10 continuous grades however named or numbered. This would permit shorter time-in-grade requirements and make more upward movement possible for younger staff members with growing official and personal responsibilities.

12. The Committee recommends that the International Civil Service Advisory Board should be invited to study, as a possibility, the replacement of the present seven-grade system for the Professional and Director levels with one having a greater number of grades, in order to permit the more rapid advancement of junior and intermediate staff who have demonstrated superior qualities to positions of progressively greater responsibility.

13. The Committee recommends that the Office of Personnel and the appropriate promotions and appointments bodies should take positive account of the experience gained by candidates who have undertaken training, including linguistic training, or accepted assignments to different areas of responsibility within the United Nations and have thereby increased their experience and usefulness to the Organization.

#### *Promotion in the General Service grades*

14. The Committee also considered the promotion prospects in the General Service grades. It appeared to the Committee that the practice has grown in recent years of rewarding a few senior members in the General Service category by a "promotion" to the Professional category.

15. It was the view of the Committee that appointment to the Professional category should be freely available to General Service employees who fully meet the requirements of Professional service. However, these transfers between

categories should not be used to reward General Service employees for past service. They must be well qualified to perform the new work at acceptable Professional standards. It was the further view of the Committee that such transfers should occur only where the candidate concerned:

(a) Has satisfied all technical requirements for appointment to the Professional category, or

(b) Has clearly demonstrated his ability to carry on work at the Professional level, and

(c) Is willing to undertake fully the commitments of officers in the higher category, including service at other duty stations as required.

116. The Committee considered that the normal line of advancement for deserving members of General Service grades should be within the General Service category itself. It noted that proposals are being made for the addition of new grades above the present General Service scale at Headquarters in order to remunerate qualified staff in line with the best prevailing conditions of employment. In the view of the Committee, such new grades, if created, should in any case be related to definable technical responsibilities. The Committee again emphasized that wholesale promotions to any such new grade or grades would defeat the purpose of the extension of the General Service ladder.

117. In paragraph 107 above, reference was made to criticism received by the Committee regarding delays in processing recommendations for promotion and particularly those made by the heads of overseas duty stations. The Committee concluded that these criticisms spring, first, from a desire for a greater degree of delegated authority in personnel matters by overseas duty stations and, secondly, from a sense of isolation from the established promotion machinery at Headquarters.

118. With regard to the former, the Committee would not wish to make any further recommendation for change. In its opinion, any decision to delegate to overseas offices the responsibility for conducting reviews and taking final decisions on promotion would weaken the desired uniformity of grading and evaluation of staff throughout the United Nations family. The Committee has emphasized in section C of this chapter the importance it attaches to this subject.

119. On the other hand, the Committee considered that it would be advantageous to permit duty stations away from Headquarters to participate more fully in the review process at Headquarters. The sense of inequity which persists at present in these duty stations, i.e. that their proposals for the promotion of members of their staff do not carry due weight with the Office of Personnel and the appointments and promotions bodies in New York, should be overcome if at all possible. Cost and distance factors will, of course, somewhat limit the personal participation of officers from these stations.

120. The Committee recommends that means should be explored to ensure that the views of officials at overseas duty stations be in fact considered in the annual process of reviewing candidates for promotion and establishing promotion registers.

121. One possible method would be to arrange for the appearance before the appointments and promotions bodies of senior officers of the personnel or administrative departments of the major overseas duty stations, when other matters bring them to Headquarters. Where a significant number of cases from their stations are being reviewed for the purpose of establishing annual promotion registers, these reviews should, if at all possible, be scheduled to make their attendance possible. Obviously, it will not be possible for all overseas duty stations to be represented before the appointments and promotions bodies every year, but at least the major United Nations offices outside New York—such as the United Nations Office at Geneva, UNCTAD, UNIDO, the regional economic commissions and the United Nations Economic and Social Office in Beirut—should be given reasonably regular opportunities to make their views known.

## F. Age of retirement

*Normal retirement age*

122. Representatives of staff associations and the head of a major United Nations office told the Committee that the normal retirement age should be raised from the present sixty to sixty-five. It has been argued in favour of such a change that: (a) owing to progress in medicine and other changing environmental factors, a large number of people retain full working efficiency well beyond the age of sixty; (b) because of the particular age structure of the United Nations Secretariat, there will be an unusually heavy loss of experienced staff through retirement of people within the next decade, which could impair the efficiency of the Secretariat. It was also pointed out that retirement at the age of sixty can be a serious handicap for staff members owing to the fact that their international service may in many cases make it more difficult for them to find another job in their own countries upon retirement.

123. The principal argument against the change to a higher retirement age was that, in the interest of maintaining the vigour and dynamism of the Organization and preserving the career prospects of its abler recruits, it is preferable to retain the present retirement age.

124. The Committee considered the question of normal retirement age and related questions. It decided not to recommend a change in the present normal retirement age. Noting that staff regulation 9.5 reserves for the Secretary-General the right to extend the age limit in exceptional cases in the interest of the Organization, the Committee agreed that it was best to leave the interpretation of the provision with respect to exceptional cases to the Secretary-General in consultation with his senior advisers.

125. The Committee also agreed that further study might well be made by the Consultative Committee on Administrative Questions and the International Civil Service Advisory Board looking towards uniform retirement standards throughout the United Nations family as a part of the common system.

*Early retirement*

126. The Committee considered the question of early retirement. Although the Staff Regulations and Rules grant the Secretary-General powers to terminate under specific circumstances the appointment of staff members whether on fixed-term or permanent appointments, there is no "statutory" provision in the Secretariat for early retirement with or without special compensation where this would be in the interest of the Organization.

127. Admittedly the question is difficult and the United Nations is by no means the only organization of its kind to make no specific provisions for this contingency. It is generally accepted, however, that without some such provision large organizations, governmental or inter-governmental, suffer from an inertia in dealing with employees who before the age of sixty, perhaps through no fault of their own, have ceased to be useful to the Organization or have, in some cases, even become actual liabilities.

128. It seems advisable to inquire into the incidence of such cases and then consider the desirability of devising special retirement provisions for the latter cases.

129. The Committee recommends that the International Civil Service Advisory Board should be requested to consider whether a system of early retirement, under appropriate conditions, is necessary and desirable as a tool of management for the United Nations family.

130. Naturally, the Joint Staff Pension Board would have to study this proposal and make recommendations concerning the financial implications of the proposed system for the Fund. Basically, the requirement would be for some addition to the amount of pension to which the staff member in question was strictly entitled on account of the length of his contributory service.

131. The above arrangement for early retirement at the request of the Organization is distinct from the optional

early retirement taken at the initiative of a staff member or from retirement for reasons of physical or mental ability.

## VII. CONFERENCES AND DOCUMENTATION\*

132. The present situation regarding conferences and documentation has unquestionably very serious administrative consequences within the Secretariat as a whole. It reached a point of saturation which is compromising efficient working of practically all its organizational units. If the present trend should be allowed to continue, the situation would become truly intolerable as, indeed, it already is in many respects. In the view of the Committee, this must be corrected.

133. Aside from the increasingly disruptive strain on the substantive and servicing organizational units of the Secretariat, responsible officials of Member States charged with the staffing of delegations complain that this deteriorating state of affairs is creating major problems in finding the financial and human resources necessary for attendance at the innumerable meetings, many of which coincide or overlap in time. Moreover, it has become practically impossible for them to cope with the steadily rising volume of documentation.

134. While the Committee has approached this and other problem areas mainly from the standpoint of organizational management, it must point with great concern to the diminishing returns and even outright waste of resources which curtail the image and reputation of the Organization. If some of the recommendations are far-reaching, they stem from the Committee's conviction that partial and half-hearted suggestions over the years have failed to arrest or even slow down the demands for more and more meetings and a larger and larger volume of documentation. Over the years the Secretary-General, the Advisory Committee on Administrative and Budgetary Questions, the Fifth Committee, the General Assembly, the *Ad Hoc* Committee of Experts to Examine the Financial Situation of the United Nations and the Specialized Agencies and, more recently, the Committee on Conferences have made it clear that greater control needed to be exercised over conferences and meetings. These actions, including resolutions adopted by the General Assembly, have been largely ignored or circumvented. It is therefore a vital requirement to space out meetings, eliminate the unnecessary ones, and to avoid duplication of unessential documentation. The Committee believes that if meetings and documentation are to achieve their purpose, a more selective approach will have to be adopted. In the last analysis, it is for the Member States, through appropriate organs and more particularly the General Assembly to take action investing the Secretary-General with the necessary powers. Only in this way can resources be effectively used both by States and the Secretariat.

## A. Conferences

135. The Committee notes that only the General Assembly under the Charter of the United Nations and the rules of procedure, has the power to take decisions concerning the regular budget of the Organization and that consequently convening of any conference, meeting, working group, semi-symposium, etc. cannot be decided finally by any other United Nations body until the General Assembly has taken the necessary action after consideration of the comments and recommendations of the Committee on Conferences and the Advisory Committee on Administrative and Budgetary Questions.

136. The Committee makes the following recommendation to the Secretary-General, recognizing that the implementation of some of them would require submission to and action by the General Assembly:

(a) The General Assembly at its twenty-third session should decide that the total volume of the servicing requirements for conferences and meetings for the years 1970, 1971 and 1972 should not exceed that of 1967.

\* See Mr. Morozov's separate opinion (appendix, paras. 26 and 27).



6) The General Assembly at its twenty-third session should at the Committee on Conferences, on the basis of suggestions submitted by the Secretary-General, to present to the General Assembly at its twenty-fourth, twenty-fifth and twenty-sixth sessions respectively, a final calendar of conferences and meetings, within the limitation mentioned in sub-paragraph (a) above, for 1970, 1971 and 1972, including such additional conferences or meetings as may be proposed during the respective sessions of the General Assembly.

7) No body of the United Nations should be authorized to exceed the number of meetings approved in the calendar. In addition, each organ should be requested to hold meetings of a minimum number and length required and, if possible, within what is provided for in the approved calendar. (The Committee recognizes that such limitations cannot apply to meetings of the Security Council.)

8) The General Assembly, as appropriate, should instruct the Committee on Conferences, in establishing the proposed calendar, to take into account the need to space out the sessions of various subsidiary and interrelated organs in order to permit adequate preparation and study by the Secretariat and by the organs.

9) The Secretary-General should assign a high official on a full-time basis to the task of reviewing the recommendations which have been made over the years on the subject of conferences, meetings and documentation, including those presented to his Committee. Action should then be taken by the Secretary-General or the General Assembly, as appropriate, to implement those recommendations which are likely to produce beneficial results.

10) The General Assembly should direct all organs holding more than one session a year to meet only once a year except on occasions when there are overriding considerations. In particular the following bodies, in the opinion of the Committee, should hold only one session a year:

- (i) Committee on the Peaceful Uses of Outer Space;
- (ii) Advisory Committee on the Application of Science and Technology to Development;
- (iii) International Narcotics Control Board;
- (iv) UNCTAD—Trade and Development Board;
- (v) UNCTAD—Advisory Committee to the Board and to the Committee on Commodities.<sup>h</sup>

In this connexion the Committee was pleased to note that the Trade and Development Board has examined extensive proposals aimed at streamlining the whole UNCTAD machinery including the periodicity of the meetings of the Board and its subsidiary organs.

11) The Economic and Social Council should decide that its functional commissions, with the possible exception of the Commission on Human Rights and its Sub-Commission on Prevention of Discrimination and Protection of Minorities, should meet once every two years.

12) In notifications to Governments by the Secretary-General concerning forthcoming conferences or meetings information should be included on General Assembly and other decisions relating to the Conference or meeting as well as other suggestions and limitations which if observed will contribute to economy and efficiency.

13) From 1 September to the end of the year, no meetings should be scheduled at Headquarters except for the General Assembly, its Main Committees, its General Committee, its Credentials Committee, for the resumed session of the Economic and Social Council and for bodies related to the work of the General Assembly such as the Advisory Committee on Administrative and Budgetary Questions, the Committee on Con-

tributions and the Committee on Conferences. The Security Council would, of course, meet as required.

#### B. Documentation

137. On the subject of documentation the Committee makes the following recommendations which, it believes, deserve special emphasis:

(a) The Office of Conference Services should advise all Secretariat officials concerned with the advance planning for documentation for each conference or meeting on the standards for the most economical methods for documentation. The situation should also be discussed with the officers of the conference or meeting concerned.

(b) In presenting the required documents on financial implications in the most economical and accurate manner, the Secretary-General should set forth possible alternative suggestions which may be less costly and commend their adoption.

(c) No programme for documentation for a conference or a meeting should be considered adopted:

(i) In the case of subsidiary bodies, until it has been reviewed by the parent body;

(ii) When funds are still to be approved, until it has been considered in the normal budgetary review processes by the Secretary-General, the Advisory Committee on Administrative and Budgetary Questions and the General Assembly;

(d) The provision of summary records should be limited to the bodies listed below. This list should be periodically reviewed. It is recognized, however, that the principal organs will always retain summary records:

(i) Main Committees of the General Assembly, General Committee and Credentials Committee;

(ii) Economic and Social Council (plenary only);

(iii) Trusteeship Council (plenary only);

(iv) Trade and Development Board (plenary only);

(v) Industrial Development Board (plenary only);

(vi) Governing Council of United Nations Development Programme;

(vii) Executive Board of the United Nations Children's Fund;

(viii) Special Committee on Peace-keeping Operations;

(ix) Committee on the Peaceful Uses of Outer Space (main committee only);

(x) International Law Commission;

(xi) United Nations Commission on International Trade Law;

(xii) Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (plenary only);

(xiii) Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States;

(xiv) Special Committee on the Question of Defining Aggression;

(e) Only in truly exceptional cases should summary records be authorized for other bodies, and then only on a case-by-case basis and for a limited period of time. Even then they should be allowed only when:

(i) Concurred in by the Committee on Conferences after consultation with the Secretary-General; and

(ii) Subsequently approved by the General Assembly;

(f) Summary records for special conferences should be approved only when the General Assembly has specifically considered each case on its own merits and then authorized them;

(g) Greater efforts should be made to reduce the length of the summary records of the bodies listed in sub-paragraph (d) above;

<sup>h</sup>Subsequent to the adoption of this paragraph, the Committee informed of a decision made by the Trade and Development Board at its seventh session, concerning the improvement of the operational machinery and methods of work of UNCTAD, including the provision that the Board, as well as the main committees, should normally hold one regular session a year (decision 45 I), adopted by the Board at its 173rd plenary meeting, on 2 September 1968).

(h) Verbatim records should be limited to the plenary meetings of the General Assembly and to the meetings of the First Committee and the Security Council;

(i) Translation should be dispensed with in the process of establishing the final records of bodies whose official records are verbatim records.

138. The Committee found, in connexion with the recommendation contained in sub-paragraph (i) above, that the existing practice of translating verbatim records which constitute official records gives rise to a substantial translation workload—some 36,400 pages for all languages in 1967. The practice also results in undesirable delays in the production of the final records. For example, for the twenty-second session of the General Assembly no final records have been issued. None of the records of the Security Council for 1967 have been even processed.

139. This would mean adopting the concept that the official records are the verbatim texts of the statements in their original languages. Interpretation into other languages would continue to be issued in the provisional record and after an editorial check of the text of the interpretation for any serious factual errors, they could be reissued in final form.

140. The Committee also recommends that the present practice of providing certain bodies, which receive summary records as their official records, with verbatim records in provisional form only, be discontinued. The Committee strongly believes that there is no justification for any organ to require both summary records and verbatim records in any form.

141. Closely connected with the problem of verbatim records is the growing undesirable practice of more and more requests for the issuing of statements by delegates and Secretariat officials in full as official documents. The Committee believes that this trend, aside from the additional work and costs involved, negates to a large extent the concept of requiring only summary records.

142. The Committee further recommends that the Office of Conference Services undertake a thorough review of the number of copies in the various languages at present supplied to each Member State and other recipients, with a view to reducing them to the minimum. This review should cover all major distribution points of United Nations documents and take into account the organs involved and the nature of documents.

#### *Supplements and annexes*

143. The Committee finds that the existing costly arrangement with regard to supplements and annexes has been developed by the Secretariat over the years without any instruction from the General Assembly.

144. The Committee recommends that:

- (a) The concept of supplements and annexes be eliminated;
- (b) Only the annual report of the Secretary-General, the reports of the three councils and of the International Court of Justice and the resolutions shall normally be printed;
- (c) All other reports and documents be issued internally from typescript except:
  - (i) Where it is the opinion of the Secretary-General that for technical reasons (such as large amounts of tabular material, etc.) letter-press or other printing methods would be more advantageous; or
  - (ii) The internal capacity of the United Nations must be supplemented by recourse to external printing;
- (d) Special treatment—single-space typing and photo-offset on better quality paper—be given to “important” documents;
- (e) In connexion with sub-paragraph (d) above, self-identifying cover stock be used when the cost-use ratio warrants it;
- (f) After each session, check lists be prepared of the documents pertinent to each agenda item;
- (g) The reprinting of documents as annexes be discontinued.

#### *Procedural questions*

145. The Committee makes the following recommendations of a procedural character:

(a) The Secretary-General should issue instructions to secretariats of all United Nations bodies to exercise constant attention to ensure that resolutions or decisions involving expenditures, or likely to involve expenditures, are clearly unequivocally worded and that the body concerned is fully informed of the administrative and financial implications required by the provisions of financial regulations 13.1 and 13.2 which, in many cases, are either not implemented at all or are not treated with sufficient seriousness.

(b) With respect to all bodies which meet recurrently, such procedure should be developed whereby the situation on documentation can be reviewed—perhaps by the bureau of the body in consultations with the Secretariat—at a date well in advance of a session with a view to considering elimination of agenda items for which the documents cannot become available in the necessary languages. This would help to ensure that delegations would not be called upon to consider items on which they were not adequately prepared, and would also substantially improve the possibility of proper scheduling of work in the Office of Conference Services. In this connexion, the Committee noted that, in spite of the efforts made by the Secretary-General, there were still cases in which documents were not distributed simultaneously in the working languages as required by General Assembly resolution 2292 (XXII), and stressed the need for adequate measures to ensure its implementation.

(c) A senior staff member in each department should be responsible for controlling the totality of demands for conference and documentation services from that department. This would provide a central point for resolving possible conflicts of priorities within the same department.

146. The Committee believes it would be useful if, at the same time the present recommendations are considered by the Secretary-General, the Under-Secretary-General for Conference Services and the Under-Secretary-General for Administration and Management would produce figures illustrating the reduction in expenditures which would be achieved in the staff of Conference Services and in other expenditures as a result of the implementation of these recommendations.

## VIII. OTHER QUESTIONS

### *A. Facilities, privileges and immunities and other amenities*

147. In the course of its examination of the Secretariat Headquarters and in the field, the Committee was struck by the fact that the Organization and its personnel do not, in many cases, receive minimum benefits required by or appropriate to the United Nations, including those provided under the Convention on Privileges and Immunities and other agreements with the United Nations.

148. One important aspect of this question is the ratification by Member States of the Convention on the Privileges and Immunities of the United Nations. To date ninety-nine countries have ratified the Convention. The Committee considers it of special importance that the country in which the United Nations Headquarters is located should ratify the Convention at the earliest possible date.

149. Another major aspect is the availability of adequate premises and accommodation and the extent of the host Government's contribution in this regard.

150. The Committee recommends that the Secretary-General collect and analyse on a comparative basis data on the facilities, privileges and immunities and other amenities which the Governments at present extend to the United Nations and its officials as well as to representatives of Member States and others where appropriate.

151. The Committee recommends that on the basis of the foregoing comparative study, the Secretary-General, in consultation with the senior officials heading major United Nations offices abroad, undertake negotiations, as appropriate, with representatives of these Governments for the purpose of establishing minimum uniform standards for such facilities and amenities, including the question of ratification of the Convention on the Privileges and Immunities of the United Nations.

### B. Simplified nomenclature

152. It would be desirable to introduce a greater degree of standardization in the titles of departments and their subsections, both within the Headquarters in New York and throughout the Organization as a whole. The "yellow pages" in the telephone directory of Headquarters illustrate the point with their bewildering list of "divisions", "branches", "services", "centres", "sections", "units", etc. A greater uniformity would help new recruits to the Secretariat, accredited delegates and governmental visitors to understand the Organization more easily. It would also lead to a greater degree of cohesion and act as an antidote to the tendency towards fragmentation which is mentioned elsewhere in the present report.

153. In this connexion consideration should also be given to the possibility of introducing a more uniform pattern of titles for the heads of the various divisions or departments in Headquarters and of the major organizational units elsewhere.

### Appendix

#### SEPARATE OPINIONS OF MR. PLATON D. MOROZOV

##### A. Economic and social questions

1. In the opinion of Mr. Platon D. Morozov, the Committee's recommendations should be extended to or partly changed in the light of its consideration of the Organization's activities in the economic and social fields.

2. The main lines of activity of the United Nations in the economic field should be to grant truly effective assistance to the economies of developing countries—principally in the fields of industrialization and agriculture. This assistance should be financed solely by means of voluntary contributions by States. No provision should be made in the regular budget of the United Nations for expenditure on so-called technical assistance or for the execution of various programmes in the economic or social field, because this is contrary to the Charter of the United Nations.

3. As a result of the unjustified expansion in the staff of the Department of Economic and Social Affairs and because of its ever-expanding functions as an executing agency for UNDP pre-investment projects—over \$30 million a year—the staff of the Department has risen to 1,800. The Department is in practice losing more and more of its role as the centre for supervising the implementation of the relevant decisions of the Economic and Social Council and the General Assembly. For the same reasons the Department does not analyse and critically evaluate the activities of UNDP. At the same time, out of 98 completed pre-investment projects—as at 1 January 1968—only 36 projects had attracted national and foreign capital. The other 62 projects had essentially been carried out for no purpose, although they cost UNDP about \$100 million.

4. The functions of the Department should therefore be reviewed and its direct operational activities, and likewise its staff, should be sharply reduced.

5. The Department's attention should be concentrated on measures and recommendations which would in future prevent the majority of United Nations projects in the economic field from being of an exclusively pre-investment nature and would thus really help the cause of promoting industry and agriculture in developing countries and promoting world trade.

6. It would help to strengthen the role of the Department of Economic and Social Affairs as the supervising and organizing centre of the United Nations if the Assistant Secretary-General or Inter-Agency Affairs were made directly subordinate to the Under-Secretary-General for Economic and Social Affairs.

7. United Nations activities in the field of human rights are part of its work in the social field which lies within the competence of the Economic and Social Council and the Third Committee of the General Assembly. The Division of Human Rights should therefore not come under the Under-Secretary-General for Special Political Affairs, but under the Under-Secretary-General for Economic and Social Affairs, as it did in the past.

### B. Budget, administration and management

8. In the view of Mr. Morozov, the recommendations adopted by the majority in the Advisory Committee on Administrative and Budgetary Questions do not contain the necessary evaluation of the extremely unsatisfactory situation obtaining in the administrative and financial sphere of activity of the United Nations Secretariat.

9. It cannot be regarded as normal that the budget of the United Nations has increased by 50 per cent in the last five years (from \$92.2 million in 1963 to \$140 million in 1968), or that a new unjustified increase in expenditures is proposed for 1969. If one considers comparable expenditures, it is proposed to increase expenditure on staff salaries and wages by \$5 million and to appropriate up to \$10 million for "unidentifiable" expenses. This is due to the constant and unjustified expansion of the staff of the Secretariat, the lack of a special and skilled review of requests for staff increases, and the computation of many other expenditures (for example, for the holding of conferences) on the basis of over-estimated indicators.

10. Even though the Committee has recommended a sound measure consisting of a check of the real workload of the staff of the Secretariat and its local organs, it has nevertheless failed to formulate with sufficient accuracy the objectives of such a check. On the basis of what the Committee has observed in the course of its work, it is important that the Secretary-General should establish that the objective of such a check would be to reduce the staff of the Secretariat by not less than 8 to 10 per cent by comparison with the 1968 level.

11. Obviously, the reduction in the staff of the Secretariat must in no case bring about a deterioration of the already unsatisfactory situation with regard to the observance of the principle of equitable geographical distribution within the United Nations Secretariat staff at Headquarters and in the field.

12. The Internal Audit Service should be separated, without any increase in the existing staff, from the Office of the Controller and brought directly under the Under-Secretary-General for Administration and Management.

13. Funds to meet expenses unforeseen in the budget can be made available only by direction of the Secretary-General himself in exceptional cases of real necessity and only if offset by savings in other less important expenditures.

### C. Recruitment

14. In the opinion of Mr. Morozov, the following should be added to the Committee's recommendations.

15. It is recommended that so-called permanent contracts should not be given to staff of the United Nations Secretariat and its local organs but should be replaced by fixed-term contracts for a period of not more than ten years. This is necessary in order to increase the efficiency of the Secretariat. A staff member with a permanent contract may not have shown any serious neglect of his duties such as would justify terminating the contract, but may, with time, relying on the complicated procedure for terminating a contract, come to do mediocre or even bad work. This can, and in practice often does, hold up the promotion of capable young staff members. The introduction of this new procedure would not exclude the possibility of the contract being extended by the Secretary-General in individual cases when there were good practical reasons for doing so.

16. The following posts should be included among those subject to the principle of geographical distribution:

(a) Regional and inter-regional advisers, consultants, and technical advisers;

(b) G-5 posts.

17. The idea in the first case is to recruit specialists for the economic and social activities of the United Nations from the widest possible range of countries, which will help to increase the efficiency of such activities.

18. The second case concerns a group of staff members of whom a considerable proportion in fact have Professional

functions, sometimes more important than those of junior staff members in the Professional category who are subject to the principle of geographical distribution.

19. No exceptions should be made with regard to the appointment of citizens of countries whose quota is filled to posts in the Secretariat. There cannot be any difficulty about ensuring that this principle is strictly observed in practice.

20. After the establishment of the post of Under-Secretary-General for Administration and Management there is no justification for the independent existence of the Office of General Services. This can only lead to an absence of control over the Office, which spends large sums in the administrative field. The Office of General Services should therefore now come under the Under-Secretary-General for Administration and Management.

21. All work related to the recruitment of all staff members in the United Nations Secretariat without any exception should be concentrated in the Office of Personnel, including recruitment of technical assistance experts, staff of special missions travelling under the relevant decisions and all other staff.

22. In connexion with the creation of the new post of Under-Secretary-General for Administration and Management, to which the Office of Personnel and the Office of the Controller are subordinated, it would be appropriate to reorganize the posts of Directors of Co-ordination in the Office of Personnel and the Office of the Controller to become posts of deputies to the head of the newly created, unified Department of Administration and Management.

23. Persons recruited for work in the Secretariat of the United Nations and its local organs must know not less than

two official languages and must continue to improve the linguistic qualifications in the process of their work.

#### D. Promotions

24. In the opinion of Mr. Morozov, the main reason for the unsatisfactory situation with regard to the promotion of the most able staff is the continuing practice of concluding so-called permanent contracts. The Committee's recommendations, therefore, will not achieve their aim unless permanent contracts are replaced by fixed-term contracts for a period of not more than ten years—and are no longer concluded in future.

25. As indicated in the comments above on recruitment, the Secretary-General would have the right to extend a contract in cases where he found that to be necessary.

#### E. Conferences and documentation

26. Mr. Morozov supported the recommendation concerning the method of translating verbatim records into other languages with the proviso that the following specific feature of the translation of verbatim records from Russian must be taken into account. There was no question that French and Spanish as Romance languages, differed from each other far less than from Russian; even English differed from French less than Russian differed from all three of the languages mentioned. Experience showed that the largest number of mistakes were made in translation from Russian into the other languages.

27. In the case of Russian, therefore, the present method of translating verbatim records should be retained without changes.



**Agenda item 75:\* Pattern of conferences:\*\***  
**(a) Report of the Committee on Conferences;**  
**(b) Report of the Secretary-General**

**CONTENTS**

Document No.	Title	Page
A/7400	Report of the Advisory Committee on Administrative and Budgetary Questions . . . . .	1
A/7475	Report of the Fifth Committee . . . . .	6
	Decision taken by the General Assembly . . . . .	10
	Check list of documents . . . . .	10

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Fifth Committee*, 88th, 1290th, 1292nd, 1293rd, 1295th and 1296th meetings and *ibid., Plenary Meetings*, 1752nd meeting.

\*\* Since 1963, this question has been discussed by the General Assembly at the following sessions: eighteenth session (agenda item 60), twentieth session (agenda item 78), twenty-first session (agenda item 75), twenty-second session (agenda item 75).

**DOCUMENT A/7400**

**Report of the Advisory Committee on Administrative and Budgetary Questions**

[Original text: English]  
[14 December 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the suggestions and recommendations on the question of conferences, documentation and records made by the Committee on Conferences, the Committee on the Reorganization of the Secretariat and also by the Joint Inspection Unit.

**SUGGESTIONS AND RECOMMENDATIONS  
OF THE COMMITTEE ON CONFERENCES**

2. The Advisory Committee has noted from the report of the Committee on Conferences (A/7361) that, with regard to the pattern of conferences, that Committee focused its attention on two aspects of the problem—deviations from the calendar of conferences approved by the General Assembly, and ways and means of reducing congestion in the pattern of conferences itself. The Committee on Conferences also gave further consideration to the definition of the term “major special conference”, and decided that the question must be approached pragmatically, and that each proposed special conference should be looked at separately in terms of all its possible implications.

3. As regards deviations from the approved pattern of conferences, the Committee on Conferences has noted at the 1968 calendar of conferences, as approved by the General Assembly at its twenty-second session,<sup>1</sup> has been considerably modified during the year; in some cases substantial changes have been made involving the duration, timing and even the venue of particular meetings. While appreciating the need for occasional departures from the approved programme,

the Committee on Conferences expressed the conviction that the lines of authority must be drawn more tightly. In particular it questioned the power of subsidiary bodies to depart from the meeting programmes laid down for them by the General Assembly without first seeking the approval of the parent body. To deal with this problem of haphazard deviations from the approved calendar, the Committee on Conferences has recommended that its terms of reference should be defined with greater precision so that it may consider all additions to or changes in the approved programme, made during or between sessions of the General Assembly.

4. With regard to the pattern of recurrent conferences and meetings, and ways in which it might be made less congested, the Committee on Conferences reached the conclusion that before recommending that the General Assembly and the Economic and Social Council should adopt quantitative standards limiting the volume of conferences, it would suggest a “final round of consultation” with the subsidiary bodies concerned. Accordingly, the Committee on Conferences, in paragraph 24 of its report, has recommended that:

“(a) The General Assembly should invite the bodies listed below, now meeting more frequently, to review the possibility of meeting only once a year:

“(i) United Nations Conference on Trade and Development—Trade and Development Board;

“(ii) United Nations Development Programme—Governing Council;

“(iii) Advisory Committee on the Application of Science and Technology to Development;

<sup>1</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 75, document A/6991/Rev.1.

“(iv) Committee on the Peaceful Uses of Outer Space;

“(v) International Narcotics Control Board;

“(vi) Committee for Programme and Co-ordination;

“(b) The Economic and Social Council should invite the functional and regional commissions listed below, which now hold annual sessions, to consider meeting biennially:

“(i) Commission on Human Rights;

“(ii) Commission for Social Development;

“(iii) Commission on the Status of Women;

“(iv) Sub-Commission on Prevention of Discrimination and Protection of Minorities;

“(v) Economic Commission for Asia and the Far East;

“(vi) Economic Commission for Europe;

“(vii) Economic Commission for Latin America [the Economic Commission for Latin America at present meets biennially, but in each year in which the Commission itself does not meet there is a meeting of the Commission's Committee of the Whole];

“(c) The General Assembly and the Economic and Social Council should request all subsidiary bodies, including the semi-autonomous organs, to exercise more restraint as regards the creation and convening of *ad hoc* and expert groups, and to relate their requirements in this area to established needs rather than to a contingency forecast;

“(d) All United Nations bodies should cooperate in efforts to avoid excessive bunching of meetings at particular periods of the year, especially in the first quarter in advance of the spring session of the Economic and Social Council and in the last quarter during the regular session of the General Assembly;

“(e) With respect to these recommendations, the bodies concerned should submit their findings to their parent organs and to the Committee on Conferences in time for the latter to present its relevant conclusions to the General Assembly at its twenty-fourth regular session;

“(f) The calendar of conferences and meetings submitted to the Economic and Social Council at its summer session each year should be drawn up in close consultation with the Committee on Conferences;

“(g) Upon the conclusion of each session of every main and subsidiary organ scheduled to meet in 1969, the Secretary-General should prepare and submit to the Committee on Conferences a brief description of the servicing workload involved, indicating *inter alia* where the actual burden differed from the estimated requirements.”

5. By operative paragraph 3 of the draft resolution the Committee on Conferences has submitted to the General Assembly as part of its report (*ibid.*, para. 43), it would have the Assembly approve these recommendations.

6. As regards documentation, the Advisory Committee noted from the report of the Committee on Conferences (*ibid.*, paras. 34 and 35 and annex II) that that Committee considered that, of the many aspects of the question, those concerning the preparation and publication of official records, supplements and annexes

of United Nations organs fell most clearly within its terms of reference. In the time available to it in 1968 the Committee on Conferences concentrated upon the matter of summary records. It reviewed the progress made in the implementation of the recommendations on documentation approved by the General Assembly in its resolution 2292 (XXII), and was informed that a number of bodies had decided that they could dispense with summary records, while many others felt otherwise, and others still had not yet taken any action. The Committee on Conferences noted also that the Economic and Social Council in its resolution 1377 (XLV) of 2 August 1968 had requested those of its subsidiary organs which had not yet done so to consider at their next sessions dispensing with summary records for their own meetings and for meetings of their respective subsidiary bodies.

7. The Advisory Committee notes that the Committee on Conferences intends to return to the question in 1969, but that in the meantime, on the basis of information supplied and suggestions advanced during its meetings, it believes that all bodies other than those listed in paragraph 35 of its report should be asked to dispense with summary records. The report, in the same paragraph, continues as follows:

“The Committee recognizes that the list should be subject to periodic review. Moreover it appreciates that exceptional circumstances could arise in which other bodies might require summary records. However, it is convinced that such exceptions should be examined on their individual merits. It would seem appropriate, too, that such requests should be subject to the concurrence of the Committee on Conferences following consultations with the Secretary-General. In the Committee's view the following bodies should be provided with summary records:

“(1) General Assembly:

“(a) Special Political Committee,

“(b) Second, Third, Fourth, Fifth and Six Committees,

“(c) General Committee,

“(d) Credentials Committee;

“(2) Security Council—committee established under resolution 253 (1968);

“(3) Economic and Social Council (plenary only);

“(4) Trusteeship Council (plenary only);

“(5) United Nations Conference on Trade and Development—Trade and Development Board (plenary only);

“(6) United Nations Industrial Development Organization—Industrial Development Board (plenary only);

“(7) United Nations Development Programme—Governing Council;

“(8) United Nations Council for Namibia;

“(9) United Nations Children's Fund—Executive Board;

“(10) International Law Commission;

“(11) United Nations Commission on International Trade Law;

“(12) Peace Observation Commission;

“(13) Committee on the Peaceful Uses of Outer Space (main committee only);

"(14) Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction (main committee only) [on the assumption that the present session of the General Assembly decides to establish a successor to the *Ad Hoc* Committee to Study the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction];

"(15) United Nations Scientific Advisory Committee;

"(16) Scientific Committee on the Effects of Atomic Radiation;

"(17) Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (plenary only);

"(18) Special Committee on Peace-keeping Operations;

"(19) Special Committee on the Question of Defining Aggression;

"(20) Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States;

"(21) Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa."

The Advisory Committee notes from annex II to the report of the Committee on Conferences that, in that Committee's opinion, 59 bodies should be asked to dispense with summary records.

8. Operative paragraph 12 of the draft resolution recommended by the Committee on Conferences would have the General Assembly request all organs other than those listed in paragraph 35 of the report of the Committee on Conferences, in response to General Assembly resolution 2292 (XXII) of 8 December 1967, to dispense with summary records for their meetings.

#### SUGGESTIONS AND RECOMMENDATIONS OF THE COMMITTEE ON THE REORGANIZATION OF THE SECRETARIAT

9. The observations and recommendations made by the Committee on the Reorganization of the Secretariat in its report (A/7359, annex, paras. 135-146), which cover a broader field than those of the Committee on Conferences, are intended to achieve early results in an area where progress has so far been slow.

10. Thus, the Committee has recommended in paragraph 136, sub-paragraph (a), of its report that the General Assembly should decide at its current session that the total volume of the servicing requirements for conferences and meetings for the years 1970, 1971 and 1972 should not exceed that of 1967.

11. The other recommendations regarding conferences made by the Committee on the Reorganization of the Secretariat in the same paragraph are as follows:

"(b) The General Assembly at its twenty-third session should direct the Committee on Conferences, on the basis of suggestions submitted by the Secretary-General, to present to the General Assembly at its twenty-fourth, twenty-fifth and twenty-sixth sessions, respectively, a final calendar of con-

ferences and meetings, within the above limitation, for 1970, 1971 and 1972 including such additional conferences or meetings as may be proposed during the respective sessions of the General Assembly.

"(c) No body of the United Nations should be authorized to exceed the number of meetings approved in the calendar. In addition, each organ should be requested to hold meetings of the minimum number and length required and, if possible, below what is provided for in the approved calendar. (The Committee recognizes that such limitations cannot apply to meetings of the Security Council.)

"(d) The General Assembly, as appropriate, should instruct the Committee on Conferences, in establishing the proposed calendar, to take into account the need to space out the sessions of various subsidiary and interrelated organs in order to permit adequate preparation and study by the Secretariat and by the delegations.

"(e) The Secretary-General should assign a high official on a full-time basis to the task of reviewing the recommendations which have been made over the years on the subject of conferences, meetings and documentation, including those presented by this Committee. Action should then be taken by the Secretary-General or the General Assembly, as appropriate, to implement those recommendations which are likely to produce beneficial results.

"(f) The General Assembly should direct all organs holding more than one session a year to meet only once a year, except on occasions when there are overriding considerations. In particular the following bodies, in the opinion of the Committee, should hold only one session a year:

"(i) Committee on the Peaceful Uses of Outer Space;

"(ii) Advisory Committee on the Application of Science and Technology to Development;

"(iii) International Narcotics Control Board;

"(iv) UNCTAD—Trade and Development Board;

"(v) UNCTAD—Advisory Committee to the Board and to the Committee on Commodities [subsequent to the adoption of this paragraph, the Committee was informed of a decision made by the Trade and Development Board at its seventh session, concerning the improvement of the institutional machinery and methods of work of UNCTAD, including the provision that the Board, as well as the main committees, should normally hold one regular session a year (decision 45 (VII), adopted by the Board at its 173rd plenary meeting on 21 September 1968)];

"In this connexion the Committee was pleased to note that the Trade and Development Board has examined extensive proposals aimed at streamlining the whole UNCTAD machinery including the periodicity of the meetings of the Board and its subsidiary organs.

"(g) The Economic and Social Council should decide that all its functional commissions, with the possible exception of the Commission on Human Rights and its Sub-Commission on Prevention of Discrimination and Protection of Minorities, meet once every two years.

"(h) In the notification to Governments by the Secretary-General concerning a forthcoming con-



ference or meeting, information should be included on General Assembly and other decisions relating to the conference or meeting as well as other suggestions and limitations which if observed will contribute to economy and efficiency.

“(i) From 1 September to the end of the year, no meetings should be scheduled at Headquarters except for the General Assembly, its Main Committees, the General Committee, the Credentials Committee, for the resumed session of the Economic and Social Council and for bodies related to the work of the General Assembly such as the Advisory Committee on Administrative and Budgetary Questions, the Committee on Contributions and the Committee on Conferences. The Security Council would, of course, meet as required.”

12. A comparison between the recommendations made by the Committee on Conferences and those made by the Committee on the Reorganization of the Secretariat as regards the periodicity of recurrent conferences and meetings shows that, whereas the former would have the General Assembly and the Economic and Social Council “invite” the bodies concerned to review the question, the Committee on the Reorganization of the Secretariat would have the General Assembly and the Economic and Social Council take decisions in the matter. On the other hand, the Committee on Conferences (but not the Committee on the Reorganization of the Secretariat) has included the Governing Council of the United Nations Development Programme and the Committee for Programme and Co-ordination among the organs which should meet once a year, and the regional economic commissions, the Commission on Human Rights and the Sub-Commission on Prevention of Discrimination and Protection of Minorities among the bodies which should meet biennially (the Committee on the Reorganization of the Secretariat regards the last two bodies as possible exceptions to the biennial rule).

13. With regard to summary records, the Committee on the Reorganization of the Secretariat has recommended that their provision should be limited to the bodies listed in paragraph 137, sub-paragraph (d), of its report, it being understood that that list should be periodically reviewed. This list is shorter than the one recommended by the Committee on Conferences and excludes the following bodies: the Committee established under Security Council resolution 253 (1968); the United Nations Council for Namibia; the Peace Observation Commission; the *Ad Hoc* Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction (or its successor, if any); the United Nations Scientific Advisory Committee; the Scientific Committee on the Effects of Atomic Radiation; and the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa.

14. The Committee on the Reorganization of the Secretariat, in paragraph 137 of its report, has also made the following recommendations concerning documentation:

“(a) The Office of Conference Services should advise all Secretariat officials concerned with the advance planning for documentation for each conference or meeting on the standards for the most economical methods for documentation. The situation should also be discussed with the officers of the conference or meeting concerned.

“(b) In presenting the required documents of financial implications in the most economic and accurate manner, the Secretary-General should set forth possible alternative suggestions which may be less costly and commend their adoption.

“(c) No programme for documentation for conference or a meeting should be considered adopted:

“(i) In the case of subsidiary bodies, until it has been reviewed by the parent body;

“(ii) When funds are still to be approved, until has been considered in the normal budgetary review processes by the Secretary-General, the Advisory Committee on Administrative and Budgetary Questions and the General Assembly;

“(d) . . .

“(e) Only in truly exceptional cases should summary records be authorized for other bodies and then only on a case-by-case basis and for a limited period of time. Even then they should be allowed only when:

“(i) Concurred in by the Committee on Conferences after consultation with the Secretary-General and

“(ii) Subsequently approved by the General Assembly;

“(f) Summary records for special conferences should be approved only when the General Assembly has specifically considered each case on its own merits and then authorized them;

“(g) Greater efforts should be made to reduce the length of the summary records of the bodies listed in sub-paragraph (d) above;

“(h) Verbatim records should be limited to the plenary meetings of the General Assembly and the meetings of the First Committee and the Security Council;

“(i) Translation should be dispensed with in the process of establishing the final records of bodies whose official records are verbatim records.”

In addition, the Committee recommended the discontinuance of the present practice of providing verbatim records in provisional form to certain bodies which receive summary records as their official records; and the limitation of the number of copies supplied to Member States and other recipients.

15. The Committee on the Reorganization of the Secretariat has also made a number of procedural recommendations and—in paragraph 144 of its report—recommendations regarding supplements and annexes to the effect that:

“(a) The concept of supplements and annexes be eliminated;

“(b) Only the annual report of the Secretary-General, the reports of the three Councils and the International Court of Justice and the resolutions shall normally be printed;

“(c) All other reports and documents be issued internally from typescript except:

“(i) Where for technical reasons (such as large amounts of tabular material) it is the opinion of the Secretary-General that letter-press or other printing methods would be most advantageous; or

“(ii) The internal capacity of the United Nations must be supplemented by recourse to external printing;



“(d) Special treatment—single-space typing and photo-offset on better quality paper—be given to ‘important’ documents;

“(e) In connexion with sub-paragraph (d), self-identifying cover stock be used when the cost-use ratio warrants it;

“(f) After each session, check lists be prepared of the documents pertinent to each agenda item;

“(g) The reprinting of documents as annexes be discontinued.”

#### OBSERVATIONS AND RECOMMENDATIONS OF THE JOINT INSPECTION UNIT

16. The Advisory Committee has received from the Secretary-General a report on documentation prepared by the Joint Inspection Unit, together with the Secretary-General's observations thereon. A number of the inspectors' recommendations relate to points of detail and fall within the sphere of executive action. The Advisory Committee has been informed that it is the Secretary-General's intention to pursue action along the lines suggested by the inspectors. Similarly, the Publications Board will be asked by the Secretary-General to study carefully the recommendations which are addressed to it.

17. The inspectors have recommended that provision of summary records should be limited—save in truly exceptional cases—to a list of bodies parallel to that recommended by the Committee on the Reorganization of the Secretariat, except that the inspectors have also included in their list the sessions of the regional economic commissions.

18. Like the Committee on the Reorganization of the Secretariat, the inspectors have recommended that no United Nations organ or related body should be provided with both verbatim and summary records; and that verbatim records should be limited to the plenary meetings of the General Assembly, and to meetings of the First Committee and the Security Council; that the concept of supplements and annexes should be eliminated; and that a limitation should be imposed on the number of copies of documents supplied to Member States and other users.

19. The inspectors have also made the following recommendations which would require approval by the General Assembly, and which are not covered by the recommendations of the Committee on Conferences and the Committee on the Reorganization of the Secretariat:

“(a) Reports should constitute a carefully edited summary of deliberations, reflecting in a balanced fashion the views expressed and the decisions taken. In no circumstances should they contain any word-for-word reproduction of texts such as working papers, statements, quotations, draft resolutions or extracts from verbatim or summary records.

“(b) The practice of deciding that speeches or statements made by delegates should be reproduced *in extenso* for organs which do not use verbatim records should not be permitted. If a proposal for such reproduction is made, the delegation whose representative made the statement should be invited to circulate the complete text through its own facilities.”

20. The inspectors' recommendations include several which, if applied, would affect the agendas of sessions of the Economic and Social Council. The Advisory Committee has been informed that it would be the Secretary-General's intention to bring those recommendations to the attention of the Council at its next session.

#### OBSERVATIONS AND RECOMMENDATIONS OF THE ADVISORY COMMITTEE

21. Over the years, the Advisory Committee has repeatedly drawn the attention of the General Assembly to the problems connected with the proliferation of conferences and documentation. This concern has been echoed by the Secretary-General and has also been voiced by many delegations in the Fifth Committee. The Advisory Committee therefore welcomes the observations and recommendations made by the Committee on Conferences, the Committee on the Reorganization of the Secretariat and the Joint Inspection Unit, all of which are designed to enhance the efficiency of the United Nations and to lighten the financial and administrative burdens imposed upon the United Nations as a whole and on the Member States individually by the ever-increasing volume of conferences and documentation.

22. Of the recommendations before the Fifth Committee this year, those made by the Committee on the Reorganization of the Secretariat are the most comprehensive and far-reaching. The Secretary-General has informed the Advisory Committee that, in monetary terms, the proposed reduction in summary records can be estimated at \$325,000 a year (on the basis of the 1967 level, calculated at current prices); the proposal to discontinue recourse to translation in establishing final verbatim records can be estimated at \$400,000 a year; and the elimination of the concept of supplements and annexes can be estimated at \$100,000 a year in printing costs.

23. Consequently, the Advisory Committee is glad that in his note on the report of the Committee on the Reorganization of the Secretariat (A/7359, paras. 16 and 17), the Secretary-General has welcomed recommendations aimed at keeping the conference and documentation workload of the Secretariat to the minimum consistent with the essential needs of the Organization, and has supported the proposal by that Committee that the General Assembly should consider and decide on its recommendations. As the Secretary-General indicates, action in this general field has in the past normally taken such forms as urging restraint and calling upon subsidiary bodies to review their needs. These steps have produced some results, particularly this year, but the results have not been sufficient to turn the tide of increasing requirements, or even to stabilize the workload.

24. The Advisory Committee welcomes the fact that the three bodies whose reports it has considered have, broadly speaking, reached parallel conclusions and recommendations. This factor has facilitated its own analysis and should make it easier for the General Assembly to take a decision in the matter. At the same time the Advisory Committee realizes that the implementation of some of the recommendations would require changes in the rules of procedure and practices of both principal and subsidiary organs.

25. The Committee on Conferences has submitted in its report a draft resolution (see A/7361, para. 43)

which, if adopted by the General Assembly, would mean that 59 bodies would be requested to dispense with summary records for their meetings (see paragraph 7 above). While this would be a major step in the desired direction, the Advisory Committee feels that more can be achieved, even at this late stage in the twenty-third session of the General Assembly, if efforts are also made to implement the recommendations of the Committee on the Reorganization of the Secretariat.

26. The Advisory Committee would therefore recommend that the General Assembly take note of the report of the Committee on the Reorganization of the Secretariat and of the Secretary-General's comments thereon (A/7359), and that an additional operative paragraph be inserted at the end of the draft resolution recommended by the Committee on Conferences, as follows:

*"Considers that, notwithstanding anything contained in the present resolution, the recommendations on conferences and documentation made by the Committee on the Reorganization of the Secretariat in chapter VII of its report should be implemented at a very early date."*

27. In this connexion the Advisory Committee would draw attention to the recommendation made in paragraph 137, sub-paragraph (i), of the report of the Committee on the Reorganization of the Secretariat that "translation should be dispensed with in the process of establishing the final records of bodies whose official records are verbatim records". The implementation of this recommendation would result in an immediate substantial reduction in the workload of the Office of Conference Services and would elimi-

nate the considerable delays that have occurred in the production of the final records. The Advisory Committee notes that the adoption of the proposed procedure would mean that the official records would consist of the verbatim texts of the statements in their original languages and of the interpretation into other languages "after an editorial check of the text of the interpretation for any serious factual errors" (*ibid.*, annex, para. 139). In this connexion the Advisory Committee has noted that, in his separate opinion on this question, one of the members of the Committee while supporting the recommendation, entered the proviso that in the case of Russian the present method of translating verbatim records should be retained unchanged (*ibid.*, annex, appendix, paras. 26 and 27).

28. The Advisory Committee welcomes the recommendations made in paragraph 144 of the report of the Committee on the Reorganization of the Secretariat which, if implemented, would lead to considerable economies as regards supplements and annexes. The Advisory Committee has been informed that the Secretary-General intends to take appropriate action at an early date.

29. The Advisory Committee notes from paragraph 18 of the observations by the Secretary-General of the report of the Committee on the Reorganization of the Secretariat that he will report to the General Assembly at its twenty-fourth session on the implementation of the recommendations which fall within the sphere of executive action. The Advisory Committee would recommend that in the same document the Secretary-General should also report on the progress made by the various bodies concerned in implementing the recommendations that are addressed to them.

## DOCUMENT A/7475

### Report of the Fifth Committee

[Original text: English/Spanish]  
[20 December 1968]

1. The Fifth Committee considered agenda item 75 at its 1288th, 1290th, 1292nd and 1293rd meetings, held from 16 to 19 December 1968. For this purpose it had before it the report of the Committee on Conferences (A/7361), and a report of the Advisory Committee on Administrative and Budgetary Questions (A/7400) containing that Committee's observations and recommendations with regard to the report of the Committee on Conferences, as well as the report of the Committee on the Reorganization of the Secretariat (A/7359, annex), which included, in chapter VII, a number of recommendations dealing with conferences and documentation. The Fifth Committee also had before it a note by the Secretary-General (A/C.5/1175) on an integrated schedule of meetings of programme-formulating bodies.

2. In paragraph 43 of its report, the Committee on Conferences had submitted a draft resolution, which it recommended for adoption by the General Assembly and by which the Assembly would approve the calendar of conferences and meetings of the United Nations for 1969 contained in annex III to the report of the Committee on Conferences<sup>2</sup> as well as several other pro-

visions dealing with conferences and documentation. The Advisory Committee, in its report, had commented on those recommendations of the Committee on the Reorganization of the Secretariat which paralleled those of the Committee on Conferences, as well as certain additional recommendations which the former Committee had made in this general field. In paragraph 26 of its report, the Advisory Committee had recommended that an additional operative paragraph be inserted at the end of the draft resolution recommended by the Committee on Conferences, as follows

*"Considers that, notwithstanding anything contained in the present resolution, the recommendations on conferences and documentation made by the Committee on the Reorganization of the Secretariat in chapter VII of its report should be implemented at a very early date."*

3. At the 1290th meeting of the Fifth Committee on 17 December 1968, the representative of the United

<sup>2</sup> At the 1293rd meeting of the Fifth Committee, on 19 December 1968, the Chairman of the Committee on Conferences informed the Fifth Committee that the calendar referred to

reflected the situation as at 6 December 1968. A number of additional proposals for meetings had arisen in the course of the session since that date and had been examined by the Committee on Conferences. These had been included in the recommended calendar and would be included in an addendum—subsequently circulated as document A/7361/Add.1—to the schedule contained in the original report.

tes of America introduced a draft resolution (C.5/L.978), which read as follows:

*"The General Assembly,*

*"Having examined chapter VII of the report of the Committee on the reorganization of the Secretariat (A/7359, annex) dealing with conferences and documentation:*

"I

"CONFERENCES AND MEETINGS

"1. *Decides* that the total volume of the servicing requirements for conferences and meetings for the years 1970, 1971 and 1972 shall not exceed that of 1967;

"2. *Directs* the Committee on Conferences (provided it shall be in existence at these times), on the basis of suggestions submitted by the Secretary-General, to present to the General Assembly at its twenty-fourth, twenty-fifth and twenty-sixth sessions, respectively, a final calendar of conferences and meetings, within the above limitation, for 1970, 1971 and 1972, including such additional conferences or meetings as may be proposed during the respective sessions of the General Assembly;

"3. *Decides* that no body of the United Nations shall exceed the number of meetings approved in the calendar and requests all organs of the United Nations apart from the Security Council to hold meetings of the minimum number and length required and, if possible, below the provisions in the approved calendar;

"4. *Instructs* the Committee on Conferences, in establishing the proposed calendar, to take into account the need to space out the sessions of various subsidiary organs and interrelated organs in order to permit adequate preparation and study by the secretariat and by the delegations;

"5. *Directs* all organs of the United Nations holding more than one session a year to meet only once a year, except on occasions when there are overriding considerations;

"6. *Requests* the Economic and Social Council to decide that all its functional commissions, with the possible exception of the Commission on Human Rights and its Sub-Commission on the Prevention of Discrimination and Protection of Minorities, shall meet once every two years;

"7. *Decides* that from 1 September to the end of the year, and apart from the Security Council, no meetings shall be scheduled at Headquarters except for the General Assembly, its Main Committees, the General Committee, the Credentials Committee, the resumed session of the Economic and Social Council, the Advisory Committee on Administrative and Budgetary Questions, the Committee on Contributions and the Committee on Conferences;

"II

"DOCUMENTATION AND RECORDS

"1. *Decides* that no programmes for documentation for a conference or a meeting shall be considered adopted:

"(a) In the case of subsidiary bodies, until it has been reviewed by the parent body;

"(b) When funds must still be approved, until it has been considered in the normal budgetary review processes by the Secretary-General, by the Advisory Committee on Administrative and Budgetary Questions and by the General Assembly;

"2. *Decides* to limit the provision of summary records to the following bodies:

"(a) Main Committees of the General Assembly; the General Committee and its Credentials Committee;

"(b) Economic and Social Council (plenary meetings only);

"(c) Trusteeship Council (plenary meetings only);

"(d) Trade and Development Board (plenary meetings only);

"(e) Industrial Development Board (plenary meetings only);

"(f) Governing Council of United Nations Development Programme;

"(g) Executive Board of the United Nations Children's Fund;

"(h) Special Committee on Peace-keeping Operations;

"(i) Committee on the Peaceful Uses of Outer Space (main committee only);

"(j) International Law Commission;

"(k) United Nations Commission on International Trade Law;

"(l) Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (plenary meetings only);

"(m) Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States;

"(n) Special Committee on the Question of Defining Aggression;

subject to periodic review, it being recognized that the principal organs will always retain summary records;

"3. *Decides* that only in truly exceptional cases shall summary records be authorized for other bodies, and then only on a case-by-case basis for a limited period of time when such provision has been:

"(a) Concurred in by the Committee on Conferences, after consultation with the Secretary-General; and

"(b) Approved by the General Assembly;

"4. *Decides* that summary records for special conferences shall be approved only when the General Assembly has specifically considered each case on its own merits and then authorized them;

"5. *Decides* that:

"(a) Written verbatim records as official records shall be limited to the plenary meetings of the General Assembly and meetings of the First Committee and the Security Council;

"(b) Translation shall be dispensed with in the process of establishing the final *Official Records* of the above bodies; for this purpose the interpretations included in the provisional records will be used after having been altered as necessary to reflect corrections received from delegations, and checked for factual accuracy;

“(c) No United Nations organ shall be provided with both summary and verbatim records unless the General Assembly so decides;

“6. *Approves* the recommendation regarding supplements and annexes contained in paragraph 144 of the report of the Committee on the Reorganization of the Secretariat (A/7359, annex).”

Subsequently, at the 1292nd meeting of the Fifth Committee, the representative of the United States of America indicated that his delegation would not insist on a vote on its draft resolution on the understanding that it would appear in the records of the Fifth Committee.

4. The report of the Committee on Conferences (A/7361) became available to the Fifth Committee a few days before the conclusion of its work. Most of the speakers on this item focused their attention on that report and the draft resolution contained in paragraph 43 thereof. A number of delegations pointed out that the Fifth Committee had not considered and debated in detail the recommendations on conferences and documentation made by the Committee on the Reorganization of the Secretariat in chapter VII of its report (A/7359, annex), nor the related recommendations of the Joint Inspection Unit. The consideration by the Fifth Committee of this item is reflected in the summary records of the meetings mentioned in paragraph 1 above. In the course of those meetings, oral proposals were made by several representatives, but subsequently withdrawn.

5. At the 1293rd meeting, on 19 December 1968, the representative of Pakistan, after due consultation with other interested delegations, submitted amendments (A/C.5/L.983) to the draft resolution of the Committee on Conferences. These amendments read as follows:

(a) *Operative paragraph 3*

Insert the words “sub-paragraphs (a), (b), (c), (d), (e), and (g) of” before the words “paragraph 24 of the report”.

(b) *Operative paragraph 3*

Replace the words “and simultaneously to the Committee on Conferences as early as possible in 1969, and preferably not later than 31 August 1969” by the following phrase: “so as to enable them to make their decisions available to the Committee on Conferences in time for the latter to present its relevant conclusions to the General Assembly at its twenty-fourth session”.

(c) *Operative paragraph 4*

Delete the part of the paragraph beginning with the words “in the sense of”.

(d) *Operative paragraph 5*

Delete the following phrase: “and moreover, that such proposals made outside the regular session of the Assembly will be subject to the concurrence of the Committee on Conferences”.

(e) *Operative paragraph 6*

Delete this paragraph.

(f) *Operative paragraph 9*

Delete this paragraph.

(g) *Operative paragraph 12*

Delete the phrase “other than those listed paragraph 35 of the report of the Committee on Conferences”, replace the words “to dispense with” by the words “to consider dispensing with” and add at the end of the paragraph the following text: “and to report to their parent organs, as appropriate so as to enable them to make their decisions available to the Committee on Conferences in time for the latter to present its relevant conclusion to the General Assembly at its twenty-fourth session”.

6. The Chairman of the Committee on Conferences then announced the revisions agreed upon after consultations concerning the draft resolution of the Committee (for the text, as revised, see the draft resolution recommended by the Fifth Committee appearing in paragraph 9 below, with the exclusion of paragraph 13).

7. Several delegations mentioned, both before and after the vote on the draft resolution, that the draft paragraph proposed for inclusion by the Advisory Committee could not properly be considered for action until the Fifth Committee and the Advisory Committee had had an adequate opportunity to discuss the relevant chapter of the report of the Committee on the Reorganization of the Secretariat. Some delegations also raised the point that the Advisory Committee report made mention (A/7400, para. 16) of a report on documentation prepared by the Joint Inspection Unit which the Fifth Committee had not had an opportunity to study.

8. The Committee first voted on the amendment to the draft resolution recommended by the Advisory Committee (*ibid.*, para. 26). The Committee, 44 votes to 8, with 14 abstentions, adopted the additional operative paragraph which became paragraph 2 of the draft. The Committee then adopted, by 63 votes to 2, with 3 abstentions, the revised draft resolution as amended (see para. 9 below).

### **Recommendation of the Fifth Committee**

9. The Fifth Committee therefore recommends to the General Assembly the adoption of the following draft resolution:

#### PATTERN OF CONFERENCES

##### *The General Assembly,*

*Recalling* its resolutions 1202 (XII) of 13 December 1957, 1851 (XVII) of 19 December 1962, 1951 (XVIII) of 17 December 1963, 2116 (XX) of 21 December 1965, 2239 (XXI) of 20 December 1966 and 2361 (XXII) of 19 December 1967,

1. *Takes note* of the report of the Committee on Conferences (A/7361);

2. *Approves* the calendar of conferences and meetings of the United Nations for 1969 contained in annex III of the report of the Committee on Conferences;

3. *Approves further* the recommendations regarding the pattern of recurrent conferences and meetings contained in paragraph 24 of the report of the Committee on Conferences and in this connexion requests the United Nations bodies, committees and commissions concerned to review their meetings programme

d to report to their parent organs so as to enable them to make their decisions available to the Committee on Conferences in time for the latter to present relevant conclusions to the General Assembly at twenty-fourth session;

4. *Decides* that no meetings not covered by the calendar for 1969 shall be convened, except for an emergency meeting;

5. *Decides further* that, in accordance with the provisions of General Assembly resolution 2239 (XXI), proposals for new conferences and meetings made during the regular session of the General Assembly shall be subject to the recommendations of the Committee on Conferences and to final approval by the Assembly and that proposals made outside the regular session for changes in the approval calendar will also be subject to the recommendations of the Committee on Conferences;

6. *Reaffirms*, for application in 1969, the general principle that in drawing up the schedule of conferences and meetings for future years United Nations bodies shall plan to meet at their respective established headquarters, with the following exceptions:

(a) The Governing Council of the United Nations Development Programme may, in accordance with its rules of procedure, hold one of its sessions at the United Nations Office at Geneva;

(b) The sessions of the International Law Commission shall be held at Geneva;

(c) The sessions of the United Nations Commission on International Trade Law may be held, subject to the provision of paragraph 6 of General Assembly resolution 2205 (XXI) of 17 December 1966, alternately at Headquarters in New York and at Geneva;

(d) The United Nations Scientific Committee on the Effects of Atomic Radiation, as well as the Scientific and Technical Sub-Committee and the Legal Sub-Committee of the Committee on the Peaceful Uses of Outer Space, may meet at Geneva if the exigencies of their work so require;

(e) The regular summer session of the Economic and Social Council may be held at Geneva provided that the closing date falls at least six weeks before the opening of the regular session of the General Assembly;

(f) One Headquarters-based functional commission of the Economic and Social Council, to be determined by the Council, may meet at Geneva during the period from January to April;

(g) Sessions of not more than three other Headquarters-based functional commissions or committees of the Economic and Social Council may, by decision of the Council taken after consultation with the Secretary-General, be held at Geneva during the period from September to December without overlap;

(h) In addition, a session of the Commission on Narcotic Drugs may, in exceptional circumstances and on the decision of the Economic and Social Council taken after consultation with the Secretary-General, be held at Headquarters in New York; in that event, one other functional commission or committee may meet at Geneva in its place;

(i) The regular sessions of the Economic Commission for Asia and the Far East, the Economic

Commission for Latin America and the Economic Commission for Africa, as well as meetings of their subsidiary bodies, may be held away from their headquarters when the commission concerned so decides, subject, in the case of regular sessions of the commissions, to the approval of the Economic and Social Council and of the General Assembly;

7. *Confirms* that bodies not mentioned in paragraph 6 above may hold sessions away from their established headquarters when a Government issuing an invitation for a session to be held within its territory has agreed to defray, after consultation with the Secretary-General as to their nature and possible extent, the actual additional costs directly or indirectly involved;

8. *Decides* that, as a general rule, not more than one major special conference shall be scheduled in any one year;

9. *Urges* all organs and subsidiary bodies of the United Nations to plan their future conferences and meetings in accordance with the following recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies:

“(i) Priorities should be established for fixing the areas and programmes of meetings and conferences on a long-term basis;

“(ii) The availability of human and physical resources necessary for servicing conferences should be determined and taken into account;

“(iii) The financial ability of the organizations and of member States to meet the requirements necessary to hold conferences should be determined and taken into account;

“(iv) An adequate interval of time should be allowed between conferences of the same body or of similar nature;”<sup>3</sup>

10. *Endorses* Economic and Social Council resolution 1379 (XLV) of 2 August 1968 and, in particular, paragraph 2 of that resolution, in which the Council requested those of its subsidiary organs which have not yet done so, to consider at their next sessions dispensing with summary records for their meetings and for those of their own subsidiary bodies in the future and in this connexion called to their attention the decision taken by the Commission on Narcotic Drugs to replace summary records by shorter minutes, while reserving the right to ask for a summary record in respect of any discussion which required exceptional treatment;

11. *Requests* all organs other than those listed in paragraph 35 of the report of the Committee on Conferences (A/7361) to consider, in response to General Assembly resolution 2292 (XXII) of 8 December 1967, dispensing with summary records for their meetings and to report to their parent organs as appropriate, so as to enable them to make their decisions available to the Committee on Conferences in time for the latter to present its relevant conclusion to the Assembly at its twenty-fourth session;

<sup>3</sup> *Official Records of the General Assembly, Twenty-first Session, Annexes, agenda item 80, document A/6343, para. 104 (k).*

12. *Requests* the Committee on Conferences to submit to the General Assembly at its twenty-fourth session, bearing in mind particularly the results of the reviews envisaged in paragraph 3 above, recommendations relating to the pattern of conferences for the years 1970, 1971 and 1972;

13. *Considers* that, notwithstanding anything contained in the present resolution, the recommendations on conferences and documentation made by the Committee on the Reorganization of the Secretariat chapter VII of its report (A/7359, annex) should be implemented at a very early date.

### ACTION TAKEN BY THE GENERAL ASSEMBLY

At its 1752nd plenary meeting, on 21 December 1968, the General Assembly, by a vote of 86 to 9, with 24 abstentions, adopted an amendment (A/L.565) to delete operative paragraph 13 of the draft resolution submitted by the Fifth Committee (A/7475, para. 9). It then, by a vote of 119 to none, adopted the draft resolution, as amended. For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2478 (XXIII).

### CHECK LIST OF DOCUMENTS

NOTE. This check list includes the documents mentioned during the consideration of agenda item 75 which are not reproduced in the present fascicle.

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/7359	Note by the Secretary-General transmitting the report of the Committee on the Reorganization of the Secretariat	<i>Official Records of the General Assembly, Twenty-third Session, Annexes</i> , addendum to agenda item 75
A/7361	Report of the Committee on Conferences	<i>Ibid.</i> , Twenty-third Session, agenda item 75 (issued separately)
A/7361/Add.1	Addendum to the report of the Committee on Conferences	<i>Ibid.</i>
A/C.5/1175	United Nations regular budget: integrated schedule of meetings of programme-formulating bodies—Note by the Secretary-General	<i>Ibid.</i> , Twenty-third Session, Annexes, agenda item 75
A/C.5/L.978	United States of America: draft resolution	See A/7475, para. 3
A/C.5/L.979	Draft report of the Fifth Committee	For the text of this document as amended by the Fifth Committee at its 1295th and 1296th meetings, see A/7475, para. 5
A/C.5/L.983	Pakistan: amendments to the draft resolution submitted by the Committee on Conferences (A/7361, para. 43)	See A/7475, para. 5
A/C.5/L.987	Text proposed for insertion in the draft report of the Fifth Committee	See A/C.5/SR.1295, para. 2
A/L.565	Algeria, Barbados, Brazil, Cameroon, Cyprus, Ethiopia, Ghana, India, Iran, Jamaica, Liberia, Libya, Pakistan, Philippines, Somalia, Sudan, Syria, Togo, Trinidad and Tobago, Tunisia, Uganda, United Arab Republic, United Republic of Tanzania, Upper Volta, Yugoslavia, Zambia: amendment to delete operative paragraph 13 of the draft resolution submitted by the Fifth Committee (A/7475, para. 9)	Mimeographed



Agenda item 76:\* Appointments to fill vacancies in the membership of subsidiary bodies of the General Assembly:\*\*

- (a) Advisory Committee on Administrative and Budgetary Questions;
- (b) Committee on Contributions;
- (c) Board of Auditors;
- (d) United Nations Administrative Tribunal

**CONTENTS**

Document No.	Title	Page
<b>) Advisory Committee on Administrative and Budgetary Questions</b>		
A/7151	Note by the Secretary-General	1
A/C.5/1192	Note by the Secretary-General	2
A/7311	Report of the Fifth Committee	2
<b>) Committee on Contributions</b>		
A/7152	Note by the Secretary-General	3
A/C.5/1172 and Add.1 and 2	Note by the Secretary-General	4
A/C.5/1180	Note by the Secretary-General	4
* * *		
A/7312 and Add.1 and 2	Report of the Fifth Committee	4
<b>) Board of Auditors</b>		
A/7153	Note by the Secretary-General	6
A/C.5/1173	Note by the Secretary-General	6
A/7313	Report of the Fifth Committee	7
<b>) United Nations Administrative Tribunal</b>		
A/7154	Note by the Secretary-General	7
A/C.5/1181	Note by the Secretary-General	8
A/7314	Report of the Fifth Committee	8
<b>Decision taken by the General Assembly</b>		
		8

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Fifth Committee*, 12nd, 1245th, 1247th, 1269th, 1270th and 1278th meetings; and *ibid., Plenary Meetings*, 1709th and 1752nd meetings.

\*\* Since 1962, this question has been discussed by the General Assembly at the following sessions: seventeenth session (agenda item 66), eighteenth session (agenda item 61), nineteenth session (annex No. 17), twentieth session (agenda item 79), twenty-first session (agenda item 76), twenty-second session (agenda item 76).

**(a) Advisory Committee on Administrative and Budgetary Questions**

**DOCUMENT A/7151**

**Note by the Secretary-General**

[Original text: English]  
[26 July 1968]

1. The rules of procedure of the General Assembly provide:

*“Rule 156*

“The General Assembly shall appoint an Advisory Committee on Administrative and Budgetary Questions (hereinafter called the “Advisory Committee”), with a membership of twelve, including at least three financial experts of recognized standing.

*“Rule 157*

“The members of the Advisory Committee, no two of whom shall be nationals of the same State, shall be selected on the basis of broad geographical representation, personal qualifications and experience, and shall serve for three years corresponding to three financial years, as defined in the regulations for the financial administration of the United Nations. Mem-

bers shall retire by rotation and shall be eligible for reappointment. The three financial experts shall not retire simultaneously. The General Assembly shall appoint the members of the Advisory Committee at the regular session immediately preceding the expiration of the term of office of the members, or, in case of vacancies, at the next session.”

2. The present membership of the Committee is as follows:

Mr. Jan P. Bannier (Netherlands);  
 Mr. Abdou Ciss (Senegal);  
 Mr. Paulo Lopes Corrêa (Brazil);  
 Mr. André Ganem (France);  
 Mr. Pedro Olarte (Colombia);  
 Mr. John I. M. Rhodes (United Kingdom of Great Britain and Northern Ireland);  
 Mr. Mohamed Riad (United Arab Republic);  
 Mr. E. Olu Sanu (Nigeria);  
 Mr. Dragos Serbanescu (Romania);  
 Mr. Shilendra K. Singh (India);

Mr. V. F. Ulanchev (Union of Soviet Socialist Republics);

Mr. Wilbur H. Ziehl (United States of America).

3. At its twentieth session, the General Assembly by its resolution 2013 B (XX), of 13 December 1966 appointed Mr. Ciss, Mr. Ganem and Mr. Singh for three-year terms beginning on 1 January 1967. Mr. Rhodes was appointed by the General Assembly at its twenty-first session under the terms of resolution 2135 A (XXI), of 30 September 1966, for the period 1 October 1966 to 31 December 1968. Since the term of office of these members of the Committee are due to expire on 31 December 1968, it will be necessary for the General Assembly, at its twenty-third session to appoint four persons to fill the resulting vacancies. The members so appointed will serve for a period of three years beginning on 1 January 1969.

4. At previous sessions, the Fifth Committee, after a secret ballot, submitted to the General Assembly a draft resolution containing the names of the persons recommended for appointment. It is suggested that a similar procedure be followed at the twenty-third session.

## DOCUMENT A/C.5/1192

### Note by the Secretary-General

[Original text: English]  
 [19 November 1968]

1. As indicated in document A/7151, it will be necessary for the General Assembly, during the twenty-third session, to appoint four persons to fill vacancies in the membership of the Advisory Committee on Administrative and Budgetary Questions resulting from the expiration on 31 December 1968 of the terms of office of Mr. A. Ciss, Mr. A. Ganem, Mr. J. I. M. Rhodes and Mr. S. K. Singh.

2. Mr. Ganem, Mr. Rhodes and Mr. Singh have been nominated by their respective Governments for reappointment to the Advisory Committee, and nominations for appointment from their respective Governments have been received in respect of Mr. Mohsen S. Esfandiary (Iran), Mr. Salim A. Saleem (Iraq), and Mr. Waldo Emerson Waldron-Ramsey (United Republic of Tanzania).

[Biographical information on the candidates appeared in the mimeographed version of this document.]

## DOCUMENT A/7311

### Report of the Fifth Committee

[Original text: English/Spanish]  
 [9 December 1968]

1. At its 1269th meeting, held on 27 November 1968, the Fifth Committee considered a note by the Secretary-General (A/7151) concerning the vacancies which would occur in the membership of the Advisory Committee on Administrative and Budgetary Questions as a result of the expiration of the terms of office of four of its members on 31 December 1968.

2. The members of the Fifth Committee were invited to suggest the names of persons who might be recommended to the General Assembly for appointment to the Advisory Committee in accordance with the provisions of rules 156 and 157 of the rules of procedure of the General Assembly. The names of six

candidates were submitted for the consideration of the Committee (see A/C.5/1192).

3. The Fifth Committee voted by secret ballot on its recommendations to the General Assembly. The result of the voting was as follows:

Number of ballot papers:	105
Invalid ballots:	1
Number of valid ballots:	104
Abstentions:	0
Number of members voting:	104
Required majority:	53



*Number of votes obtained:*

Mr. André Ganem . . . . .	87
Mr. John I. M. Rhodes . . . . .	82
Mr. Mohsen S. Esfandiary . . . . .	73

ie three other candidates received 52, 46 and 33 votes, respectively. One other person received 2 votes and two other persons received 1 vote each.

4. Since no other person received the required majority to fill the fourth vacancy, the Committee, in accordance with rule 96 of the rules of procedure of the General Assembly, proceeded to a second ballot, restricted to the two candidates who had received the most votes in the previous ballot. The result of the second ballot was as follows:

<i>Number of ballot papers:</i>	104
<i>Invalid ballots:</i>	5
<i>Number of valid ballots:</i>	99
<i>Abstentions:</i>	0
<i>Number of members voting:</i>	99
<i>Required majority:</i>	50

*Number of votes obtained:*

Mr. Salim A. Saleem . . . . .	54
-------------------------------	----

The other candidate received 45 votes.

5. Mr. Esfandiary (Iran), Mr. Ganem (France) and Mr. Rhodes (United Kingdom of Great Britain and Northern Ireland) having received the required majority as a result of the first ballot, and Mr. Saleem (Iraq), having received the required majority as a result of the second ballot, were declared recommended for appointment as members of the Advisory Committee for a three-year term beginning on 1 January 1969.

**Recommendation of the Fifth Committee**

6. The Fifth Committee therefore recommends to the General Assembly the adoption of the following draft resolution:

APPOINTMENTS TO FILL VACANCIES IN THE ADVISORY COMMITTEE ON ADMINISTRATIVE AND BUDGETARY QUESTIONS

[Text adopted without change by the General Assembly. See "Action taken by the General Assembly" below.]

**(b) Committee on Contributions****DOCUMENT A/7152****Note by the Secretary-General**

[Original text: English]  
[26 July 1968]

1. The rules of procedure of the General Assembly provide:

*"Rule 159*

"The General Assembly shall appoint an expert Committee on Contributions, consisting of ten members.

*"Rule 160*

"The members of the Committee on Contributions, no two of whom shall be nationals of the same State, shall be selected on the basis of broad geographical representation, personal qualifications and experience, and shall serve for a period of three years corresponding to three financial years, as defined in the regulations for the financial administration of the United Nations. Members shall retire by rotation and shall be eligible for reappointment. The General Assembly shall appoint the members of the Committee on Contributions at the regular session immediately preceding the expiration of the term of office of the members, or, in case of vacancies, at the next session."

2. The present membership of the Committee is as follows:

- Mr. Amjad Ali (Pakistan);
- Mr. Thomas H. Bennett (Canada);
- Mr. Raymond T. Bowman (United States of America);
- Mr. Jorge Pablo Fernandini (Peru);
- Mr. F. Nouredin Kia (Iran);

Mr. Evgeny Nikolaevich Makeev (Union of Soviet Socialist Republics);

Mr. Stanislaw Raczkowski (Poland);

Mr. John I. M. Rhodes (United Kingdom of Great Britain and Northern Ireland);

Mr. David Silveira da Mota (Brazil);

Mr. Maurice Viaud (France).

3. At its twentieth session the General Assembly, by its resolution 2014 A (XX), of 27 October 1965, appointed Mr. Silveira da Mota for a three-year term beginning on 1 January 1966. At its twenty-first session the Assembly, by its resolution 2140 A (XXI), of 26 October 1966, appointed Mr. Rhodes for a period ending on 31 December 1968. At its twenty-second session the Assembly, by its resolution 2266 A (XXII), of 16 November 1967, appointed Mr. Bennett for a period ending on 31 December 1968. Since the terms of these members of the Committee expire on 31 December 1968, it will be necessary for the General Assembly, at its twenty-third session, to appoint three persons to fill the resulting vacancies. The members so appointed will serve for a period of three years, beginning on 1 January 1969.

4. At previous sessions, the Fifth Committee, after a secret ballot, submitted to the General Assembly a draft resolution containing the names of the persons recommended for appointment. It is suggested that a similar procedure be followed at the twenty-third session.

**DOCUMENTS A/C.5/1172 AND ADD.1 AND 2****Note by the Secretary-General****DOCUMENT A/C.5/1172**

[Original text: English]  
[10 October 1968]

1. As indicated in document A/7152, three vacancies will arise in the membership of the Committee on Contributions as a result of the expiration on 31 December 1968 of the terms of office of Mr. Thomas H. Bennett (Canada), Mr. John I. M. Rhodes (United Kingdom of Great Britain and Northern Ireland) and Mr. David Silveira da Mota (Brazil).

2. Mr. Rhodes and Mr. Silveira da Mota have been proposed for re-election, and Mr. Ernest A. Oestreicher (Canada) and Mr. Abele Zodda (Italy) have been nominated for a period of three years beginning on 1 January 1969.

[Biographical information on the candidates appeared in the mimeographed version of this document.]

**DOCUMENT A/C.5/1172/ADD.1**

[Original text: English]  
[30 October 1968]

By a *note verbale* dated 29 October 1968, the Permanent Representative of Canada to the United Nations advised the Secretary-General that the Government of

Canada has decided to withdraw the candidature of Mr. E. A. Oestreicher for appointment to the membership of the Committee on Contributions.

**DOCUMENT A/C.5/1172/ADD.2**

[Original text: English/French]  
[29 November 1968]

1. By resolution 2390 (XXIII), of 25 November 1968, the General Assembly decided to enlarge the membership of the Committee on Contributions accordingly to amend rule 159 of its rules of procedure to allow for the membership of that Committee to consist of twelve members, an increase of two. The increase in membership was approved specifically to provide for the appointment of two experts from African Member States.

2. Nominations have now been received from the respective Governments in respect of Mr. Fakhreddi Mohamed (Sudan) and M. Théodore Idzumbi (Democratic Republic of the Congo), for appointment to the Committee on Contributions for a term of office of three years, beginning on 1 January 1969.

[Biographical information on the candidates appeared in the mimeographed version of this document.]

**DOCUMENT A/C.5/1180****Note by the Secretary-General**

[Original text: English/Russian]  
[25 October 1968]

1. The General Assembly, by resolution 2140 B (XXI), of 25 November 1966, appointed Mr. Evgeny Nikolaevich Makeev as a member of the Committee on Contributions for a three-year term beginning on 1 January 1967.

2. Mr. Makeev has tendered his resignation from the Committee, to be effective from 7 October 1968, and it will therefore be necessary for the General Assembly to appoint a person to fill the resulting vacancy for the unexpired portion of Mr. Makeev's term, that is, until 31 December 1969.

3. Mr. V. Zakharov (Union of Soviet Socialist Republics) has been proposed for appointment to fill the vacancy.

[Biographical information on the candidate appeared in the mimeographed version of this document.]

\*  
\* \* \*

**DOCUMENTS A/7312 AND ADD.1 AND 2****Report of the Fifth Committee****DOCUMENT A/7312**

[Original text: Spanish]  
[30 October 1968]

1. At its 1245th meeting, held on 29 October 1968, the Fifth Committee considered a note by the Secretary-General (A/C.5/1180) announcing the resignation, effective 7 October 1968, of Mr. Evgeny Nikolaevich

Makeev as a member of the Committee on Contributions.

2. The members of the Fifth Committee had been invited to submit the name of a person who might be recommended to the General Assembly for appointment to the Committee on Contributions in accordance with the provisions of rule 160 of the rules of procedure of the General Assembly. Mr. V. Zakharov was

proposed for election to fill the vacancy resulting from Mr. Makeev's resignation.

3. The Committee voted by secret ballot to decide on its recommendation to the General Assembly. The result of the ballot was as follows:

<i>Number of ballot papers:</i>	83
<i>Invalid ballots:</i>	0
<i>Number of valid ballots:</i>	83
<i>Abstentions:</i>	9
<i>Number of members voting:</i>	74
<i>Required majority:</i>	38
<i>Number of votes obtained:</i>	
Mr. A. V. Zakharov	72

Two other persons received one vote each.

4. Mr. Zakharov (Union of Soviet Socialist Republics), having received the required majority, was declared recommended for appointment as a member of the Committee on Contributions for the unexpired portion of Mr. Makeev's term of office, that is, for the period ending on 31 December 1969.

**Recommendation of the Fifth Committee**

5. The Fifth Committee, therefore, recommends to the General Assembly the adoption of the following draft resolution:

**APPOINTMENT TO FILL A VACANCY IN THE MEMBERSHIP OF THE COMMITTEE ON CONTRIBUTIONS**

[Text adopted without change by the General Assembly. See "Action taken by the General Assembly" below.]

**DOCUMENT A/7312/ADD.1**

[Original text: English/Spanish]  
[9 December 1968]

1. At its 1270th meeting, held on 29 November 1968, the Fifth Committee considered a note by the Secretary-General (A/7152) concerning the vacancies which could occur in the membership of the Committee on Contributions as a result of the expiration of the terms of office of three of its members on 31 December 1968.

2. The members of the Fifth Committee had been invited to suggest the names of persons who might be recommended to the General Assembly for appointment to the Committee on Contributions in accordance with the provisions of rules 159 and 160 of the rules of procedure of the General Assembly. Four names were put forward (see A/C.5/1172), one of which was subsequently withdrawn (see A/C.5/1172/Add.1).

3. The Fifth Committee voted by secret ballot to decide on its recommendations. The result of the voting was as follows:

<i>Number of ballot papers:</i>	88
<i>Invalid ballots:</i>	0
<i>Number of valid ballots:</i>	88
<i>Abstentions:</i>	0
<i>Number of members voting:</i>	88
<i>Required majority:</i>	45

*Number of votes obtained:*

Mr. John I. M. Rhodes	83
Mr. Abele Zodda	81
Mr. David Silveira da Mota	80

Two other persons received 4 votes and 2 votes, respectively.

4. Mr. Rhodes (United Kingdom of Great Britain and Northern Ireland), Mr. Silveira da Mota (Brazil) and Mr. Zodda (Italy), having received the required majority, were declared recommended for appointment as members of the Committee on Contributions for a three-year term beginning on 1 January 1969.

**Recommendation of the Fifth Committee**

5. The Fifth Committee therefore recommends to the General Assembly the adoption of the following draft resolution:

**APPOINTMENTS TO FILL VACANCIES IN THE COMMITTEE ON CONTRIBUTIONS**

[Text adopted without change by the General Assembly. See "Action taken by the General Assembly" below.]

**DOCUMENT A/7312/ADD.2**

[Original text: English/Spanish]  
[12 December 1968]

1. At its 1278th meeting, held on 9 December 1968, the Fifth Committee considered a note by the Secretary-General (A/C.5/1172/Add.2) concerning the two vacancies resulting from the decision of the General Assembly, in its resolution 2390 (XXIII) of 25 November 1968, to amend rule 159 of its rules of procedure and to enlarge the membership of the Committee on Contributions, specifically to provide for the addition of two experts from African Member States.

2. The members of the Fifth Committee had been invited to suggest the names of persons who might be recommended to the General Assembly for appointment to the Committee on Contributions in accordance with the provisions of rules 159 and 160 of the rules of procedure of the General Assembly. Two persons were nominated in respect of the above-mentioned vacancies (see A/C.5/1172/Add.2).

3. The Committee voted by secret ballot to decide upon its recommendation. The result of the voting was as follows:

<i>Number of ballot papers:</i>	84
<i>Invalid ballots:</i>	0
<i>Number of valid ballots:</i>	84
<i>Abstentions:</i>	0
<i>Number of members voting:</i>	84
<i>Required majority:</i>	43
<i>Number of votes obtained:</i>	
Mr. Fakhreddine Mohamed	81
Mr. Théodore Idzumbuir	81

One other person received 1 vote.

4. Mr. Fakhreddine (Sudan) and Mr. Idzumbuir (Democratic Republic of the Congo), having received the required majority, were declared recommended for appointment as members of the Committee on Contributions for a three-year term beginning on 1 January 1969.

**Recommendation of the Fifth Committee**

5. The Fifth Committee therefore recommends to the General Assembly the adoption of the following draft resolution:

APPOINTMENTS TO FILL VACANCIES IN THE MEMBERSHIP OF THE COMMITTEE ON CONTRIBUTIONS

[Text adopted without change by the General Assembly. See "Action taken by the General Assembly below.]

**(c) Board of Auditors****DOCUMENT A/7153\*****Note by the Secretary-General**

[Original text: English]  
[26 July 1968]

1. Resolution 74 (I), adopted by the General Assembly on 7 December 1946, provides:

"That in 1947 and every year thereafter, the General Assembly at its regular session shall appoint an Auditor to take office from 1 July of the following year and to serve for a period of three years."

2. The present membership of the Board of Auditors is as follows:

The Auditor-General (or officer holding the equivalent title) of Canada;

The Auditor-General (or officer holding the equivalent title) of Colombia;

The Auditor-General (or officer holding the equivalent title) of Pakistan.

3. The Auditor-General of Colombia was appointed to the Board by the General Assembly at its twentieth session (resolution 2015 (XX), of 27 October 1965) for a three-year term which expires on 30 June 1969. Thus the General Assembly will be required at its twenty-third session to fill the resulting vacancy by appointment, as a member of the Board, of the Auditor-General (or officer holding the equivalent title) of a Member State. The Auditor thus appointed will serve for a period of three years beginning on 1 July 1969.

4. The present external audit arrangements involve the provision of technical staff by the members of the

Board of Auditors from their respective national authorities for the performance of the examination of their accounts. The audit assignments are based upon the allocation of work made by the members with the concurrence of the Advisory Committee on Administrative and Budgetary Questions. Under the current division of audit assignments, the Auditor-General of Colombia provides the staff for the audit of the United Nations Joint Staff Pension Fund, the United Nations Children's Fund, the UNICEF Greeting Card Fund, the United Nations Institute for Training and Research, the United Nations Emergency Force, the Economic Commission for Latin America and the United Nations Council for Namibia. The audit of these accounts has required the assignment of a directing external auditor and four auditors. In this regard, the Colombian audit team has established an office at United Nations Headquarters for the conduct of these audits on a full-time basis. Additionally, it has been necessary for the Auditor-General of Colombia to devote approximately six weeks of his time each year in connexion with the audit assignments, attendance at the annual meetings of the Board and the meetings of the Panel of External Auditors.

5. At previous sessions, a draft resolution including the name of a Member State whose Auditor-General (or officer holding the equivalent title) had been recommended for appointment was submitted by the Fifth Committee to the General Assembly. It is suggested that a similar procedure be followed at the twenty-third session.

\* Incorporating document A/7153/Corr.1, of 29 July 1968.

**DOCUMENT A/C.5/1173****Note by the Secretary-General**

[Original text: English]  
[9 October 1968]

1. As indicated in document A/7153, a vacancy will arise on the Board of Auditors as a result of the expiration on 30 June 1969 of the term of office of the Auditor-General of Colombia.

2. The Government of Colombia has proposed the Auditor-General of Colombia for re-election as a member of the Board of Auditors.

## DOCUMENT A/7313

## Report of the Fifth Committee

[Original text: English/Spanish]  
[9 December 1968]

1. At its 1242nd meeting, held on 25 October 1968, the Fifth Committee considered a note by the Secretary-General (A/7153) concerning the vacancy in the membership of the Board of Auditors which would occur as a result of the expiration of the term of office of one of its members on 30 June 1969.

2. The members of the Fifth Committee were invited to make suggestions in regard to the Member State whose Auditor-General (or officer holding the equivalent title) might be recommended to the General Assembly for appointment as a member of the Board of Auditors. The Government of Colombia presented the candidature of its Auditor-General for this position (see A/C.5/1173).

3. The Fifth Committee voted by secret ballot to decide on its recommendations. The result of the voting was as follows:

Number of ballot papers:	87
Invalid ballots:	0
Number of valid ballots:	87
Abstentions:	2

Number of members voting: 85  
Required majority: 43

Number of votes obtained:

The Auditor-General of Colombia . . . 85

4. The Auditor-General of Colombia, having received the required majority, was declared recommended for appointment as a member of the Board of Auditors for a three-year term beginning on 1 July 1969.

#### Recommendation of the Fifth Committee

5. The Fifth Committee therefore recommends to the General Assembly the adoption of the following draft resolution:

#### APPOINTMENT TO FILL A VACANCY IN THE MEMBERSHIP OF THE BOARD OF AUDITORS

[Text adopted without change by the General Assembly. See "Action taken by the General Assembly" below.]

### (d) United Nations Administrative Tribunal

## DOCUMENT A/7154

## Note by the Secretary-General

[Original text: English]  
[26 July 1968]

1. Article 3, paragraphs 1 and 2, of the Statute of the United Nations Administrative Tribunal (General Assembly resolution 351 A (IV)) provides that:

"1. The Tribunal shall be composed of seven members, no two of whom may be nationals of the same State. Only three shall sit in any particular case.

"2. The members shall be appointed by the General Assembly for three years, and they may be re-appointed; provided, however, that of the members initially appointed, the terms of two members shall expire at the end of one year and the terms of two members shall expire at the end of two years. A member appointed to replace a member whose term of office has not expired shall hold office for the remainder of his predecessor's term."

2. The present composition of the Tribunal is as follows:

Mrs. Paul Bastid (France);

The Right Honourable Lord Crook (United Kingdom of Great Britain and Northern Ireland);

Mr. Héctor Gros Espiell (Uruguay);

Mr. Louis Ignacio-Pinto (Dahomey);

Mr. Francis T. P. Plimpton (United States of America);

Mr. Zenon Rossides (Cyprus);

Mr. R. Venkataraman (India).

3. At its twentieth session, the General Assembly, by its resolution 2051 (XX) of 13 December 1965, appointed Lord Crook and Mr. Plimpton for three-year terms beginning on 1 January 1966. Since the terms of these members expire on 31 December 1968, it will be necessary for the General Assembly at its twenty-third session to appoint two persons to fill the resulting vacancies. The persons so appointed will serve for a period of three years, beginning on 1 January 1969.

4. At previous sessions, the Fifth Committee, after a secret ballot, submitted to the General Assembly a draft resolution containing the names of the persons recommended for appointment to the Tribunal. It is suggested that a similar procedure be followed at the twenty-third session.

## DOCUMENT A/C.5/1181

## Note by the Secretary-General

[Original text: English]  
[24 October 1968]

1. As indicated in document A/7154, two vacancies will arise in the membership of the United Nations Administrative Tribunal as a result of the expiration on 31 December 1968 of the terms of office of Lord Crook (United Kingdom of Great Britain and Northern Ireland) and Mr. Francis T. P. Plimpton (United States of America).

2. Lord Crook and Mr. Plimpton have been proposed for re-election for further three-year terms of office beginning on 1 January 1969.

[Biographical information on the candidates appeared in the mimeographed version of this document.]

## DOCUMENT A/7314

## Report of the Fifth Committee

[Original text: English/Spanish]  
[9 December 1968]

1. At its 1247th meeting, held on 31 October 1968, the Fifth Committee considered a note by the Secretary-General (A/7154) concerning the vacancies which would occur in the membership of the United Nations Administrative Tribunal as a result of the expiration of the terms of office on 31 December 1968 of two of its members.

2. The members of the Committee were invited to suggest the names of persons who might be recommended to the General Assembly for appointment to the Administrative Tribunal in accordance with the provisions of article 3, paragraphs 1 and 2, of the Statute of the Administrative Tribunal (General Assembly resolution 351 A (IV)). Two names were submitted for consideration of the Committee (see A/C.5/1181).

3. The Fifth Committee voted by secret ballot to decide on its recommendation. The result of the voting was as follows:

Number of ballot papers:	87
Invalid ballots:	0
Number of valid ballots:	87
Abstentions:	6

Number of members voting: 81  
Required majority: 41

Number of votes obtained:

The Right Honourable Lord Crook . . . 81  
Mr. Francis T. P. Plimpton . . . 77

4. Lord Crook (United Kingdom of Great Britain and Northern Ireland) and Mr. Plimpton (United States of America), having obtained the required majority, were declared recommended for appointment as members of the United Nations Administrative Tribunal for a three-year period beginning on 1 January 1969.

**Recommendation of the Fifth Committee**

5. The Committee therefore recommends to the General Assembly the adoption of the following draft resolution:

APPOINTMENTS TO FILL VACANCIES IN THE  
UNITED NATIONS ADMINISTRATIVE TRIBUNAL  
[Text adopted without change by the General Assembly. See "Action taken by the General Assembly below.]

**ACTION TAKEN BY THE GENERAL ASSEMBLY**

At its 1709th plenary meeting, on 1 November 1968, the General Assembly adopted without objection the draft resolution submitted by the Fifth Committee on part (b) of the agenda item (A/7312, para. 5). For the final text, see resolution 2381 A (XXIII).<sup>1</sup>

At its 1752nd plenary meeting, on 21 December 1968, the General Assembly adopted without objection the draft resolutions submitted by the Fifth Committee on parts (a) (A/7311, para. 6), (b) (A/7312/Add.1, para. 5, and A/7312/Add.2, para. 5), (c) (A/7313, para. 5) and (d) (A/7314, para. 5) of the agenda item. For the final texts, see resolutions 2469 (XXIII), 2381 B (XXIII), 2381 C (XXIII), 2370 (XXIII) and 2371 (XXIII),<sup>1</sup> respectively.

<sup>1</sup> See *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*.



**Agenda item 77:\* Scale of assessments for the apportionment of the expenses of the United Nations:  
report of the Committee on Contributions\*\***

**CONTENTS**

Document No.	Title	Page
A/7451	Report of the Fifth Committee . . . . .	1
	Decision taken by the General Assembly . . . . .	6
	Check list of documents . . . . .	6

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Fifth Committee*, 7th, 1258th, 1263rd, 1266th, and 1291st meetings; and *ibid.*, *Plenary Meetings*, 1752nd meeting.

\*\* Since 1962, this question has been discussed by the General Assembly at the following sessions: seventeenth session (agenda item 67), eighteenth session (agenda item 62), twentieth session (agenda item 80), twenty-first session (agenda item 77), twenty-second session (agenda item 77).

**DOCUMENT A/7451**

**Report of the Fifth Committee**

[Original text: English/Spanish]  
[18 December 1968]

1. At its 1257th, 1258th, 1263rd and 1266th meetings, held on 12, 13, 21 and 25 November 1968, the Fifth Committee considered the scale of assessments for the apportionment of the expenses of the United Nations. It had before it the reports of the Committee on Contributions (A/7210 and Add.1 and 2) and a report by the Secretariat (A/C.5/L.949)—subsequently revised (A/C.5/L.949/Rev.1)—embodying in resolution form the recommendations made in these reports.

2. The Chairman of the Committee on Contributions introduced the reports of that Committee, which contained its recommendations for the assessments of the new Member States, namely, Equatorial Guinea, Mauritius, Southern Yemen and Swaziland, as well as a review and comments on the views expressed by delegations to the Fifth Committee in 1967 concerning the scale of assessments and in the representations subsequently submitted by some delegations. He recalled that the scale of assessments for the years 1968, 1969 and 1970, as recommended by the Committee on Contributions, had been approved by the General Assembly at its twenty-second session, but that a number of delegations had expressed reservations concerning the recommended scale, some questioning the relevance and appropriateness of the criteria on which the assessments had been established, and others the manner in which the criteria had been applied by the Committee on Contributions. After reviewing the basic procedures, its implementation of the various General Assembly directives and the data on which calculations of the scale were based, the Committee on Contributions believed that the scale it had recommended was fair and equitable within the existing terms of reference and directives of the General Assembly. It questioned whether those terms of reference, some of which had been prescribed twenty years earlier,

were still appropriate and sufficiently precise was primarily one for the General Assembly to decide. In its report (A/7210) the Committee on Contributions had explained more fully certain aspects of its work which it believed would lead to a better understanding of its basic procedures. In response to suggestions made in the Fifth Committee last year, the Committee on Contributions had also recognized that in future reports, and particularly when a revised scale was recommended, it should attempt to give more detailed explanations, especially of the major changes in the scale. In its report, the Committee on Contributions had analysed and commented on all the various observations and suggestions made by delegations, and his comments would therefore be confined to its main conclusions. With regard to the allowance for low *per capita* income and the implementation of the General Assembly's request that due attention be given to the special problems of the developing countries, the Committee on Contributions had examined, within its terms of reference, the possibilities of giving further relief to developing countries, and had decided to continue its efforts in that direction at its next session. The Committee on Contributions had not found it possible to support the suggested introduction of fixed percentage limitations on changes in assessments, since this could lead to deviations from the assessments corresponding to capacity to pay as measured by national income statistics. As to consultations with Member States whose assessments the Committee on Contributions proposed to raise, that Committee shared the view of the Fifth Committee, expressed at a previous session, that it must not be transformed into a negotiating committee. Arrangements existed for Governments to submit statistical data and other relevant information to be taken into account by the Committee on Contributions.

tions in formulating its recommendations, and it had also authorized the Chairman to hold informal discussions with representatives that wished to supplement their written representations. In conclusion, the Chairman emphasized that the Committee on Contributions had refrained from commenting on the appropriateness of its terms of reference, which were the responsibility of the General Assembly, but that it believed that the intention of the Assembly had been to establish a coherent set of rules to be observed jointly and simultaneously. In its implementation of these terms of reference and directives, the Committee on Contributions had been given discretion to exercise its judgement in drawing up an equitable scale of the relative capacities to pay of Member States. It was in the exercise of that judgement that the Committee might well prove its usefulness to the General Assembly by achieving an equitable balance in situations when the interests of Member States diverged and perhaps conflicted.

3. In the course of the discussion in the Fifth Committee, some delegations complimented the Committee on Contributions on its report, which gave, they stated, a careful analysis of the comments made in the Fifth Committee at the previous session of the General Assembly and a clear presentation of the interrelationship between all the various criteria that had to be taken into account in determining assessments. Several delegations endorsed the conclusion of the Committee on Contributions as expressed in its report that the scale of assessments which it had recommended for 1968, 1969 and 1970, and which had been approved by the General Assembly, was fair and equitable and fully consistent with the existing terms of reference and directives of the General Assembly.

4. Other delegations expressed disappointment at the negative character of the report of the Committee on Contributions and at the fact that that Committee had neither found it possible to support any of the various suggestions made by delegations for changes in the existing system of assessment nor analysed the problems involved. These delegations were of the opinion that it was time to review, clarify and perhaps extend the terms of reference of the Committee on Contributions. The scale adopted for 1968, 1969 and 1970 had demonstrated, they declared, the need for a review of the existing criteria and guidelines for assessment. In that scale, highly industrialized and developed countries, with only a few exceptions, had received reductions in their assessments, while those of many developing countries had been increased. That, it was held, was in conflict with the economic reality of the world situation. As the economic advancement of the less developed countries had been slower than that of the highly industrialized countries, the gap between the rich and the poor nations was in fact widening. The principles governing the establishment of the scale should be adapted to world economic conditions. It was stated that, in order to take a decision in the matter, the General Assembly would, however, require a complete analysis of all the factors involved.

5. In the course of the debate, certain suggestions were made for the proposed review of the terms of reference of the Committee on Contributions and their implementation. Some of the suggestions referred to the allowance for low *per capita* income and the implementation of the General Assembly's request for due attention to be given to the special problems of the developing countries. Referring to the small downward

adjustments made in the rates of countries with *per capita* income below \$300, the hope was expressed that the Committee on Contributions would find possible to devise a more systematic method of making allowance for low *per capita* income and thereby give more effective attention to the developing countries in response to the Assembly's request. In connexion with the problem of definition (see A/7210, para. 35) which was attached to the suggestion that, in making allowance for low *per capita* income, consideration be given to the criteria applied to the highly industrialized countries with a *per capita* income below \$1,000, it was suggested that through the judicious use of selected statistical indicators, some of the difficulties might be overcome. A formula of such indicators was outlined for further study by the Committee on Contributions. A review of its terms of reference might facilitate a careful and profound re-examination by the Committee on Contributions of the previous proposals, especially the proposal for the existing amount of allowance for low *per capita* income to be calculated and established as an "invariable percentage". It was a weakness of the current system of assessment, it was contended, that no account was taken of the fact that, in the case of countries with a *per capita* income above \$1,000, the capacity to pay increased at a proportionately higher rate than the *per capita* income itself. In order to remedy that situation, it was suggested that the Committee on Contributions might consider the possibility of applying an adjustment factor to the national product of each country, including those with a *per capita* income above \$1,000, the adjustments be graded downwards for the countries with a *per capita* income below \$1,000 and upwards for countries with a *per capita* income above that level.

6. Other delegations pointed out that the question of the relief to be given to developing countries could not be considered in isolation from, for instance, the implementation of the ceiling principle. With the relief given for a low *per capita* income, the application of the ceiling principle had the effect of shifting the burden of contributions to countries with a *per capita* income in the intermediate range. It was difficult to justify a ceiling on the contribution of the United States of America, the richest country in the world. Furthermore, the United Nations Headquarters was located in the United States and the major portion of the United Nations budget was spent in New York, so that it had gained a considerable influx of foreign currency. The *per capita* ceiling principle was equally difficult to justify, since it provided for possible reductions in the assessments of countries with the highest *per capita* incomes. Even if the *per capita* ceiling principle at the present time affected only one Member State, it was not excluded that radical changes in the economy of various countries could occur that would again make that principle operative in other cases.

7. Several delegations drew attention to other features of the system of assessment that they considered might be improved. Reference was made to the use of averages of net national product for a period of three years and it was suggested that, in the interest of further reducing the effect of short-term fluctuations in economic conditions and variations in exchange rates, the Committee on Contributions might consider the possibility of extending the base period to six or even to nine years. In connexion with the stated objective of the Committee on Contributions to obtain for all Member States data as nearly comparable



ossible, the suggestion was made that the Committee could examine the possibility of using national income statistics expressed in constant prices instead of in current prices, as at present, thereby mitigating the effects of inflation on rates of assessment. In calculating the capacity to pay of Member States, the Committee

Contributions had not found a systematic method taking into account the ability of Members to secure foreign currency. While the difficulties in finding a solution to all the aspects of that complex problem were recognized, there were certain easily identifiable main elements that could be taken into account in making allowance for that factor, such as the external debt of countries, particularly the developing countries. Other criteria mentioned were the effect of discriminatory practices in commercial activities, the application of the most-favoured-nation clause, the artificially fixed price of gold in the United States market, which complicated the payment of contributions in United States dollars by certain countries. The problem was not solved by the arrangements made by the Secretary-General for the payment of contributions by certain States in currencies other than United States dollars. Some delegations indicated that the Committee on Contributions should keep under study the minimum rate of assessment, since some countries assessed at a minimum rate of 0.04 per cent might find the cost participating in the work of the United Nations a heavy burden.

8. Other delegations expressed their satisfaction with the existing criteria and guidelines for the establishment of the scale. They felt that the system of broadly apportioning the expenses according to capacity to pay, as measured by national income statistics adjusted for low *per capita* income, had resulted in a fair and equitable scale and was fundamentally sound. In the early days of the Organization, it was recalled, relief had been given for temporary dislocation of national economies resulting from the Second World War. Later, the developing countries had received increased relief through the allowance for low *per capita* income and through downward adjustments for countries with a very low *per capita* income. With the increase in membership and variations in economic development as measured by national income statistics, States which in the past had accepted the burden for relief given to other countries should not be excluded from reductions in their assessments. The changes made in the scale reflected the changes in capacity to pay, as indicated by the national income statistics adjusted for low *per capita* income. The developed countries still contributed the major portion of the United Nations budget and the allowance for low *per capita* income gave genuine relief to the less developed countries. Reference had been made to the restraints imposed by the Committee on Contributions by its terms of reference, but such restraints were not necessarily a weakness in the over-all set of rules established by the General Assembly itself, as they served to maintain an equitable system of assessment for all Member States. The introduction of too rigid rules might deprive the Committee on Contributions of the amount of flexibility required for dealing with anomalies and inconsistencies in the scale and for granting additional relief to countries at the very lowest level of *per capita* incomes. The terms of reference of the Committee on Contributions, although originally prescribed twenty years earlier, had not, in fact, remained unchanged, but had been adapted to meet changing world economic

conditions by subsequent General Assembly directives. Instead of a general revision of the terms of reference, it might therefore be preferable, it was said, to follow as hitherto a course of evolution. If, however, it was the intention that any of the principles applied in the assessment of contributions should be revised before the establishment of the next scale in 1970, it would be necessary to review the whole system of assessment. In that case, it might also be necessary to request the introduction of other elements in the system of assessment, such as the factor of devaluation. In drawing up an equitable scale of assessment, it was necessary to keep in mind the relationship between the size of the contribution and the financial responsibility of Member States, in order to ensure that the interest of Member States in sound budgetary procedures was maintained.

9. In response to the observations made concerning the ceiling principle, it was stated that, in the original terms of reference of the Committee on Contributions adopted by the General Assembly in 1946, the possibility of a ceiling on the contribution of the highest contributor had been recognized. From the beginning, the Assembly had therefore seen no conflict between the ceiling principle and the principle of capacity to pay. In fact, from the inception there had been a ceiling on the contribution of the largest contributor, which in 1946 had been 39.89 per cent, but had been reduced in 1954, when the Organization had 60 Members, to 33.33 per cent. With the admission of 16 new Members in 1955, the General Assembly had recognized in principle that the maximum contribution of any one Member State should not exceed 30 per cent of the total. The reason for the adoption of the ceiling principle was that in an organization of sovereign equals, no State should be able to exercise too great an influence, which would be the inevitable result if a financial contribution to the United Nations budget were disproportionate to that of other States. The reduction in the level of the ceiling with the increase in the membership of the United Nations was rational and in the interest of the Organization. The current maximum contribution, which was more than twice that of the next highest contributor, could not be considered inequitable. As grounds for the adoption of the ceiling principle were sound, it should continue to apply.

10. In the course of the debate, the possibility was mentioned that in the next scale of assessments, if based on existing criteria, a non-permanent member of the Security Council might be required to pay a larger contribution than a permanent member. A General Assembly directive to prevent such an occurrence might be called for, or perhaps the question could be resolved by the Committee on Contributions itself. In that connexion, it was pointed out that the introduction of further artificial rates of assessment in the scale would reduce the importance of the basic principle of capacity to pay and could therefore not be supported. Attention was also drawn to the fact that a non-member State was already contributing to the United Nations activities in which it participated at a higher rate than some permanent members of the Security Council.

11. Referring to the conclusion of the Committee on Contributions that a system of consultations, which might transform the Committee into a negotiating body, should not be adopted, some delegations advanced the argument that consultations would not necessarily mean negotiations, but a procedure to ensure that assessments were determined with the greatest possible objectivity. Those delegations felt that the Committee on Contribu-

tions should, therefore, be under obligation to consult in advance with the Member State whose assessment it proposed to increase substantially. Other delegations supported the conclusion of the Committee on Contributions and stated that, since the Committee's responsibilities were solely to the General Assembly, consultations with individual States might lead to constitutional difficulties.

12. Some delegations expressed regret that the Committee on Contributions had not found it possible to adopt fixed percentage limitations on increases in rates of assessment. They felt that such limitations were necessary to safeguard against sudden drastic increases in assessment which might coincide with a decline in the economy of the country.

13. At the 1263rd meeting of the Fifth Committee, the representative of Mexico introduced a draft resolution (A/C.5/L.955) sponsored by Argentina, Colombia, Greece, Guatemala, Italy, Mexico, the Philippines, Spain and Trinidad and Tobago. Subsequently, the United Republic of Tanzania and Venezuela became co-sponsors of the draft resolution (see A/C.5/L.955/Add.1), which read as follows:

*[Text identical with that of draft resolution B appearing in paragraph 20 below.]*

In introducing the draft resolution, the representative of Mexico explained that it was the outcome of extensive consultations and negotiations and represented the highest common denominator of the views of its sponsors and of the members consulted. The decision whether the terms of reference of the Committee on Contributions should be changed would rest with the General Assembly, but, before such decision could be taken, it would be necessary for the General Assembly to have all the relevant background information. The Committee on Contributions was asked to analyse the merits and demerits of each suggestion and observation and not only to present recommendations to the Assembly. The adoption of the draft resolution would in fact be a vote of confidence in the Committee on Contributions.

14. With reference to the draft resolution, reservations were expressed concerning the appropriateness of asking the Committee on Contributions to review its own terms of reference. The task of the Committee, it was stated, was to apply, as experts, the principles laid down by the General Assembly and not to question such principles without precise instructions on political matters from the General Assembly. In reply, it was explained that the Committee on Contributions was not asked to make decisions or judgements of a political nature, but to provide the necessary background for judgement and final decision by the General Assembly.

15. At the same meeting, the representative of Brazil, on behalf of Brazil, Canada, France, Iran, Pakistan, Peru, the United Kingdom of Great Britain and Northern Ireland and the United States of America, introduced an amendment (A/C.5/L.953) to the draft resolution (see A/C.5/L.949/Rev.1) embodying the recommendations by the Committee on Contributions, which provided for the addition of the following sub-paragraph to the operative part of the draft resolution:

*[Text identical with that of draft resolution A, sub-paragraph (f), appearing in paragraph 20 below.]*

In introducing the amendment, the representative of Brazil explained that it was designed to rectify a technical omission in the decision of the General As-

sembly in connexion with the application of regulation 5.9 of the Financial Regulations of the United Nations which provides for contributions of non-members to United Nations activities in which they participate. Rates to be determined by the General Assembly. The countries listed in the proposed amendment participated in the United Nations Industrial Development Organization and were eligible for election to membership in its Industrial Development Board. The rates for their contributions they would be called upon to make towards the expenses of that Organization included in the United Nations budget were those recommended by the Committee on Contributions and approved by the General Assembly for non-members contributions to other United Nations activities.

16. At the 1266th meeting of the Fifth Committee, the representative of the United Kingdom introduced amendments (A/C.5/L.957) to draft resolution A/C.5/L.955; the amendments read as follows:

(a) Add the following new preambular paragraph:

*“Conscious of the paucity of information about the total financial contribution of each Member State to the United Nations family of organizations”;*

(b) Add the following new operative paragraph:

*“Requests the Secretary-General, in order to facilitate the review of criteria by the Committee on Contributions envisaged in paragraph 1 above, and assist the General Assembly, in its discussion at its twenty-fourth session, of the report which the Committee on Contributions is to submit at that session to prepare a statement listing for each of the past four years the actual payments made by each Member State to the regular budgets of the United Nations specialized agencies and the International Atomic Energy Agency and to all voluntary programmes of the United Nations family of organizations.”*

After consultations with the co-sponsors of the draft resolution and other delegations, the representative of the United Kingdom agreed in a spirit of co-operation not to request a vote on the proposed amendment. However, in view of the fact that the United Nations scale of assessments approved by the General Assembly provided the basis for the assessments levied by several specialized agencies and also influenced the level of voluntary contributions made by Member States, the Fifth Committee agreed that the Committee on Contributions should be apprised of the over-all contribution of each Member State to the United Nations family of organizations. Accordingly, it decided to request the Secretary-General to submit to the Committee on Contributions at its next session and, subsequently, to the General Assembly at its twenty-fourth session, a report listing for the financial years 1967 and 1968 the actual cash payments made by each Member State to the regular budgets of the United Nations, the specialized agencies and the International Atomic Energy Agency to all programmes and trust funds of the United Nations family of organizations financed by assessments or voluntary contributions, and to the United Nations Peace-keeping Force in Cyprus.

17. The Fifth Committee also requested the Secretary-General to prepare, for consideration of the Committee on Contributions and of the Fifth Committee, a statement presenting, in a concise form, statistical and other relevant information on the changes which had occurred in the past ten years in the economy of Member States, particularly with respect to changes, expressed in terms of national *per capita* income fig-

which took place in the economy of the economically less developed Member States in relation to the highly industrialized Member States.

*Voting*

18. At its 1263rd meeting the Fifth Committee voted on the draft resolution (see A/C.5/L.949/Rev.1) embodying the recommendations of the Committee on Contributions and on the amendment thereto. The amendment (A/C.5/L.953) was adopted by 71 votes to none. The draft resolution, as amended, was adopted by 78 votes to none.

19. At the 1266th meeting the Fifth Committee voted on draft resolution A/C.5/L.955 and Add.1. The draft resolution was adopted by 72 votes to none, with 15 abstentions.

**Recommendations of the Fifth Committee**

20. The Fifth Committee therefore recommends to the General Assembly the adoption of the following draft resolutions:

SCALE OF ASSESSMENTS FOR THE APPORTIONMENT OF THE EXPENSES OF THE UNITED NATIONS

“A

“The General Assembly

“Resolves that:

“(a) The rates of assessment for the following States which were admitted to membership in the United Nations at the twenty-second and twenty-third sessions of the General Assembly, shall be as follows:

	<i>Per cent</i>
Equatorial Guinea	0.04
Mauritius	0.04
Southern Yemen	0.04
Swaziland	0.04

These rates shall be added to the scale of assessments for 1969 and 1970 contained in paragraph (a) of General Assembly resolution 2291 (XXII) of 8 December 1967;

“(b) For the financial year 1967, Southern Yemen, which became a Member of the United Nations on 14 December 1967, shall contribute an amount equal to one ninth of 0.04 per cent applied to the same basis of assessment for 1967 as for other Member States;

“(c) For the financial year 1968, Southern Yemen shall contribute at the rate of 0.04 per cent, Mauritius, which became a Member of the United Nations on 24 April 1968, at the rate of one third of 0.04 per cent, Swaziland and Equatorial Guinea, which became Members on 24 September and 12 November 1968, respectively, at the rate of one ninth of 0.04 per cent, these rates to be applied to the same basis of assessment for 1968 as for other Member States;

“(d) The contributions payable by Southern Yemen for 1967 and 1968 and by Equatorial Guinea, Mauritius and Swaziland for 1968 shall be used for the financing of the budget for 1969 under regulation 5.2 (c) of the Financial Regulations of the United Nations;

“(e) The advances to the Working Capital Fund by Equatorial Guinea, Mauritius, Southern Yemen and Swaziland under regulation 5.8 of the Financial Regulations of the United Nations shall for each of these States be 0.04 per cent of the total amount of the Fund, and these advances shall be carried as additional to the authorized level of the Fund;

“(f) Subject to rule 161 of the rules of procedure of the General Assembly, the following States, which are not Members of the United Nations but participate in certain of its activities, shall be called upon to contribute towards the 1969 and 1970 expenses of the activities of the United Nations Industrial Development Organization financed from the regular budget, on the basis of the rates indicated:

	<i>Per cent</i>
Federal Republic of Germany	7.01
Holy See	0.04
Liechtenstein	0.04
Monaco	0.04
Republic of Korea	0.12
Republic of Viet-Nam	0.07
San Marino	0.04
Switzerland	0.86
Western Samoa	0.04

“B

“The General Assembly,

“Considering that at its recent sessions a number of doubts have been expressed concerning the guidelines developed over the past twenty years as a framework for the work of the Committee on Contributions,

“Considering also that at the twenty-second session of the General Assembly it was suggested in the Fifth Committee that the Committee on Contributions should review the various criteria applied in determining the scale of assessments,

“Considering further that, after making the requested review, the Committee on Contributions itself concluded, in paragraph 52 of its first report (A/7210), that whether or not those terms of reference, some of which were prescribed twenty years ago, were still appropriate and sufficiently precise was primarily a matter for decision by the General Assembly,

“Expressing its desire to have available all the elements of judgement needed in order to be able to accomplish the task indicated in the preceding paragraph and, if necessary, to be able to give the Committee on Contributions guidelines as closely as possible in keeping with the economic realities of Member States, especially those of the developing countries, and with other realities of Member States in relationship to the United Nations,

“1. Requests the Committee on Contributions to keep under review the criteria it now uses in establishing the scale of assessments, and also its terms of reference, in the light of the debates on the subject at the twenty-second and twenty-third sessions of the General Assembly and of the opinions which Member States have already expressed or may express in writing to the Committee;

“2. Also requests the Committee on Contributions to submit a report to the General Assembly for consideration at its twenty-fourth session.”

## ACTION TAKEN BY THE GENERAL ASSEMBLY

At its 1752nd plenary meeting, on 21 December 1968, the General Assembly, voting on draft resolutions A and B submitted by the Fifth Committee (A/7451, para. 20), adopted draft resolution A unanimously and draft resolution B by a vote of 109 to none, with 11 abstentions. For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolutions 2472 A (XXIII) and 2472 B (XXIII).

## CHECK LIST OF DOCUMENTS

NOTE. This check list includes the documents mentioned during the consideration of agenda item 77 which are not reproduced in the present fascicle.

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/7210	Report of the Committee on Contributions	<i>Official Records of the General Assembly, Twenty-third Session, Supplement No. 10</i>
A/7210/Add.1 and 2 and Add.2/Corr.1	Second and third reports of the Committee on Contributions	<i>Ibid., Supplement No. 10A</i>
A/7237	Letter dated 23 September 1968 from the representative of Haiti to the President of the General Assembly	<i>Ibid.</i> , part Two, annex I
A/7238	Letter dated 24 September 1968 from the Secretary-General to the President of the General Assembly	<i>Ibid.</i> , annex II
A/C.5/L.949	Note by the Secretariat, submitting the recommendations of the Committee on Contributions in the form of a draft resolution	Replaced by A/C.5/L.949 Rev.1
A/C.5/L.949/Rev.1	Note by the Secretariat, submitting the recommendations of the Committee on Contributions in the form of a draft resolution	For the text of the draft resolution, see A/7451, para. 2 draft resolution A, exclusive of sub-para. (f)
A/C.5/L.953	Brazil, Canada, France, Iran, Pakistan, Peru, United Kingdom of Great Britain and Northern Ireland, and United States of America: amendment to documents A/C.5/L.949 and A/C.5/L.949/Rev.1	See A/7451, para. 15
A/C.5/L.955 and Add.1	Argentina, Colombia, Greece, Guatemala, Italy, Mexico, Philippines, Spain, Trinidad and Tobago, United Republic of Tanzania, and Venezuela: draft resolution	Adopted without change. See A/7451, para. 20, draft resolution B
A/C.5/L.957	United Kingdom of Great Britain and Northern Ireland: amendments to document A/C.5/L.955	See A/7451, para. 16
A/C.5/L.977	Draft report of the Fifth Committee	For the text of this document as amended by the Fifth Committee at its 1291 meeting, see A/7451
A/INF/128	Collection of contributions as at 24 September 1968: report of the Secretary-General	Mimeographed



**Agenda item 78: \* Audit reports relating to expenditure by specialized agencies and the International Atomic Energy Agency: \*\***

- (a) Earmarkings and contingency authorizations from the Technical Assistance Account of the United Nations Development Programme;
- (b) Allocations from the Special Fund Account of the United Nations Development Programme

**C O N T E N T S**

Document No.	Title	Page
A/7437	Report of the Advisory Committee on Administrative and Budgetary Questions . . . . .	1
A/7438	Report of the Advisory Committee on Administrative and Budgetary Questions . . . . .	2
	* * * *	
A/7474	Report of the Fifth Committee . . . . .	2
	Decision taken by the General Assembly . . . . .	3
	Check list of documents . . . . .	3

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Fifth Committee*, 291st and 1296th meetings; and *ibid.*, *Plenary Meetings*, 1752nd meeting.

\*\* Since 1962, this question had been discussed by the General Assembly at the following sessions: seventeenth session (agenda item 68), eighteenth session (agenda item 63), twentieth session (agenda item 81), twenty-first session (agenda item 78), twenty-second session (agenda item 78).

**DOCUMENT A/7437**

**Report of the Advisory Committee on Administrative and Budgetary Questions**

[Original text: English]  
 [17 December 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the audit reports for the year ended 31 December 1967 relating to expenditure by participating and executing agencies<sup>1</sup>—other than the United Nations—of funds allocated from the Technical Assistance Account of the United Nations Development Programme (see A/7321). These reports have been submitted by the Administrator of UNDP in accordance with General Assembly resolution 519 A (VI) and with article 30.3 of the UNDP (Technical Assistance) Finance Manual.

2. The audit report covering expenditures by the United Nations for the year ended 31 December 1967 of funds allocated from the Technical Assistance Account of UNDP is contained in the financial reports and accounts of the United Nations for that year.<sup>2</sup> The audited financial statements of the UNDP (Technical Assistance) Account, the UNDP Administrative Budget of the secretariat, and the UNDP Revolving

Fund are contained in the financial report and accounts of UNDP for the year ended 31 December 1967.<sup>3</sup> The Advisory Committee's comments thereon are included in the Committee's second report to the General Assembly at its current session.<sup>4</sup>

3. The Advisory Committee notes from annex I to document A/7321 that total allocations from contributions and other available funds in 1967 to the 11 participating and executing agencies—including the United Nations—amounted to \$64,963,895. The obligations incurred during 1967 totalled \$58,677,790, including \$50,616,539 for project costs and \$8,061,251 for overhead costs. The excess of allocations and other available funds over obligations incurred, after allowing for \$160,503 by way of unobligated balance of allocations from the UNDP Revolving Fund, amounted to \$6,125,602. Savings and other credits to revert to the UNDP (Technical Assistance) Account amounted to \$1,016,588. Thus the balance as at 31 December 1967 stood at \$7,142,190.

4. The external auditors have issued certificates without specific observations in respect of 8 of the 10 participating and executing agencies—other than the United Nations. In the case of one agency, the external

<sup>1</sup> The International Labour Organisation, Food and Agriculture Organization of the United Nations, United Nations Educational, Scientific and Cultural Organization, International Civil Aviation Organization, World Health Organization, Universal Postal Union, International Telecommunication Union, World Meteorological Organization, Inter-Governmental Maritime Consultative Organization and the International Atomic Energy Agency.

<sup>2</sup> *Official Records of the General Assembly, Twenty-third Session, Supplement No. 6.*

<sup>3</sup> *Ibid.*, *Supplement No. 6A* and erratum.

<sup>4</sup> *Ibid.*, *Twenty-third Session, Annexes*, agenda item 72, document A/7219.

auditor drew attention to the large number of discrepancies in entries, which made reconciliation very difficult, and has suggested that some attention be devoted to possible simplification of the present inter-office voucher procedure. In the case of another agency, the external auditor indicated that in some instances full

value for the expenditure incurred in respect of fellowships did not appear to have been obtained owing to the unsuitability of the persons holding those fellowships; the executive head of the agency informed the external auditor that improved procedures would be put into operation in 1969.

## DOCUMENT A/7438

### Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English  
[17 December 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the audited accounts showing the consolidated financial position of the United Nations Development Programme (Special Fund) Account as at 31 December 1967 and the report of the Board of Auditors (see A/7322), which have been submitted by the Administrator of UNDP in accordance with article 25.3 of the Financial Regulations of UNDP (Special Fund). Detailed supporting schedules furnished by the participating and executing agencies<sup>5</sup> have been made available to the Committee.

2. The audited financial statements of the United Nations as a participating and executing agency for UNDP (Special Fund) are included in the financial report and accounts of the United Nations for the year ended 31 December 1967.<sup>6</sup> The audited financial statements of the UNDP (Special Fund) Account, the UNDP Administrative Budget of the secretariat, and the UNDP Revolving Fund appear in the financial report and accounts of UNDP for the year ended 31 December 1967.<sup>7</sup> The Advisory Committee has com-

mented thereon in its second report to the General Assembly at its current session.<sup>8</sup>

3. The Advisory Committee notes from the combined statement showing the status of the funds of the 10 participating and executing agencies (including the United Nations) which appears in annex I of document A/7322 that the balance of allocations and other available funds as at 31 December 1966 amounted to \$166,526,884. Miscellaneous income and exchange adjustments (net) surrendered to the central fund added up to \$45,818. The funds allocated during 1967 to the 10 agencies amounted to \$172,065,423. Unliquidated commitments at 31 December 1966 totalled \$75,162,333. Commitments during 1967 totalled \$200,605,806, \$104,334,095 of which was liquidated by disbursements during the year, leaving an unliquidated balance of \$96,271,711 at 31 December 1967. The unencumbered balance of allocations and other available funds as at 31 December 1967, after allowing for a net loss of \$184,749 by way of miscellaneous income and exchange adjustment, stood at \$213,009,90

<sup>5</sup> The International Labour Organisation, Food and Agriculture Organization of the United Nations, United Nations Educational, Scientific and Cultural Organization, International Civil Aviation Organization, World Health Organization, International Bank for Reconstruction and Development, International Telecommunication Union, World Meteorological Organization and the International Atomic Energy Agency.

<sup>6</sup> See foot-note 2.

<sup>7</sup> See foot-note 3.

4. The Advisory Committee has examined the certificates and reports of the external auditors in respect of the accounts of the 9 agencies (excluding the United Nations) and noted that they do not contain any special observations calling for action by the agencies concerned.

<sup>8</sup> See foot-note 4.

\*  
\* \*

## DOCUMENT A/7474

### Report of the Fifth Committee

[Original text: English/Spanish  
[20 December 1968]

1. At its 1291st meeting, on 18 December 1968, the Fifth Committee considered the agenda item on the audit reports relating to expenditure by the specialized agencies and the International Atomic Energy Agency covering the year ended 31 December 1967.

2. The Fifth Committee had before it the related reports of the Administrator of the United Nations Development Fund (A/7321, A/7322) and those of the Advisory Committee on Administrative and Budgetary Questions (A/7437, A/7438).

#### **Recommendation of the Fifth Committee**

3. The Fifth Committee recommends to the General Assembly the adoption of the following draft resolution:

#### AUDIT REPORTS RELATING TO EXPENDITURE BY SPECIALIZED AGENCIES AND THE INTERNATIONAL ATOMIC ENERGY AGENCY

##### *The General Assembly*

*Takes note* of the audit reports relating to expenditure during the year ended 31 December 1967 of the participating and executing agencies of funds earmarked from the Technical Assistance Account of the United Nations Development Programme (A/7321) and funds allocated from the Special Fund Account of the United Nations Development Programme (A/7322) and of the observations of the Advisory Committee on Administrative and Budgetary Questions in its related reports (A/7437, A/7438).

**ACTION TAKEN BY THE GENERAL ASSEMBLY**

At its 1752nd plenary meeting, on 21 December 1968, the General Assembly adopted without objection the draft resolution submitted by the Fifth Committee (A/7474, para. 3). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2473 (XXIII).

**CHECK LIST OF DOCUMENTS**

NOTE. This check list includes the documents mentioned during the consideration of agenda item 78 which are not reproduced in the present fascicle.

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
7321	Audit reports for the year ended 31 December 1967 relating to expenditure by participating and executing agencies of funds allocated from the Technical Assistance Account of the United Nations Development Programme	<i>Official Records of the General Assembly, Twenty-third Session</i> , agenda item 78 (a) (issued separately)
7322	Audit reports for the year ended 31 December 1967 relating to expenditure by participating and executing agencies of funds allocated from the Special Fund Account of the United Nations Development Programme	<i>Ibid.</i> , agenda item 78 (b) (issued separately)
C.5/L.985	Draft report of the Fifth Committee	Same text as A/7474




---

**Agenda item 79: \* Administrative and budgetary co-ordination of the United Nations with the specialized agencies and the International Atomic Energy Agency: report of the Advisory Committee on Administrative and Budgetary Questions\*\***

---

## CONTENTS

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
A/7344	Administrative and budgetary procedures of voluntary programmes: report of the Advisory Committee on Administrative and Budgetary Questions . . . . .	2
A/7380	General co-ordination matters: report of the Advisory Committee on Administrative and Budgetary Questions . . . . .	20
A/7473	Report of the Fifth Committee . . . . .	30
	<b>Decision taken by the General Assembly</b> . . . . .	<b>31</b>
	<b>Check list of documents</b> . . . . .	<b>32</b>

---

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Fifth Committee*, 71st, 1282nd, 1285th, 1288th, 1290th and 1296th meetings; and *ibid.*, *Plenary Meetings*, 1752nd meeting.

\*\* Since 1962, this question has been discussed by the General Assembly at the following sessions: seventeenth session (agenda item 64), eighteenth session (agenda item 64), twentieth session (agenda item 82), twenty-first session (agenda items 12 and 79), twenty-second session (agenda item 79).

**Abbreviations**

ACC	Administrative Committee on Co-ordination
CCAQ	Consultative Committee on Administrative Questions
ECA	Economic Commission for Africa
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development
ICAO	International Civil Aviation Organization
ICSAB	International Civil Service Advisory Board
ILO	International Labour Organisation
IMCO	Inter-Governmental Maritime Consultative Organization
IMF	International Monetary Fund
IRO	International Refugee Organization
ITU	International Telecommunication Union
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
UNREF	United Nations Refugee Fund
UNRRA	United Nations Relief and Rehabilitation Administration
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization
WMO	World Meteorological Organization



## DOCUMENT A/7344

## Administrative and budgetary procedures of voluntary programmes

## Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English  
[20 November 1968

1. In paragraph 121 of its report to the General Assembly at its twenty-second session,<sup>1</sup> the Advisory Committee on Administrative and Budgetary Questions undertook to submit to the Assembly at its twenty-third session a note on the present administrative and budgetary procedures and practices of the United Nations programmes financed from sources other than the regular budget, and the extent of the Committee's present responsibility in this regard.

2. The Advisory Committee indicated that it did not doubt that the administrative arrangements of the voluntary programmes were adequate for their internal needs and that they had proved satisfactory to their governing organs. The Committee went on to say that, whereas the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies had strongly recommended that the organizations in the United Nations system should apply as much as possible common principles and standards to the preparation of their budgets and to their budgetary and administrative procedures, the *Ad Hoc* Committee did not explicitly propose that the same principles and standards should apply equally to the organization's own voluntary programmes. In the opinion of the Advisory Committee, a greater measure of central review and control of the procedures relating to those administrative budgets was desirable.

3. The Advisory Committee has now prepared notes on the administrative and budgetary procedures of the United Nations Children's Fund, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, the Office of the United Nations High Commissioner for Refugees, and the United Nations Institute for Training and Research, (see annexes I-IV). In view of the fact that the administrative arrangements in the United Nations Development Programme are now under review, the Advisory Committee has not included that programme in its current study.

4. The Advisory Committee has noted that, generally speaking, the four voluntary programmes under consideration apply the United Nations Staff Regulations and Rules, subject to such changes as may be necessary to suit their particular requirements.

5. The Office of the High Commissioner for Refugees, UNICEF and UNITAR also apply the United Nations Financial Regulations. UNRWA has its own Financial Regulations, which closely follow those of the United Nations and which provide that, in cases which are not governed by UNRWA's own Financial Regulations, those of the United Nations will serve as a guide. UNRWA and UNITAR have provisions to the effect that "consultations" with the Advisory Committee are needed before their Financial Regulations can be amended; any special financial rules promulgated by the High Commissioner for Refugees require "review" by the Advisory Committee. UNICEF's

supplementary financial rules require the prior approval of the Controller of the United Nations.

6. Despite this near uniformity of financial regulations and rules, certain differences are to be found in budget nomenclature and presentation. In the circumstances, the Advisory Committee is of the opinion that the voluntary programmes should be fully associated with the consultations in the Consultative Committee on Administrative Questions with a view to bringing about the standardization in these matters recommended by the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies in its second report.<sup>2</sup> For its own part, the Advisory Committee will include in its budget presentations of the voluntary programmes its current review of the possibility of recommending a more uniform presentation of the budget estimates of the organizations in the United Nations family.

7. The budget estimates of the programmes prepared under the authority of the executive heads concerned. The procedures for their review are as follows:

(a) In UNICEF, the Executive Board's Committee on Administrative Budget reviews the administrative and operational services budget, and the Programme Committee considers the project allocations. There exists no provision for a review of the budget estimates by the General Assembly or any of its subsidiary organs.

(b) The budget of UNRWA is prepared by the Commissioner-General "after consultation with the Agency's Advisory Commission"; it is then submitted to the General Assembly (in accordance with UNRWA financial regulation 9.1) for its consideration as part of the Commissioner-General's annual report. The report has traditionally been allocated to the Assembly Special Political Committee. The Advisory Committee is of the opinion that the chapter on the Agency budget might also be allocated in future years to the Fifth Committee for consideration from the financial and administrative points of view.

(c) The administrative expenses of the Office of the High Commissioner for Refugees are included by the Secretary-General in the estimates for the regular budget of the United Nations; they are thus reviewed first by the Advisory Committee and then by the Fifth Committee of the General Assembly. The voluntary funds administered by the High Commissioner subject to the approval of the Executive Committee.

(d) In UNITAR, the budget is approved by the Board of Trustees of the Institute following review by the Board's Administrative and Financial Committee. The necessary financial and accounting functions are performed by the Controller of the United Nations.

8. The accounts of the four voluntary programmes under consideration are audited by the United Nations

<sup>1</sup> Official Records of the General Assembly Twenty-second Session. Supplement No. 7 and errata.

<sup>2</sup> *Ibid.*, Twenty-first Session, Annexes, agenda item 80, document A/6343, chap. V.

board of Auditors and, together with the Board's observations thereon, are reviewed by the Advisory Committee and by the General Assembly. UNICEF also has its own small internal audit unit.

9. Thus, whereas the General Assembly does not consider the budget estimates of the four voluntary programmes—with the exception of the administrative expenses of the Office of the United Nations High Commissioner for Refugees—it has annually reviewed their audited accounts.

10. The Advisory Committee notes that the reporting procedures of the programmes lack uniformity. UNICEF reports to the Economic and Social Council, which then includes a chapter on the Fund in its own report to the General Assembly. UNRWA reports directly to the General Assembly. The High Commissioner for Refugees reports to the General Assembly through the Economic and Social Council. Lastly, the Executive Director of UNITAR reports annually to the General Assembly and, "as appropriate", to the Economic and Social Council—in practice, annual reports have been submitted to the Council.

11. The Advisory Committee notes also that the necessary statutory provisions and administrative arrangements exist to ensure proper co-ordination between the voluntary programmes and the United Nations and the specialized agencies.

#### CONCLUSIONS OF THE ADVISORY COMMITTEE

12. On the basis of its consideration of the administrative and budgetary practices of UNICEF, UNRWA, UNHCR and UNITAR, the Advisory Committee has concluded that there is a large measure of uniformity in the practices followed by these four voluntary programmes.

13. At the same time, the Advisory Committee is of the opinion that there is room for further standardization in budget nomenclature and presentation. As stated in paragraph 6 above, the Committee believes that the voluntary programmes should be closely associated with CCAQ in the further study of this question.

14. As regards the review by the General Assembly and/or its subsidiary organs of the administrative budgets of the voluntary programmes, the Advisory Committee would recall that the relevant estimates for UNDP are submitted to it by the Administrator for comment. The administrative expenses of the Office of the United Nations High Commissioner for Refugees are also reviewed by the Advisory Committee and the General Assembly. This is not so in the case of the other voluntary programmes. The Advisory Committee believes that more thorough consideration of the administrative budget of UNRWA by the General Assembly would be desirable to give effect to UNRWA's financial regulation 9.1. Similarly, as UNITAR's work-load and responsibilities increase, the General Assembly may wish to devote more attention to the administrative budget of that organization. As regards UNICEF, the General Assembly may wish to seek the views of the Economic and Social Council as to whether the Council feels it is necessary for the Assembly to give consideration to the administrative budget of that organization.

## Annexes

### ANNEX I

#### United Nations Children's Fund

##### I. ESTABLISHMENT AND FUNCTIONS

1. On 30 September 1946, the Economic and Social Council adopted resolution 10 (III) in which, after "taking note of resolution 103 adopted at the fifth session of the UNRRA Council in August 1946, which contemplates the creation of an International Children's Emergency Fund to be utilized for the benefit of children and adolescents of countries which were the victims of aggression", it recommended that:

"... the General Assembly arrange . . . for the creation of an International Children's Emergency Fund, subject to the control of the Economic and Social Council. Such fund shall consist of any assets made available by UNRRA and of any voluntary contribution made available by Governments, voluntary agencies, individuals and other sources . . .".

2. The General Assembly, having considered Economic and Social Council resolution 10 (III) and "recognizing the desirability of establishing such a Fund in accordance with Article 55 of the Charter of the United Nations", decided, by its resolution 57 (I) of 11 December 1946, that:

"1. There is hereby created an International Children's Emergency Fund to be utilized and administered, to the extent of its available resources:

"(a) For the benefit of children and adolescents of countries which were victims of aggression and in order to assist in their rehabilitation;

"(b) For the benefit of children and adolescents of countries at present receiving assistance from the United Nations Relief and Rehabilitation Administration;

"(c) For child health purposes generally, giving high priority to the children of countries victims of aggression."

3. It will be noted that whereas UNRRA and the Economic and Social Council originally envisaged that UNICEF's operations would be confined to countries which were the victims of aggression, the General Assembly broadened that scope. In resolution 318 (IV) of 2 December 1949, it noted with approval the decisions of the Executive Board of the Fund to devote henceforth a greater share of the Fund's resources to the development of programmes outside Europe. A year later (see para. 5 below), the emphasis shifted to meeting continuing needs "particularly in under-developed countries".

4. By resolution 310 (XI) dated 11 August 1950, the Economic and Social Council resolved that:

"... with a view to ensuring the uninterrupted continuation and development of the activities of the International Children's Emergency Fund, there should be continued a United Nations fund for children to be known as the United Nations International Children's Endowment Fund (UNICEF) for the purpose of:

"(a) Providing supplies, training services, and advisory assistance in support of the recipient countries' permanent programmes for children, and

"(b) Meeting relief needs in cases of serious emergencies."

5. Having considered that resolution, the General Assembly, in resolution 417 (V) of 1 December 1950 recognized "the necessity for continued action to relieve the sufferings of children, particularly in under-developed countries and countries that have been subjected to the devastation of war and to other calamities". Instead of setting up an Endowment Fund, however, the Assembly decided to continue the Emergency Fund and again consider the future of the Fund at the expiration of three years, "with the object of continuing the Fund on a permanent basis". The General Assembly decided that the Executive Board of the Fund should be reconstituted and that the Board:

"... in accordance with such principles as may be laid down by the Economic and Social Council and its Social

Commission, shall, with due regard to the urgency of the needs and available resources, formulate the policies, determine the programmes and allocate the resources of the Fund for the purpose of meeting, through the provision of supplies, training and advice, emergency and long-range needs of children and their continuing needs particularly in under-developed countries, with a view to strengthening, wherever this may be appropriate, the permanent child health and child welfare programmes of the countries receiving assistance”.

6. By resolution 802 (VIII) of 6 October 1953, the General Assembly, acting upon the recommendations contained in Economic and Social Council resolution 495 (XVI) of 20 July 1953, considering the urgent need for continuing the work of UNICEF, particularly in the under-developed regions of the world, reaffirmed the pertinent provisions of its resolutions 57 (I) and 417 (V), “with the exception of any reference to time-limits contained in these resolutions”—thereby continuing the Fund on a permanent basis. It also decided to change the name of the organization to United Nations Children’s Fund but to retain the symbol UNICEF.

7. In resolution 1507 (XV) of 12 December 1960, the General Assembly welcomed “the action of the Executive Board... in elaborating the activities to be undertaken by the Fund... in helping countries give effect to the principles proclaimed in the Declaration of the Rights of the Child”, and encouraged “the Fund to increase aid to countries passing through difficult transitional stages, particularly in Africa, without prejudicing the level of aid to other countries requiring assistance”.

8. In resolution 1773 (XVII) of 7 December 1962, the General Assembly, considering that the United Nations Development Decade offered an opportunity to promote the health, education and welfare of children and youth as part of the broader effort to accelerate economic and social progress in the developing countries, noted with approval the decisions of the Executive Board for “orienting the work of the Fund towards the economic and social development efforts of the United Nations Development Decade”.

9. The break-down of allocations by type of programme (expressed in percentages) over the years 1961-1967 is given in the following table:

Programme	1961-1965	1966	1967	1968
	(average)	Percentage		(provisional)
Health .....	63	59	51	45
Nutrition .....	18	18	13	13
Welfare .....	4	4	5	4
Education and vocational training .....	11	14	24	26
Other long-range programmes .....	2	5	2	4
Emergency aid .....	2	—	5	8
TOTAL	100	100	100	100

10. Roughly 80 per cent of UNICEF assistance takes the form of direct operational support of country projects—equipment, teaching aids, drugs, transport etc. Nearly the whole of the balance represents local cash grants for training purposes, stipends for trainees and fees for teaching staff.

11. UNICEF was awarded the Nobel Peace Prize for 1965.

## II. MANAGEMENT OF THE FUND

### A. Executive Board

12. The policy-making organ of UNICEF is its Executive Board. General Assembly resolution 57 (I) provided that “policies, including the determination of programmes and allocation of funds” would be established by the Executive Board “in accordance with such principles as may be laid down by the Economic and Social Council and its Social Commission”.

13. The original membership of the Board, as established by resolution 57 (I), was Argentina, Australia, Brazil, Byelorussian Soviet Socialist Republic, Canada, China, Colombia, Czechoslovakia, Denmark, Ecuador, France, Greece, Iraq, Netherlands, New Zealand, Norway, Peru, Poland, Sweden, Ukrainian Soviet Socialist Republic, Union of South Africa, Union of Soviet Socialist Republics, United Kingdom, United States of America, and Yugoslavia. Under the terms of the resolution:

“The Economic and Social Council, on the recommendation of the Executive Board, may designate other Governments as members of the Board. Membership may be changed by the General Assembly, on the recommendation of the Economic and Social Council, at any time after the first three years of the Fund’s existence...”

14. By resolution 417 (V) of 1 December 1950, the General Assembly decided the following:

“... the Executive Board of the Fund shall be reconstituted as from 1 January 1951 to consist of the governments of the States represented on the Social Commission and the governments of eight other States, not necessarily Member of the United Nations, to be designated by the Economic and Social Council for appropriate terms, with due regard to geographical distribution and to the representation of the major contributing and recipient countries”.

15. On 1 May 1956, the Economic and Social Council adopted resolution 610B (XXI), part of which reads as follows:

#### “The Economic and Social Council,

“Considering that it would be desirable to separate the membership of the Executive Board of the United Nations Children’s Fund from the membership of the Social Commission in order to provide for the direct election of a members of the Executive Board,

“1. Recommends that the General Assembly replace paragraph 6 (a) of resolution 417 (V) of 1 December 1950 by the following:

“That the Executive Board of the United Nations Children’s Fund shall be reconstituted as from 1 January 1957 to consist of twenty-six States, Members of the United Nations or members of the specialized agencies, to be designated by the Economic and Social Council for appropriate periods, without prejudice to the terms of the Statute already elected and with due regard to geographic distribution and to the representation of the major contributing and recipient countries.”

16. By resolution 1038 (XI) of 7 December 1956, the General Assembly acted upon the recommendation of the Economic and Social Council, but increased the size of the Executive Board to thirty members.

17. In accordance with a decision taken by the Economic and Social Council in resolution 610 B (XXI), one third of the members of the Executive Board of UNICEF (i.e., 10 members) are elected each year for a three-year term of office.

18. Under the terms of General Assembly resolution 57 (I)

“The Board may designate from among its members subcommittees as it deems advisable in the interest of effective administration.

“The Board shall elect its own Chairman and its Vice Chairmen, and shall meet whenever convened by the Chairman or upon the request of any three of its members... Each member of the Board shall have one vote. A majority of the Board shall constitute a quorum and it shall vote by a majority of the members present and voting. Subject to the foregoing, the Board may establish its own rules of procedure”.

19. The Executive Board has established a Programme Committee and a Committee on Administrative Budget (see para. 37, 38 and 49 below).

20. Sessions of the Executive Board are attended by representatives of the United Nations, the specialized agencies, non-governmental organizations and UNICEF national committees.

**B. Executive Director**

21. Under General Assembly resolution 57 (I), the Fund is administered by the Executive Director under policies established by the Executive Board. The Executive Director is appointed by the Secretary-General of the United Nations, in consultation with the Executive Board.

22. The Executive Director acts in that capacity at meetings of the Executive Board and its committees; in consultation with the Chairman, he draws up the provisional agenda for the Board's sessions. The Executive Director is responsible for preparing the budget estimates of UNICEF and an annual report on the administration of the Fund.

**C. Secretariat**

23. The staff of UNICEF are appointed by the Executive Director and paid out of UNICEF's own resources. A Personnel Committee makes recommendations to the Executive Director in matters relating to appointments and promotions; the Office of Personnel of the United Nations is represented, as appropriate, at meetings of the Personnel Committee. The staff of UNICEF are subject to the United Nations Staff Regulations and Rules.<sup>a</sup>

24. The UNICEF secretariat at headquarters is comprised of the Office of the Executive Director, Programme Division, Food Conservation Division, Supply Division, Comptroller's Division, Administrative Division, Public Information Division whose objectives are to influence the climate of public opinion in favour of investment in children as an important development resource, and to provide information geared to raising funds from both governmental and private sources), and an Office of the Secretary of the Executive Board.

25. The network of 32 field offices and of liaison offices are grouped into 6 regions: Africa, south of the Sahara, the Americas, East Asia and Pakistan, Europe and North Africa, Eastern Mediterranean, and South Central Asia.

26. The manning table for 1969 consists of 842 posts—199 at headquarters and 643 in the field; of this total, 552 posts are financed by UNICEF and 290 by Governments which receive assistance.

**III. FINANCES**

27. In resolution 57 (I) the General Assembly laid down that:

"The Fund shall consist of any assets made available by UNRRA or any voluntary contributions made available by Governments, voluntary agencies, individual or other sources. It shall be authorized to receive funds, contributions or other assistance from any of the foregoing sources; to make expenditures and to finance or arrange for the provision of supplies, material, services and technical assistance for the furtherance of the foregoing purposes; to facilitate and co-ordinate activities relating thereto; and, generally, to acquire, hold or transfer property, and to take

<sup>a</sup> Unlike the United Nations, UNICEF employs a number of local Professional staff, whose pay and conditions of service are determined by the best prevailing conditions in the locality and who are not subject to international transfer. The manning table for 1969 provides for 77 such local Professional staff.

any other legal action necessary or useful in the performance of its objects and purposes".

In the same resolution, the General Assembly authorized the Executive Board to pay from the Fund claims arising from its operation.

28. UNICEF does not hold pledging conferences. Most of the contributing Governments, however, make contributions regularly on an annual basis. Furthermore, a number of host Governments contribute to trust funds, under the UNICEF Basic Agreement, to cover field office costs of salaries, wages and common staff costs for local staff, and other local office expenses, such as communications, maintenance and rental of premises, stationery and office supplies etc. These contributions are not shown in the UNICEF administrative and operational services budget estimates; they are included, however, in the data given in the annual financial report and accounts of the Fund, which is submitted to the General Assembly.

29. Voluntary contributions by Governments accounted for 75.8 per cent of UNICEF's total income of \$35.2 million in 1966, and 73.8 per cent in 1967, when total income amounted to \$38.5 million. Income in 1968 is estimated at \$43 million with the share of total income derived from government contributions declining to some 68 per cent. Income from non-governmental sources, including income from the sale of UNICEF greeting cards, is expected to show a corresponding rise.

30. The UNICEF Greeting Card operation has grown in a most gratifying manner, with net profits rising from \$4,200 in 1950 to \$3.1 million in 1966. Among steps taken by UNICEF to reduce costs have been computer estimating techniques—first used in 1965—and the location of printers and of collection points in proximity to the major selling points. Net income of the Greeting Card Fund as a percentage of gross income amounted to 43 per cent in the 1966 season. This was the same percentage as for 1963 and 1964. The goal set by the Greeting Card Fund is 50 per cent. Payments from the Greeting Card Fund to the general fund accounted for 6.1 per cent of UNICEF's total income in 1965 and 7.8 per cent in 1966 and 1967. In 1968, accumulated profits of \$1.7 million of the Greeting Card Fund were transferred to the general resources of UNICEF and it was agreed that henceforth greeting card production was to be financed entirely from UNICEF's working capital rather than from a separate working capital derived from greeting card profits.

31. The growth of the greeting cards operation has been due in large part, to the efforts of UNICEF national committees, whose help, *inter alia*, made it possible to keep to a minimum the staff and other costs required for the distribution and sale of the cards. The national committees also contribute to UNICEF's income by raising funds for individual projects adopted by them.

32. UNICEF's income is used to finance projects and the Fund's administrative and operational services budget. The procedures followed in the appropriation of the necessary funds are described in paragraphs 36 *et seq.* below.

33. The following table indicates UNICEF's programme expenditure and expenditure on administrative and operational services for the period 1965-1968:

	1965		1966		1967		1968 (estimated)	
	Millions of United States dollars	Per cent	Millions of United States dollars	Per cent	Millions of United States dollars	Per cent	Millions of United States dollars	Per cent
Programme expenditure	24.9	79.83	28.5	80.46	31.6	80.61	36.5	81.66
Operational services (net)	4.0	12.94	4.3	12.18	4.8	12.15	5.2	11.63
	28.9	92.77	32.8	92.64	36.4	92.76	41.7	93.29
Administrative expenditure (net)	2.3	7.23	2.6	7.36	2.8	7.24	3.0	6.71
<b>TOTAL</b>	<b>31.2</b>	<b>100.00</b>	<b>35.4</b>	<b>100.00</b>	<b>39.2</b>	<b>100.00</b>	<b>44.7</b>	<b>100.00</b>

34. UNICEF is working towards a goal of an annual income of \$50 million from voluntary contributions by Governments and private sources. It had hoped to reach this goal by the end of 1969, but it now appears that this goal will not be attained by that time.

35. UNICEF considers<sup>b</sup> that the form of presentation of its budget estimates and the form of appropriation of funds correspond to the recommendations made by the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies in its second report.<sup>c</sup>

#### A. Programmes budget

36. The policies relating to the determination of programmes are established by the Executive Board. On the basis of those policies, the Executive Director submits detailed recommendations to the Programme Committee of the Board.

37. The composition and functions of the Programme Committee are laid down in the Board's rules of procedure (E/ICEF/177/Rev.2)<sup>d</sup> as follows:

##### "Rule 56

"There shall be established a Programme Committee consisting of twelve members elected by the Executive Board. The Board may increase or decrease the membership of the Committee.

"The Board shall elect the Chairman of the Programme Committee from among the members of that Committee. The Programme Committee may elect such other officers as it deems necessary.

"The Chairman of the Executive Board and the chairman of the Committee on Administrative Budget shall be invited to sit with the Programme Committee and participate in its deliberations."

##### "Rule 58

"The functions of the Programme Committee shall be:

"(a) To examine applications made by governments for assistance, within the policies established for the Fund, and to make recommendations thereon to the Executive Board;

"(b) To make recommendations to the Executive Board on the institution and execution of programmes including the raising of funds as well as all other current activities of the Fund.

##### "Rule 59

"The Programme Committee shall submit to each session of the Board a report on its activities."

38. The membership of the Programme Committee was increased from 12 to 20 in February 1965, and has risen gradually since then; at the 1969 session the Programme Committee will consist of 23 members. At its June 1968 session, the Board discussed converting the Programme Committee into a Committee of the whole, but deferred a decision in principle on this because it was linked to the questions on which a decision might be taken later concerning the desirability of increasing the size of the Board.

39. The recommendations submitted by the Executive Director of the Programme Committee include an explanatory note or report on the projects recommended. Since 1966, the Committee has considered recommended programme assistance grouped by regions, instead of by programme categories as in the past. The commitments and allocations recommended by the Programme Committee are submitted to the Board, which is also provided with summaries of the amounts recommended both by major category of programme and by area. The Board is also informed of the expected balance in outstanding programme commitments for future allocation.

40. Included in the material laid before the Programme Committee is a report by the Executive Director which lists unused balances of allocated funds resulting from savings due to price reductions in the supplies or equipment requirements,

from overestimation of the amount of supplies and other assistance for individual projects or from the cancellation of projects. The report also contains recommendations for additional allocations to cover overexpenditure on approved projects.

41. The report of the Programme Committee is reviewed and programme assistance is approved by the Executive Board. A description of the projects for which aid has been approved by the Board, together with summaries of approved commitments and allocations are included in the Board's report to the Economic and Social Council.<sup>e</sup> When there is need for emergency aid, the Board has procedures for approving allocations by mail poll.

42. Project allocations are approved for specific objectives and do not lapse at the end of a budget period; hence the question of the biennial budget cycle does not arise for UNICEF in the same form as for a specialized agency.

43. At each session, the Board adopts a two-year financial plan which is partially a target and partially a forecast. In June 1963, the Executive Board approved a revised financial policy permitting allocations to be based on resources foreseen up to the time of the next Board session. In May 1966, the Board requested the Executive Director to take steps to put UNICEF's funds to more rapid use and to prepare a large programme of allocations so that by the end of 1968 the funds-in-hand would be reduced to the minimum required for working capital. The Executive Director responded by submitting a financial plan for 1967 and 1968 providing for an increase level of allocations and commitments by drawing upon reserves and anticipating future income, in the expectation that greater financial support would be forthcoming as time went on. The Executive Board approved the Executive Director's plan at its June 1967 session. It also agreed that the target level of "funds-in-hand" (cash and short-term investments) should be set at \$18 million, with the expectation that it would fluctuate between \$15 and \$21 million. At the Board session in June 1968, it was estimated that funds-in-hand at the end of the year would be \$13 ± \$1 million, which was less than the lower limits set by the Board. However, there had been an increase of stocks in the UNICEF Packing and Assembly Centre and in transit, which provided an element of liquidity. Nevertheless, the Board agreed that funds-in-hand had to be brought to a more adequate level. The Board set a figure of \$18 million for 1969.

44. Early procurement against approved allocations has recently become an established policy of UNICEF, and mainly in the form of supplies for the Copenhagen Packing and Assembly Centre for later shipment, and raw materials awaiting processing. Such supplies are shown among the Fund assets.

45. The following table indicates the balance of approved commitments and allocations as at 31 December 1965, 1966 and 1967.

	1965	1966	1967
	Millions of United States dollars		
Allocations approved by the Executive Board (to be fulfilled)	56.5	55.6	63.1
Of which, to be financed from future income . . . . .	21.9	22	31.1
Commitments approved by the Board against future income, against which no allocations have been made . . . . .	28.1	26.6	30.1

46. The bulk (75-80 per cent) of programme expenditure by UNICEF consists of supplies and equipment. Of the balance the major portion is accounted for by fellowships and training grants.

47. The principles and practices followed in the purchase of supplies and equipment for project aid—including the use of different currencies, the purchase of locally-produced supplies, quality guidelines, and competitive bidding—was the

<sup>b</sup> See document E/ICEF/AB/L.68, paras. 12-16.

<sup>c</sup> *Official Records of the General Assembly, Twenty-first Session, Annexes*, agenda item 80, document A/6343.

<sup>d</sup> Mimeographed document, dated 16 September 1957.

<sup>e</sup> Allocations approved by the Board in June 1968 for long-range aid were divided as follows by field of activity: health, 53 per cent; education and pre-vocational training, 29 per cent; nutrition, 9 per cent; welfare, 4 per cent; others, 5 per cent.

subject of a comprehensive report submitted by the Executive Director to the Board at its June 1968 session.<sup>†</sup> Because of lack of time at this session, it was deferred for consideration to the session to be held in May 1969.

48. A basic principle underlying UNICEF programmes is, in the words of General Assembly resolution 57 (I) that "The Fund shall not engage in activity in any country except in consultation with, and with the consent of, the Government concerned". Furthermore, UNICEF believes that it should focus its assistance on key programmes of benefit to children and young people, which have recognized priority within the context of the development efforts of individual countries; hence UNICEF does not establish global priorities for the allocation of its resources. In the Board's view, UNICEF's resources should be concentrated on fewer but larger projects. UNICEF-assisted projects also receive substantial internal matching contributions from local governments; in recent years, for each dollar allocated by UNICEF, the assisted Governments spent, or agreed to spend at a later date, an average of over \$2.50.

*B. Administrative and operational services budget*

49. The administrative and operational services budget estimates, as prepared by the Executive Director, are reviewed by the Committee on Administrative Budget of the Executive Board. This Committee was established under rule 64 of the rules of procedure of the Executive Board, which provides that:

*"Rule 64*

"The Board may designate from among its members a Committee on Administrative Budget and such other committees as it deems advisable in the interest of effective administration. Such committees shall elect their own officers except that the Board shall elect the Chairman of the Committee on Administrative Budget from among the members of that Committee. The Chairman of the Executive Board and the Chairman of the Programme Committee shall be

<sup>†</sup> Document E/ICEF/574 (mimeographed).

invited to sit with the Committee on Administrative Budget and participate in its deliberations."

For 1968/1969, the Board established the membership of this Committee at fourteen.

50. In the course of its session, the Committee on Administrative Budget reviews and approves the financial report and statements of UNICEF—which cover programme expenditure as well as the administrative and operational services budget—and the Greeting Card Financial Report for the preceding year; it carries out a mid-year review and, if necessary, considers supplementary estimates for the current year; and it considers budget estimates for the following year. The Committee recommends a draft budget resolution for adoption by the Board.

51. The administrative and operational services budget is presented on an object-of-expenditure basis. The expenditure side of the budget is divided into two sections:

- (1) Salaries, wages and common staff costs (which include travel on home leave), and
- (2) Other expenses and permanent equipment.

Transfers between sections require the authorization of the Committee on Administrative Budget. The Income Estimates show separately income from staff assessment, and other income. A distinctive feature of UNICEF is that the financing resolution provides for the allocation of funds in two equal instalments—half in June of the year preceding the budget year in question and the balance in June of the budget year itself.

52. As its name implies, the administrative and operational services budget covers expenditures at headquarters and in the field. The operational services consist of: (a) cost of personnel and related services of offices of Resident Directors and UNICEF representatives; (b) cost of personnel and related services of food conservation engineering; and (c) cost of personnel and related services of the procurement and shipping operations.

53. The growth of UNICEF's administrative and operational services budget for the period 1966-1968 has been as follows:

Section	1968 estimate) <sup>a</sup>	1967 (actual)	1966 (actual)
	<i>United States dollars</i>		
Section 1. Salaries, wages and common staff costs	7,377,900	6,941,869	6,553,098
Section 2. Other expenses and permanent equipment	1,471,300	1,425,116	1,133,207
<b>TOTAL</b>	8,849,200	8,366,985	7,686,305

<sup>a</sup> Excluding supplementary budget estimates for 1968.

The increases under section 1 are attributable largely to the chapters "Established posts" and "Pension fund contributions". Under section 2, the increase has been due almost wholly to the need for UNICEF to move into rented premises in New York.

54. Expenditure on staff in 1968 is estimated as follows between headquarters and the field (expressed in percentages): international staff costs, 63 per cent; New York local staff, 4.9 per cent; local staff of field offices, 22.1 per cent of total staff costs. Other expenses and permanent equipment are divided as follows: headquarters, 51.5 per cent; field offices, 8.5 per cent.

55. The budget estimates for 1968<sup>‡</sup> provide for a gross amount of \$3,141,000 for administration and \$5,708,200 for operational services.<sup>‡</sup> The Executive Director has explained to the Executive Board that whereas the ratio of administrative expenditures to total expenditures has remained at about 7 per cent during the last 10 years, the ratio of operational services expenditures has increased, largely owing to the expansion of the field establishment. More time is now devoted to the reparation of projects involving several ministries or departments. Co-ordination of UNICEF aid with that of bilateral,

multilateral and voluntary agencies requires increased attention.<sup>‡</sup>

56. It should be noted that the United Nations, under paragraph 4 (b) of General Assembly resolution 57 (I), provides UNICEF free of charge with conference, translation and payroll services.<sup>‡</sup>

57. The Committee on Administrative Budget also considers the budget estimates of the Copenhagen Packing and Assembly Centre and of the Greeting Card Fund.

58. The costs of operating the Copenhagen Centre are charged to project allocations in the form of a surcharge—now amounting to 10 per cent—on the purchase price of the supplies *ex* factory. While the Committee had previously merely reviewed the operations of the Centre, detailed budget estimates were first submitted to it in 1967.

59. The financial year of the Greeting Card Fund runs from 1 May to 30 April. At its June 1967 session, the Com-

<sup>‡</sup> See document E/ICEF/AB/L.68, para. 29.

<sup>‡</sup> Paragraph 4 (b) reads as follows:

"The United Nations shall make no charge to the Fund on account of staff and facilities, so long as these can be provided from the established services of the Secretariat and within the limits of the United Nations budget. If additional funds are necessary, money for such purposes shall be provided by the Fund".

<sup>‡</sup> Document E/ICEF/AB/L.68.

<sup>‡</sup> Excluding supplementary budget estimates for 1968.



mittee on Administrative Budget had before it an interim report of a management study of the operation carried out by the United Nations Administrative Management Service designed to strengthen accounting, administrative and financial aspects of the operation, sales management and promotion and the search for suitable designs.

#### C. Budgetary and other controls

60. At the secretariat level, responsibility for the financial operations of UNICEF, including the control of the use of the assets of the Fund and the recording and internal audit of income and expenditure, rests with the Comptroller's Division. The Comptroller certifies the annual accounts of UNICEF; he also acts as Chairman of the Contract Review Committee, which reviews and approves all recommendations for purchases exceeding \$10,000, and of the Insurance Survey Board,<sup>k</sup> and serves as a member of the Property Survey Board and the Claims Board.

61. The budget estimates, as prepared by the Administrative Division of the UNICEF secretariat for submission to the Executive Board, are made available to the United Nations Office of the Controller for technical comment.

62. UNICEF applies the United Nations Financial Regulations and Rules. Although, in 1948, the Executive Board had authorized the Executive Director, subject to the approval of the Controller of the United Nations and of the Board itself, to establish supplementary financial rules, no such additional rules have been promulgated. The provision is retained, however, in rule 20 of the rules of procedure of the Executive Board.

63. In line with suggestions by the United Nations Board of External Auditors, UNICEF's Internal Audit has been strengthened and an audit manual has been issued. The Executive Board was informed at its June 1967 session that the Executive Director was in touch with the United Nations Controller with a view to a possible takeover of UNICEF's internal audit operation by the United Nations Internal Audit Service. It may be pointed out in this connexion that in the early years of UNICEF, the Controller of the United Nations exercised certain supervisory functions over UNICEF's finances; those functions were, however, later discontinued by mutual agreement. Accordingly, the provision in rule 19 of the rules of procedure of the UNICEF Executive Board that the approved estimates "shall then be submitted for the approval of the Secretary-General and issue of allotments accordingly" is no longer adhered to.

64. Pursuant to paragraph 6 of General Assembly resolution 57 (I) the financial report and accounts of UNICEF are audited by the United Nations Board of Auditors and, together with the Board's report, and the relevant comments of the Advisory Committee on Administrative and Budgetary Questions, are submitted to the General Assembly by the Secretary-General. This material includes a statement of income and expenditure (which covers the programmes and administrative budgets and the Greeting Card Fund), a statement giving the financial position of UNICEF as of the last day of the financial year, and for the administrative budget, a consolidated statement of budgetary estimates, obligations incurred, and unencumbered balance at the end of the financial year.

#### IV. PROGRAMME EVALUATION

65. Nearly every UNICEF plan of operations now contains a standard clause providing for the periodic evaluation of the project. However, this effort has only begun, and in many instances base-line data and criteria by which programmes could be appraised are still lacking.

66. At its session in June 1967, the Executive Board had before it country and over-all evaluation reports on maternal and child health and applied nutrition. At its session in June 1968, it considered an over-all assessment of education projects. The Board recognized the importance of both general and individual-project evaluations. With regard to the latter,

<sup>k</sup> Since November 1950, UNICEF has pursued a policy of self-insurance. It has a reserve for insurance in the amount of \$200,000.

it was felt that more aid would be needed for that purpose from UNICEF and the specialized agencies.<sup>1</sup>

#### V. CO-ORDINATION WITH OTHER UNITED NATIONS BODIES

67. UNICEF has, from the outset, maintained close relations with the United Nations and the specialized agencies. In resolution 57 (I) establishing the Fund, the General Assembly indicated that the Fund's Executive Board "may, on occasions arise, invite representatives of specialized agencies for consultation on matters within their competence". In the same resolution, the General Assembly made provision for assistance in staff and facilities to be rendered to UNICEF by the United Nations and the specialized agencies. In resolution 417 (V), the General Assembly decided:

"That the Executive Board shall take all necessary steps to ensure close collaboration between the Administration of the Fund and the specialized agencies, pursuant to the agreements between the United Nations and the specialized agencies".

68. Furthermore, by resolution 802 (VIII) of 6 October 1953, the General Assembly requested the Secretary-General:

"To ensure that the programmes carried on by UNICEF continue to be co-ordinated effectively with the regular technical assistance programmes of the United Nations and the specialized agencies;

"To report thereon to the Economic and Social Council . . . as appropriate".

69. When the General Assembly, by resolution 1678 (XV) of 13 December 1961, endorsed the new emphasis and approach of UNICEF programmes designed to help give effect to the Declaration of the Rights of the Child,<sup>m</sup> it expressed the hope that the specialized agencies would "co-operate fully with the implementation of the new emphasis and approach of the programmes of the Fund, particularly by assisting countries wishing to draw up and implement longer-term programmes for child welfare within the framework of the economic and social development plans". The Assembly also requested "the resident representatives of the Technical Assistance Board, in promoting the co-ordination of the efforts, to continue to offer every possible assistance to the Governments and agencies concerned".

70. Co-operation between UNICEF and WHO dates back to the early years of UNICEF's operations. In resolution 214 (III) of 8 December 1948, the General Assembly "not without satisfaction the successful arrangements" made for such co-operation. In 1960, the two organizations established UNICEF/WHO Joint Committee on Health Policy; UNICEF representation consists of the Chairmen of the Executive Board and of the Programme Committee, by virtue of the office, and four individual members of Government delegation to the Board—and their alternates, who are elected by name.

71. Since 1958, UNICEF has had a Joint Policy Committee with FAO. This body, initially established for a limited term, has since been extended several times; it has been meeting on an average, every two years. UNICEF co-operates with both FAO and WHO in the applied nutrition programme.

72. Since 1961, UNICEF has been co-operating with UNESCO and the ILO in education and vocational training programmes, but it does not have joint committees with those or any other specialized agencies. However, representatives of the ILO and UNESCO, in addition to representatives of the United Nations, the World Food Programme, FAO and WHO, attend sessions of the UNICEF Executive Board and of its Programme Committee. Furthermore, WHO, FAO and UNESCO have assigned permanent advisers to UNICEF headquarters.

73. UNICEF maintains close working relations in the field with the local offices of the United Nations, UNDP and the specialized agencies. Several of the UNICEF field offices share common premises with United Nations Information

<sup>1</sup> See *Official Records of the Economic and Social Council, Fortieth Session, Supplement No. 8*, paras. 156-158.

<sup>m</sup> See General Assembly resolution 1386 (XIV) of 20 November 1959.

entres and offices of UNDP resident representatives. UNICEF has recently expanded the number of its liaison officers who are administratively attached to the local UNDP resident representative, though they receive instructions from and report through UNICEF channels.

74. In resolution 716 (XXVII) on 23 April 1959, the Economic and Social Council congratulated the Executive Director of UNICEF and the Directors-General of WHO, NESCO and FAO on the close co-operation between the und and the specialized agencies. By resolution 1145 (XLI) of 2 August 1966, the Council commended the continued close co-operation between UNICEF and the relevant specialized agencies in the United Nations family.

75. At its session in June 1967, the Executive Board of UNICEF welcomed the increased emphasis placed on efforts to co-ordinate UNICEF assistance with that of the rest of the United Nations family, not simply to avoid overlapping, but to develop a dynamic approach on the basis of a real team spirit.

76. UNICEF participates in the work of the Administrative Committee on Co-ordination and its subsidiary bodies, including the Consultative Committee on Administrative Questions and the Consultative Committee on Public Information, and provides ACC with a breakdown of its expenditures by type of activity.

#### VI. REPORTING PROCEDURES

77. In resolution 57 (I), the General Assembly laid down as follows:

"The Executive Board shall make periodic reports of its operations at such times and in such form as the Economic and Social Council shall provide."

The Assembly also made provision for reviewing the activities of the Fund on the basis of reports from the Economic and Social Council. When the General Assembly, by resolution 802 (VIII) of 6 October 1953 converted UNICEF from an emergency operation into a Fund without time-limits, requested the Economic and Social Council "to continue to view periodically the work of UNICEF and to make recommendations to the General Assembly as appropriate". Accordingly, the Council annually reviews the report of the Executive Board, and includes a section on UNICEF in the chapter titled "Social questions" of its own report to the General Assembly.

78. The General Assembly has considered the activities of UNICEF at its regular sessions and has adopted annual resolutions thereon. The financial reports and accounts of UNICEF, together with the reports of the Board of Auditors and the comments thereon by the Advisory Committee on Administrative and Budgetary Questions are also submitted to the General Assembly.

## ANNEX II

### United Nations Relief and Works Agency for Palestine Refugees in the Near East

#### I. ESTABLISHMENT AND FUNCTIONS

1. The United Nations Relief and Works Agency for Palestine Refugees in the Near East was established by the General Assembly under resolution 302 (IV) of 8 December 1949 as a successor to the United Nations Relief for Palestine Refugees, which had been set up under resolution 212 (II) of 19 November 1948 in response to the appeal made by the United Nations Mediator on Palestine in his progress report of 18 September 1948. Paragraph 7 of resolution 2 (IV) reads as follows:

"7. Establishes the United Nations Relief and Works Agency for Palestine Refugees in the Near East:

"(a) To carry out in collaboration with local governments the direct relief and works programmes as recommended by the Economic Survey Mission;

"(b) To consult with the interested Near Eastern Governments concerning measures to be taken by them prepara-

tory to the time when international assistance for relief and works projects is no longer available".

2. Under paragraph 12 of the same resolution, the Secretary-General was instructed to transfer to UNRWA the assets and liabilities of the United Nations Relief for Palestine Refugees; these turned out to amount to a deficit of \$2.65 million.

3. The duration for which the Agency had been set up was not specified in the early years of its existence. Subsequently, however, in resolutions 720 (VIII), 818 (IX), 1456 (XIV), 1856 (XVII), 2002 (XIX), and 2052 (XX), the General Assembly extended the Agency's mandate for specific periods of time. The mandate now extends until 30 June 1969.

4. By resolutions 1315 (XIII), of 12 December 1958, and 1456 (XIV), of 9 December 1959, the General Assembly recalled that UNRWA is a subsidiary organ of the United Nations.

5. The General Assembly originally envisaged the early reduction or even termination of direct relief to refugees, and increased emphasis on reintegration and rehabilitation, but in the light of the situation in the area, the Assembly, in resolution 1315 (XIII), requested the Director of the Agency "without prejudice to paragraph 11 of General Assembly resolution 194 (III)"—which dealt with the return of refugees to their homes or the payment of compensation to them—"to plan and carry out projects capable of supporting substantial numbers of refugees and, in particular, programmes relating to education and vocational training".

6. In keeping with the General Assembly directives, UNRWA has focused attention on providing refugees with relief (including foods), health (including protective and curative services) and educational services (including vocational training).

#### II. MANAGEMENT OF THE AGENCY

7. UNRWA is headed by a Commissioner-General—prior to 1962 the incumbent's title was "Director"—who ranks as an Assistant Secretary-General. The Commissioner-General is appointed by the Secretary-General of the United Nations in consultation with the Governments represented on the Agency's Advisory Commission (see para. 9 below).

8. Paragraph 9 of General Assembly resolution 302 (IV) provides that :

"(a) The Director shall be the chief executive officer of the United Nations Relief and Works Agency for Palestine Refugees in the Near East responsible to the General Assembly for the operation of the programme;

"(b) The Director shall select and appoint his staff in accordance with general arrangements made in agreement with the Secretary-General, including such of the staff rules and regulations of the United Nations as the Director and the Secretary-General shall agree are applicable, and to the extent possible utilize the facilities and assistance of the Secretary-General;

"(c) The Director shall, in consultation with the Secretary-General and the Advisory Committee on Administrative and Budgetary Questions, establish financial regulations for the United Nations Relief and Works Agency for Palestine Refugees in the Near East".

9. The Advisory Commission of the Agency was established under General Assembly resolution 302 (IV), paragraph 8 of which reads as follows:

"8. Establishes an Advisory Commission consisting of representatives of France, Turkey, the United Kingdom of Great Britain and Northern Ireland and the United States of America, with power to add not more than three additional members from contributing Governments, to advise and assist the Director of the United Nations Relief and Works Agency for Palestine Refugees in the Near East in the execution of the programme; the Director and the Advisory Commission shall consult with each Near Eastern Government concerned in the selection, planning and execution of projects".



By resolution 720 B (VIII) of 27 November 1953, the General Assembly authorized the Advisory Commission to increase its membership by not more than two additional members. The nine members of the Commission are Belgium, France, Jordan, Lebanon, Syria, Turkey, the United Arab Republic, the United Kingdom of Great Britain and Northern Ireland and the United States of America.

10. Under financial regulation 1.4 of the Financial Regulations of UNRWA, the Commissioner-General is required to consult the Agency's Advisory Commission on matters of major financial policy or major changes in financial policy. The Commissioner-General also submits to the Commission his draft annual report to the General Assembly for advice and comments, and consults the Commission on the Agency's budget estimates.

11. The staff of the Agency consists of a small nucleus of international officials—who numbered 113 at the end of 1967, including 27 officials seconded and loaned from other United Nations organs—and some 11,500 locally-recruited staff, most of whom are refugees. Over the years, the Agency has applied a policy of the gradual replacement of international officials by locally-recruited staff. The staff regulations and rules applicable to international officials closely follow the corresponding provisions of the United Nations regulations and rules. The two main differences are that: (a) the Agency, for obvious reasons, does not grant permanent appointments; and (b) the Agency's payroll system is based on net salaries excluding staff assessment except for pension fund purposes. As regards the former, UNRWA international staff serve on appointments which are fixed-term or indefinite—i.e., when no expiration date is specified. The staff rules applicable to area (locally-recruited) staff members differ in several respects from the rules applicable to international staff. They do not include the provision that salaries be fixed on the basis of "the best prevailing conditions of employment in the locality", and the Agency has used as a guide the conditions applicable to corresponding groups of government employees in the area.

### III. FINANCES

12. Under the terms of the relevant General Assembly resolutions, UNRWA is financed by voluntary contributions, both governmental and non-governmental. The General Assembly has established an *Ad Hoc* Committee for the Announcement of Voluntary Contributions to UNRWA.

13. Only the Commissioner-General or those officers specifically designated by him may accept contributions to the Agency; such contributions may be in cash or in kind (Financial Regulations, art. VI). The Commissioner-General may reject such offers as are not appropriate or as cannot be utilized for the purposes of the Agency.

14. The Agency's finances are administered under financial regulations established by the Commissioner-General in accordance with paragraph 9 (c) of General Assembly resolution 302 (IV) (see para. 8 above). The Regulations specify that in those cases not covered by them, the Commissioner-General shall issue such rulings as he deems proper, using the Financial Regulations and Rules of the United Nations as a guide, if appropriate (regulation 1.2).

15. The Financial Regulations of UNRWA lay down that: "A budget shall be prepared annually by the Commissioner-General for submission to the General Assembly, after consultation with the Agency's Advisory Commission . . ." (regulation 9.1). Expenditure under the budget is "divided into such main and sub-headings as will accurately reflect the operations and administration of the Agency" (regulation 9.2). Regulation 9.6 authorizes the Commissioner-General to "make transfers within or between main or sub-headings of the approved budget to the extent he may deem necessary, after consultation with the Advisory Commission on matters of major importance". It will be noted that the prior concurrence of the Commission is not required. The Financial Regulations make no provision for supplementary estimates. However, they authorize the Commissioner-General to "provide for a reasonable stockpiling of supplies and prepayment of essential services beyond the requirements of the current

budget where this is essential for the uninterrupted operation of the Agency, provided such stockpiling or prepayment within the amount and for the purposes reasonably expected to be included in the budget of the following year, subject to requirements . . . with regard to the availability of funds" (regulation 9.9).

16. In implementation of regulation 9.1, the budget of UNRWA is divided into parts for "Relief services", "Health services" and "Education and training services". Common costs though included as a separate "part" for purposes of information, are apportioned among the three main types of service. These common costs include the general administration of the Agency at its headquarters, its five field offices and their subordinate area and camp operations, the maintenance of offices in New York, Geneva and Cairo, the operation of its public information services; the transport of persons and goods within UNRWA's area of operations; market research, purchasing, control and warehousing of supplies and equipment; personnel administration, translation, legal, financial, statistical, data processing and engineering services; and the protection of the Agency's installations and property. In the 1969 budget estimates, these common costs account for 16.5 per cent of total estimated expenditure—as against 16 per cent in 1968.

17. Financial regulation 9.3 states that:

"The budget shall also present the working capital requirements of the Agency, to provide for necessary investment in inventories on hand or on order and for meeting current operational requirements in the event of delays in the receipt of income."

Financial regulation 9.4 states that:

"In a separate section of the budget shall be shown the proposed plan of financing the budget, showing estimated expenditure, amount expected to come from or be added to the working capital, expected miscellaneous income and contributions required."

18. As can be seen from regulation 9.4, the Agency "working capital" is in effect an operating reserve into which the Agency can pay any excess of income over expenditure in a given year, and which is used to finance shortfalls in years when income is insufficient. The gradual erosion of this reserve has been a matter of serious concern to the Commissioner-General and the General Assembly which in its annual resolutions on UNRWA, has repeatedly drawn attention to the Agency's precarious financial situation and appealed for increased contributions. Indeed, in resolution 916 (X), of 3 December 1955, and 1018 (XI), of 28 February 1957, the Assembly requested the Agency to pursue its programme "bearing in mind the limitation imposed upon it to the extent of the contributions for the fiscal year". General Assembly resolution 2341A (XXII) of 19 December 1966 called upon:

" . . . all Governments as a matter of urgency to make the most generous efforts possible to meet the anticipated needs of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, particularly in the light of the budgetary deficit projected in the Commissioner-General's report, and, therefore, urges non-contributing Governments to contribute and contributing Governments to consider increasing their contributions."

The Agency's reserve, which—largely because of generous contributions by Governments in the year ended 30 June 1966—had reached a high point of \$48.6 million, shrank to \$16 million on 31 December 1967. The last figure, however, included an amount of \$4.1 million received as contribution for the emergency programme initiated after the June 1967 hostilities, which are not expected to be repeated in the near future. The reduction approximately equals the average total annual contribution by Governments over the nine-year period from 1958 to 1966. The Agency considers that it should have a minimum of \$16 million at the beginning of the fiscal year in order to finance its "pipeline" of supplies and to provide operating funds during the first half of the year, when the rate of payment of contributions normally lags far behind the

Agency's rate of expenditure. The drop in reserves compelled the Commissioner-General in 1967 to seek—and the Advisory Committee on Administrative and Budgetary Questions to concur in—a liberalization of financial regulation 9.5, which, as now amended, gives the Commissioner wider latitude in meeting governmental pledges announced, but not yet paid, as funds to meet future, long-term commitments and thus release cash which previously had been earmarked to meet such commitments.<sup>a</sup>

19. The Financial Regulations of the Agency contain provisions designed to ensure effective financial administration and the exercise of economy; these provisions cover procedures for the awarding of contracts, control of cash, and control of supplies, equipment and construction. Furthermore, provision is made for "the internal audit of the Agency's operations" (financial regulation 12.1).

20. The accounts of the Agency are audited annually by the United Nations Board of Auditors in the manner laid down in the United Nations Financial Regulations. Financial regulation 12.2 of UNRWA stipulates, *inter alia*, that "the Board of Auditors shall make such report to the General Assembly on the accounts and operations of the Agency as it deems appropriate". The report of the Board of Auditors and supporting material are reviewed by the Advisory Committee, which reports thereon to the General Assembly.

21. In discharging the task entrusted to it by the General Assembly, UNRWA has taken steps to ensure that the maximum amount of funds reaches the refugees most in need of international assistance; these steps have included control of the relief rolls, controls over handling and warehousing losses, and negotiations with local Governments who have sought to levy various charges from which UNRWA, as a subsidiary organ of the United Nations, should be exempt.

22. The General Assembly, in resolution 2052 (XX) of 5 December 1965, indicated that rectification of the relief rolls is "a problem which has been and continues to be of major concern to the General Assembly". In that resolution, and again in resolutions 2154 (XXI) and 2341A (XXII), the Assembly directed the Commissioner-General to continue his efforts in that direction.

23. The problem of handling and warehousing losses of materials has been studied by the Board of Auditors. The amount of such losses has declined to a level which was not considered unreasonable by the Board of Auditors.<sup>b</sup>

24. The precariousness of the Agency's financial position constrained the Commissioner General to appeal to the General Assembly at its twenty-second<sup>c</sup> session to place the Agency on a sound financial basis, both with respect to current funds to cover its budget and with respect to working capital adequate to meet its requirements. The Commissioner-General expressed the view<sup>d</sup> that if the Agency is to continue to provide the services that it is expected to provide, a more rational and a more dependable system of financing its operations is urgently needed.

25. The Agency's budget estimates for 1969, as submitted by the Commissioner-General to the General Assembly at its twenty-third session,<sup>e</sup> amounted to approximately \$42,469,000, as against estimated expenditure of \$44,239,000 in 1968, and actual expenditure of \$40,540,000 in 1967. The estimated cost of UNRWA's programme for 1969 shows a decrease of some \$1.7 million compared to 1968. The 1968 figure, however, includes an estimated amount of approximately \$3,355,000 for non-recurring items, whereas the 1969 estimates include only \$549,000 for such a provision. For recurring costs, the 1969 estimates exceed those of 1968 by approximately \$1 million.

<sup>a</sup> Official Records of the General Assembly, Twenty-second Session, Supplement No. 13, paras. 6 and 144.

<sup>b</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 72, document A/6673, para. 19.

<sup>c</sup> *Ibid.*, Twenty-second Session, Supplement No. 13, para. 65.

<sup>d</sup> *Ibid.*, para. 153.

<sup>e</sup> *Ibid.*, Twenty-third Session, Supplement No. 13, para. 161.

#### IV. REPORTING

26. Paragraph 21 of resolution 302 (IV), which established the Agency, reads as follows:

"The General Assembly,

... .

"21. Requests the Director to submit to the General Assembly of the United Nations an annual report on the work of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, including an audit of funds, and invites him to submit to the Secretary-General such other reports as the United Nations Relief and Works Agency for Palestine Refugees in the Near East may wish to bring to the attention of Members of the United Nations, or its appropriate organs".

In subsequent resolutions, the General Assembly, on several occasions, requested the Commissioner-General to continue to submit such reports and the annual budgets of the Agency.

27. Since the fifth session, the General Assembly has included the Agency's annual reports in its agenda, and has adopted resolutions thereon.

#### V. CO-ORDINATION WITH OTHER ORGANIZATIONS IN THE UNITED NATIONS FAMILY

28. Paragraphs 18 and 19 of General Assembly resolution 302 (IV), state, *inter alia*, the following:

"The General Assembly,

... .

"18. Urges the United Nations International Children's Emergency Fund, the International Refugee Organization, the World Health Organization, the United Nations Educational, Scientific and Cultural Organization, the Food and Agriculture Organization and other appropriate agencies and private groups and organizations, in consultation with the Director of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, to furnish assistance within the framework of the programme;

"19. Requests the Director . . . :

"(a) To appoint a representative to attend the meeting of the Technical Assistance Board as observer so that the technical assistance activities of the United Nations Relief and Works Agency for Palestine Refugees in the Near East may be co-ordinated with the technical assistance programmes of the United Nations and specialized agencies . . . ."

29. On several occasions since then, the General Assembly thanked the specialized agencies for their contribution to the work of UNRWA.

30. WHO co-operates in UNRWA's health services and provides the Agency with technical guidance. The Director of UNRWA's health programme is a staff member of WHO, which pays his salary and the salaries of three other staff members. As for educational services, these have been operated and developed by UNRWA and UNESCO in association since 1950. UNESCO is responsible for the technical direction and provides twenty-four staff members, including the Director of the Agency's educational programme. In 1966, UNRWA appealed to the World Food Programme to help it maintain its supplementary feeding programme, but WFP could not accede to the request under the terms of its own "Basic texts establishing the World Food Programme and its terms of reference".<sup>f</sup> WFP joined, however, in the emergency assistance provided as a consequence of hostilities in June 1967. UNICEF also played a valuable role in the emergency assistance.

<sup>f</sup> See *World Food Programme Basic Documents*, (document P/WFP:BD 1; United Nations/FAO publication, 1966), pp.1-15.

## ANNEX III

Office of the United Nations High Commissioner  
for RefugeesI. ESTABLISHMENT, TERMS OF REFERENCE AND  
OPERATING METHODS

1. The Office of the United Nations High Commissioner for Refugees was established on 1 January 1951. The decision to do so was taken by the General Assembly in resolution 319A (IV) of 3 December 1949. The Statute of the Office was adopted under General Assembly resolutions 428 (V) of 14 December 1950.

2. In deciding to establish the Office of the High Commissioner, the General Assembly considered in resolution 319A (IV) that "the problem of refugees is international in scope and nature and that its final solution can only be provided by the voluntary repatriation of the refugees or their assimilation within new national communities"; in the same resolution, the General Assembly also recognized "the responsibility of the United Nations for the international protection of refugees". The decision continued the policy of assistance to "genuine refugees" and displaced persons which the General Assembly had initiated at its first session and which had resulted in the establishment of the International Refugee Organization (IRO)<sup>a</sup> by resolution 62 (I) of 15 December 1946.

3. To qualify for international protection through the Office of the High Commissioner, refugees must fulfil certain conditions, which are defined as follows in articles 6 and 7 of the Statute of the Office:

"6. The competence of the High Commissioner shall extend to:

"A. (i) Any person who has been considered a refugee under the Arrangements of 12 May 1926 and 30 June 1928 or under the Conventions of 28 October 1933 and 10 February 1938, the Protocol of 14 September 1939 or the Constitution of the International Refugee Organization;

"(ii) Any person, who, as a result of events occurring before 1 January 1951 and owing to well-founded fear of being persecuted for reasons of race, religion, nationality or political opinion, is outside the country of his nationality and is unable or, owing to such fear or for reasons other than personal convenience, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence, is unable or, owing to such fear or for reasons other than personal convenience, is unwilling to return to it.

"Decisions as to eligibility taken by the International Refugee Organization during the period of its activities shall not prevent the status of refugee being accorded to persons who fulfil the conditions of the present paragraph;

"The competence of the High Commissioner shall cease to apply to any person defined in section A above if:

"(a) He has voluntarily re-availed himself of the protection of the country of his nationality; or

"(b) Having lost his nationality, he has voluntarily re-acquired it; or

"(c) He has acquired a new nationality, and enjoys the protection of the country of his new nationality; or

"(d) He has voluntarily re-established himself in the country which he left or outside which he remained owing to fear of persecution; or

"(e) He can no longer, because the circumstances in connexion with which he has been recognized as a refugee have ceased to exist, claim grounds other than those of personal convenience for continuing to refuse to avail himself of the protection of the country of his nationality. Reasons of a purely economic character may not be invoked; or

"(f) Being a person who has no nationality, he can no longer, because the circumstances in connexion with which he has been recognized as a refugee have ceased to exist and he is able to return to the country of his former habitual residence, claim grounds other than those of personal convenience for continuing to refuse to return to that country;

"B. Any other person who is outside the country of his nationality or, if he has no nationality, the country of his former habitual residence, because he has or had well-founded fear of persecution by reason of his race, religion, nationality or political opinion and is unable or, because of such fear, is unwilling to avail himself of the protection of the government of the country of his nationality, or, if he has no nationality, to return to the country of his former habitual residence.

"7. Provided that the competence of the High Commissioner as defined in paragraph 6 above shall not extend to a person:

"(a) Who is a national of more than one country unless he satisfies the provisions of the preceding paragraph in relation to each of the countries of which he is a national; or

"(b) Who is recognized by the competent authorities of the country in which he has taken residence as having the rights and obligations which are attached to the possession of the nationality of that country; or

"(c) Who continues to receive from other organs or agencies of the United Nations protection or assistance; or

"(d) In respect of whom there are serious reasons for considering that he has committed a crime covered by the provisions of treaties of extradition or a crime mentioned in article VI of the London Charter of the International Military Tribunal or by the provisions of article 14, paragraph 2, of the Universal Declaration of Human Rights."

4. When the Office of the High Commissioner was originally established, the bulk of the refugees within its competence—including those displaced by the First World War and those uprooted by the Second World War and its aftermath—were to be found in Europe. While the size of that group has declined considerably since then, with a consequential contraction of the European operations of the Office of the High Commissioner, developments in Asia and Africa have led to the exodus of large numbers of people from their homes, making it necessary for the High Commissioner to undertake new operations.

5. This development has been recognized by the General Assembly, which adopted a number of resolutions requesting the UNHCR to deal with the new groups of refugees concerned. Some of those resolutions concern action in favour of specific groups, such as the refugees from Algeria in Morocco and Tunisia (resolutions 1286 (XIII), 1389 (XIV), 1500 (XV) and 1672 (XVI)), the Angolan refugees in the Congo (resolution 1671 (XVI)), and the Chinese refugees in Hong Kong (resolutions 1167 (XII) and 1784 (XVII)). The first resolution on assistance to Chinese refugees in Hong Kong, resolution 1167 (XII), which authorized the United Nations High Commissioner for Refugees to use his good offices to encourage arrangements for contributions for assistance to those refugees, became the starting point of several more general resolutions referred to as the "good offices" resolutions, which culminated in resolution 1673 (XVI) in which the General Assembly requested the High Commissioner "to pursue his activities on behalf of the refugees within his mandate or those for whom he extends his good offices".

6. Articles 1 and 2 of the Statute of the Office of the High Commissioner state that:

"1. The United Nations High Commissioner for Refugees, acting under the authority of the General Assembly, shall assume the function of providing international protection, under the auspices of the United Nations, to refugees who fall within the scope of the present Statute and of seeking permanent solutions for the problem of refugees by assisting governments and, subject to the approval of the governments concerned, private organizations to facilitate the voluntary

<sup>a</sup> IRO discontinued operations in February 1952.

repatriation of such refugees, or their assimilation within new national communities".

"...

"2. The work of the High Commissioner shall be of an entirely non-political character; it shall be humanitarian and social and shall relate, as a rule, to groups and categories of refugees."

7. The methods of work, as defined in article 8 of the Statute, are:

"(a) Promoting the conclusion and ratification of international conventions for the protection of refugees, supervising their application and proposing amendments thereto;

"(b) Promoting through special agreements with governments the execution of any measures calculated to improve the situation of refugees and to reduce the number requiring protection;

"(c) Assisting governmental and private efforts to promote voluntary repatriation or assimilation within new national communities;

"(d) Promoting the admission of refugees, not excluding those in the most destitute categories, to the territories of States;

"(e) Endeavouring to obtain permission for refugees to transfer their assets and especially those necessary for their resettlement;

"(f) Obtaining from governments information concerning the number and conditions of refugees in their territories and the laws and regulations concerning them;

"(g) Keeping in close touch with the governments and inter-governmental organizations concerned;

"(h) Establishing contact in such manner as he may think best with private organizations dealing with refugee questions;

"(i) Facilitating the co-ordination of the efforts of private organizations concerned with the welfare of refugees."

8. It will be seen from the above that the main task of the High Commissioner is to act as an instrument of the international community in securing international protection for refugees, and as a planner, co-ordinator and a catalyst for stimulating large-scale national and international aid. At the same time, he has been called upon to assume direct responsibility for operational expenses designed to meet emergency needs and to bring about "permanent solutions". In this connexion rule 10.1 of the Financial Rules<sup>b</sup> stipulates that:

"The carrying out of projects will normally be entrusted to governmental or voluntary agencies, the High Commissioner making available to such agencies monies or supplies for the execution of the projects in accordance with agreements to be made by him with the agencies."

Financial rule 10.3 indicates that such agreements must include provision for audit, inspection and examination of the implementation of the project by the High Commissioner.

9. The Office of the UNHCR was originally established for a three-year period. It has since been continued for successive five-year terms by General Assembly resolutions 727 (VIII) of 23 October 1953, 1165 (XII) of 26 November 1957, 1783 (XVII) of 7 December 1962, and 2294 (XXII) of 1 December 1967. At the twenty-second session, the Assembly decided to review the arrangements not later than its twenty-seventh session, with a view to determining whether the Office should be continued beyond 31 December 1973.

## I. ORGANIZATION OF THE OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

### A. *The Executive Committee of the High Commissioner's Programme and its predecessors*

10. Under the Statute of the Office, management of the programme was vested in the High Commissioner, subject to the provisions of article 3 of the Statute which states that:

"3. The High Commissioner shall follow policy directives given him by the General Assembly or the Economic and Social Council".

In article 4, however, the Assembly made provision that:

"4. The Economic and Social Council may decide, after hearing the views of the High Commissioner on the subject, to establish an advisory committee on refugees, which shall consist of representatives of States Members and States non-members of the United Nations, to be selected by the Council on the basis of their demonstrated interest in and devotion to the solution of the refugee problem".

The Economic and Social Council so decided at its thirteenth session by resolution 393 B (XIII) of 10 September 1951. The terms of reference of the fifteen-member "Advisory Committee on Refugees" were not defined except that it was "to advise the High Commissioner at his request in the exercise of his functions".

11. Following discussion of the annual report of the High Commissioner at its eighteenth session, however, the Economic and Social Council adopted resolution 549 (XVIII) of 23 July 1954 in which it looked to the establishment of an "Executive Committee to give directives to the High Commissioner on the implementation of his programme". The General Assembly, in resolution 832 (IX) of 21 October 1954, left it to the Economic and Social Council to submit proposals either to establish an Executive Committee or to revise the terms of reference of the Advisory Committee to enable it to carry out the same duties. In the same resolution, the Assembly authorized the establishment of the Refugee Fund (UNREF) "to be devoted principally to the promotion of permanent solutions, and also to permit emergency assistance to the most needy cases".

12. In response to that request, the Economic and Social Council, by resolution 565 (XIX) of 31 March 1955, decided to reconstitute the Advisory Committee as an "Executive Committee, to be known as the United Nations Refugee Fund (UNREF) Executive Committee". The membership was enlarged first to 20 and later, by Economic and Social Council resolution 639 (XXIII) of 24 April 1957, to 21.

13. The UNREF Executive Committee was invested by the Economic and Social Council in resolution 565 (XIX), with both executive and advisory functions, as follows:

#### "A. *Executive functions*

"The Executive Committee, during the period of the Fund's existence, in accordance with such principles as may be laid down by the General Assembly, shall, with respect to the programme for permanent solutions and emergency assistance:

"(a) Give directives to the High Commissioner in carrying out this programme;

"(b) Determine the general policies under which the operations of the Fund shall be planned, developed and administered;

"(c) Determine an annual financial target for the Fund and an annual operational plan covering:

"(i) The respective amounts to be allocated for permanent solutions and emergency aid;

"(ii) The amount to be allocated for each country;

"(d) Consider and act upon the High Commissioner's detailed proposals, including plans for adequate financial or other contributions from within the countries of residence;

"(e) Exercise the necessary controls in the use of the funds made available to the High Commissioner for the purposes of the Fund;

"(f) Adopt administrative regulations for the Fund, including provisions to ensure that the Committee shall have before it the financial implications for each project in its entirety before considering and acting upon it;

"(g) Consider the annual financial report of the High Commissioner, and review the expenditure incurred under the Fund, including administrative expenditures charged to the Fund;

<sup>b</sup> Document A/AC.96/316 (mimeographed), of 10 January 1966.

“(h) Ensure that all necessary steps are taken to promote close co-operation of the administration of the Fund with governmental, inter-governmental and non-governmental organizations that are directly concerned with the problems of refugees;

“(i) Ensure that all necessary steps are taken to provide appropriate continuing supervision of all approved projects;

“B. *Advisory functions*

“The Executive Committee shall advise the High Commissioner for refugees, at his request, in the exercise of his functions under his Statute”.

14. As will be seen from paragraph 12 above, the Executive Committee set up under the terms of Economic and Social Council resolution 565 (XIX) was concerned specifically with UNREF. When the General Assembly decided at its twelfth session (resolution 1166 (XII)) to discontinue the operations of the Refugee Fund, it requested the Council to establish “an Executive Committee of the High Commissioner’s Programme to consist of representatives of from twenty to twenty-five States Members of the United Nations or members of any of the specialized agencies, to be elected by the Council on the widest possible geographical basis from those States with a demonstrated interest in, and devotion to, the solution of the refugee problem” which would replace the UNREF Executive Committee.

15. The new Executive Committee took office on 1 January 1959 with a membership of 25. The size of the Committee has since been increased first to 30 (General Assembly resolution 1958 (XVIII) of 12 December 1963), and then to 31 (Economic and Social Council resolution 1288 (XLIII) of 18 December 1967). On each occasion, the membership has been enlarged through the addition of new States to those already represented; no provision exists for the withdrawal of members of the Committee through the expiry of their term of service.

16. The terms of reference of the Executive Committee, as spelled out in General Assembly resolution 1166 (XII) include:

“(a) . . .

“(b) To advise the High Commissioner, at his request, in the exercise of his functions under the Statute of his Office;

“(c) To advise the High Commissioner as to whether it is appropriate for international assistance to be provided through his Office in order to help solve specific refugee problems remaining unsolved after 31 December 1958 or arising after that date;

“(d) To authorize the High Commissioner to make appeals for funds to enable him to solve the refugee problems referred to in sub-paragraph (c) above;

“(e) To approve projects for assistance to refugees coming within the scope of sub-paragraph (c) above;

“(f) To give directives to the High Commissioner for the use of the emergency fund to be established . . .” (See para. 43 below).

17. These terms of reference were amplified by the Economic and Social Council in resolution 672 (XXV) of 30 April 1958. The Council decided that the Executive Committee would:

“(a) Determine the general policies under which the High Commissioner shall plan, develop and administer the programmes and projects required to help solve the problems referred to in [General Assembly] resolution 1166 (XII);

“(b) Review at least annually the use of funds made available to the High Commissioner and the programmes and projects being proposed or carried out by his Office;

“(c) Have authority to make changes in, and give final approval to, the use of funds and the programmes and projects referred to in sub-paragraphs (a) and (b) of the present paragraph”.

18. Under the terms of Economic and Social Council resolution 672 (XXV), the Executive Committee is authorized to elect its own officers, to establish its own rules of procedure and to set up such standing sub-committee or sub-

committees as may be required for the execution of its functions.

19. As of 1968, the Executive Committee holds one session a year, at which, *inter alia*:

(a) It considers the report on operations in the preceding year and reviews the financial statements for that year, together with the report thereon of the Board of Auditors and the comments of the Advisory Committee on Administrative and Budgetary Questions;

(b) It considers reports on the status of contributions and the over-all financial situation for the current and the following year;

(c) It approves the financial target for the annual Programme for the ensuing year, together with the specific allocations and country allocations, the total of which correspond to the target;

(d) It considers the budget estimates for the following year i.e., the relevant section of the budget estimates of the United Nations, together with the Advisory Committee’s comments and recommendations.

B. *The High Commissioner*

20. The High Commissioner, in accordance with article 1 of the Statute of the Office, is elected by the General Assembly on the nomination of the Secretary-General for a fixed term of office. In the performance of his functions, he follows “policy directives given him by the General Assembly or the Economic and Social Council” (art. 3 of the Statute) and by the Executive Committee of the Programme.

21. Under the provisions of article 10 of the Statute, the High Commissioner administers the funds, public and private which he receives for assistance to refugees, and may distribute such funds among the private and, as appropriate, public agencies, which he deems best qualified to administer such assistance.

22. The High Commissioner’s functions also include:

(a) The preparation of the budget estimates of his Office to be included, after review by the United Nations Controller in the United Nations budget estimates;

(b) The promulgation of financial rules for the voluntary funds administered by him, after consultation with the Executive Committee of his Programme and review by the Advisory Committee on Administrative and Budgetary Questions;

(c) The appointment, promotion, transfer and separation of the staff of his Office;

(d) The submission to the Executive Committee, for its approval, of annual and, as necessary, of supplementary or revised programmes and projects, and estimates of the cost thereof (financial rules 7.1 and 7.2);

(e) The submission of reports and annual accounts.

23. The Executive Committee has authorized the High Commissioner to deal with emergency problems which may arise between sessions of the Executive Committee; and to adjust approved allocations by transfers between projects or parts of projects, subject to their being reported to the Executive Committee. He may make payments out of his Emergency Fund in accordance with financial rule 7.4.

C. *Secretariat of the Office of the High Commissioner*

24. Article 14 of the Statute of the Office provides that:

“The High Commissioner shall appoint, for the same term [as his own], a Deputy High Commissioner of a nationality other than his own”.

25. In accordance with article 15 of the Statute, the staff of the Office are appointed by the High Commissioner within the limits of the budgetary appropriations provided and are responsible to him in the exercise of their functions. The same article stipulates that the staff are to be chosen “from persons devoted to the purposes of the Office of the High Commissioner”. Their conditions of employment are governed by the United Nations Staff Regulations and Rules, except that the validity of their contracts is limited to the Office of the UNHCR rather than to the Secretariat of the United Nations.

s a whole. In view of the time limitations inherent in General Assembly decisions on the mandate of the Office of the UNHCR, the staff of the Office are granted fixed-term or indefinite<sup>c</sup> appointments (i.e., appointments which have no specific expiration date).

26. The staff are divided between the headquarters of the Office—which, in accordance with article 19 of the Statute, is situated at Geneva—and field offices. The distribution of the staff as between headquarters and field offices in 1959, 1965 and 1968 is given in the following table:<sup>c</sup>

	1959	1965	1968
Headquarters			
Professional and higher	43	47	53
General Service	69	63	75
TOTAL	112	110	128
Field offices			
Professional and higher	47	50	49
General Service	85	111	109
TOTAL	132	161	158
GRAND TOTAL	244	271 <sup>a</sup>	286

<sup>a</sup> Including 39 posts charged to voluntary funds.

27. While the recent shift in the centre of gravity of the refugee problem from Europe to Africa has been accompanied by an expansion in the number of staff in Africa, it will be seen from the foregoing that the total Professional establishment in the field has remained virtually unchanged over the past decade, owing to a contraction in the size of the field establishment in Europe. The increase at headquarters during the corresponding period has been in the range of 23 per cent from 43 to 53 staff members), resulting, *inter alia*, from the concentration in Geneva of some of the functions previously assumed by the larger European field offices. More than half the Professional and higher posts are now located at headquarters, while the majority of General Service staff remains located in the field offices.

28. The distribution of established posts in field offices, by geographical area, has evolved as follows since 1959:

	Number of posts		
	1959	1965	1968
Africa	—	25	59
Asia and Far East (including Australia)	—	2	10
Europe	121	80	67
Latin America	2	7	8
Middle East	3	6	7
North America	6	7	7
TOTAL	132	127 <sup>a</sup>	158

<sup>a</sup> There were over 34 other posts, (11 in Africa, 6 in Asia and the Far East, 16 in Europe and 1 in the Middle East) which were charged directly to voluntary funds, making a total of 161 posts.

29. The appointment of representatives in the field is governed by article 16 of the Statute which reads as follows:

"16. The High Commissioner shall consult the Governments of the countries of residence of refugees as to the need for appointing representatives therein. In any country recognizing such need, there may be appointed a representative approved by the government of that country. Subject to the foregoing, the same representative may serve in more than one country."

In 1959, the Office of the High Commissioner had 20 branch offices and sub-offices; by 1965, their number rose to 32 in 25 countries. In 1968, the High Commissioner has 33 offices in 0 countries.

<sup>c</sup> See paragraph 36 below concerning the first year of the consolidated manning table.

30. Apart from branch offices, the UNHCR also has correspondents in several countries, who perform liaison functions between the national authorities concerned and UNHCR headquarters. Some of these correspondents are unpaid, while others receive honoraria.

31. The headquarters establishment consists of the Office of the High Commissioner and his deputy, the Division of Operations, and three functional divisions: the Legal Division, the Public Affairs Division, and the Administration and Finance Division.

32. An administrative review of the Office of the High Commissioner was carried out by the United Nations Administrative Management Service in 1964-1965. The Advisory Committee's comments on that review were transmitted to the General Assembly at its twentieth session.<sup>d</sup> The points of detail raised by the Advisory Committee have since received the attention of the Secretary-General and the High Commissioner.

### III. FINANCES

33. The Office of the High Commissioner derives its financial resources from both the regular budget of the United Nations and voluntary contributions.

#### A. Regular budget of the United Nations

34. The legislative authority for including certain categories of expenses of the Office of the High Commissioner in the United Nations budget is provided by articles 18 and 20 of the Statute, which read as follows:

"18. The Secretary-General shall provide the High Commissioner with all necessary facilities within budgetary limitations.

". . .

"20. The Office of the High Commissioner shall be financed under the budget of the United Nations. Unless the General Assembly subsequently decides otherwise, no expenditure, other than administrative expenditures relating to the functioning of the Office of the High Commissioner, shall be borne on the budget of the United Nations, and all other expenditures relating to the activities of the High Commissioner shall be financed by voluntary contributions."

35. The question of what constituted "administrative expenditures relating to the functioning of the Office of the High Commissioner" was discussed at considerable length over the years. In particular, the view was held that administrative expenses relating to voluntary funds were chargeable directly to the funds in question; as a result, prior to 1959, the staff of the Office of the UNHCR were placed in different manning tables, depending on the fund to which their salaries were charged.

36. To remedy the defects of such a system, the Advisory Committee, in its report<sup>e</sup> on the United Nations budget estimates for the financial years 1958 recommended that the entire staff of the Office of the High Commissioner should be consolidated in a single manning table in the appropriate section of the United Nations regular budget, and that a grant-in-aid from the voluntary funds should be payable to the United Nations to cover any staff costs not covered by the appropriation under the budget section. The new system was introduced in 1959.

37. For a number of years the grant-in-aid was calculated on an *ad hoc* basis. Furthermore, the arrangement did not lead to the desired consolidation of the manning table. By 1965, the number of posts charged directly to voluntary funds rose to 39 (see para. 26 above). In its 1965 report on the Office of the High Commissioner, the United Nations Administrative Management Service reviewed the difficulties encountered in applying the grant-in-aid arrangement and outlined possible solutions. At the twentieth session of the General Assembly, the Advisory Committee recommended<sup>f</sup> that the

<sup>d</sup> *Official Records of the General Assembly, Twentieth Session, Annexes, agenda item 76, document A/6138.*

<sup>e</sup> *Ibid., Twelfth Session, Supplement No. 7, paras. 141 and 142.*

<sup>f</sup> *Ibid., Twentieth Session, Annexes, agenda item 76, document A/6138, para. 38.*



amount of the grant-in-aid should be a percentage (10 per cent) of the actual commitments under the current programme of the UNHCR excluding administrative expenditure; the recommendation was adopted by the Assembly.<sup>§</sup> As further defined by the General Assembly at its twenty-second session, the amount of the grant-in-aid for a given year is calculated on the basis of the commitments made under the programme of the preceding year. The formula also includes a provision for additional administrative costs arising from new refugee problems requiring supplementary staff and other expenditure which cannot be financed from existing resources.<sup>h</sup> Such costs relating to the year in which the situation has arisen and to the whole of the following year are included, as a specified item, in the relevant operational plans within the annual programme submitted by the High Commissioner to the Executive Committee.

38. The costs charged to the United Nations regular budget show separately the amounts relating to salaries and wages, common staff costs, travel of staff, public information activities, hospitality, permanent equipment, general expenses, and contractual printing. The estimates are prepared by the High Commissioner. After review by the United Nations Controller, they are included as a separate section in the United Nations budget estimates. As such, they are considered in the usual manner by the Advisory Committee and the Fifth Committee of the General Assembly.

#### B. Voluntary funds

39. Under the terms of rule 3.1 of the Financial Rules for Voluntary Funds administered by the High Commissioner he "may accept contributions offered in cash, kind or service, including contributions from sources other than governments"; under the terms of article 10 of the Statute of the Office, he may also reject any offers which he does not consider appropriate or which cannot be utilized for the purposes of carrying out his functions.

40. That article of the Statute does not allow the High Commissioner to appeal to Governments for funds or make a general appeal without the prior approval of the General Assembly. By resolution 1166 (XII) of 26 November 1957, the General Assembly vested in the Executive Committee of the High Commissioner's Programme the authority to approve appeals by the High Commissioner. Over the years several such appeals have been issued both to deal with specific emergency situations and needs and to provide funds for "permanent solutions", which include voluntary repatriation, resettlement in a country of final and permanent asylum, or integration in the country of residence.

41. Governments are provided with an opportunity to announce their contributions at the annual meeting of the *Ad Hoc* Committee of the General Assembly for the Announcement of Voluntary Contributions to the Programme of the United Nations High Commissioner for Refugees. In 1967, a total of 54 Governments contributed to the Programme. Their contributions covered 71 per cent of the commitments of \$4.4 million made under the Programme for that year; the balance of 29 per cent was financed by private donations and other income. In 1968, so far, 63 Governments have paid or pledged contributions totalling 74 per cent of the target of \$4.6 million approved for this year by the Executive Committee.

42. The High Commissioner administers a number of voluntary funds. Approximately two thirds of the yearly expenditure is now accounted for by the Annual Programme, which was first established in 1963, and which covers the allocations approved by the Executive Committee at its annual sessions. The Programme is financed essentially from government contributions.

43. The Emergency Fund, which has an authorized ceiling of \$500,000, was set up under paragraph 7 of General Assembly resolution 1166 (XII) "to be utilized under general directives of the Executive Committee of the High Commissioner's

Programme". It is maintained "from the repayments of the principal and interest of loans made by the United Nations Refugee Fund and from voluntary contributions made for this purpose".

44. The funds "set aside", which at present have a ceiling of \$1.5 million, represent an operating reserve for the Programme. They are fed by balances, if any, of income from the repayment of loans remaining after the Emergency Fund has been replenished (see preceding paragraph), and by adjustments on prior years' projects. The funds "set aside" serve mainly to guarantee temporary shortfalls of contributions to the annual programme.

45. The High Commissioner also administers a number of special trust funds which derive their income from both government contributions and private donations made for specific purposes outside the annual programme. They are disbursed in accordance with agreements between the donors and the High Commissioner.

46. The major aid programmes were approved by the Executive Committee in the years 1959-1964 to find permanent solutions to the "old" European refugees i.e., refugees recognized before 1 January 1961. They are fast approaching completion. A major component of these programmes was the provision of long-term—5 to 50 years—loans made to or on behalf of refugees. Out of a total of approximately \$1 million thus lent to refugees, a total of \$11.3 million net was outstanding as at 31 December 1967. As has been indicated in paragraphs 43 and 44 above, amounts received by way of repayment are credited to the Emergency Fund and to the funds "set aside".

47. Lastly, the High Commissioner administers the Indemnification Fund, 1960, and the Supplementary Indemnification Fund, 1966, which are comprised of funds placed at his disposal by the Government of the Federal Republic of Germany for certain categories of victims of the nationalist socialist régime in Germany and their descendants. The administrative expenses relating to this operation are charged directly to the Fund.

48. The administration of the voluntary funds is subject to the following financial rules:

"8.1. Subject to the approval of the Executive Committee and in accordance with Article VII of these Rules the High Commissioner may incur obligations for the purposes of implementing projects to the extent that monies are available in the appropriate programme or Special Trust Fund. Notwithstanding the foregoing, the High Commissioner may enter into obligations up to the total amount of contributions not yet received in respect of which the contributing Governments have made unconditional pledges plus one half of conditional governmental pledges, subject however to (a) that at the end of each year all pending project commitments of UNHCR must be covered by programme funds in hand and firm and unconditional governmental pledges, and (b) the condition that the total amount of monies available in the appropriate programme or Special Trust Fund shall always be sufficient to meet the total payments due at any given time.

"8.2. For the purpose of this rule, conditional governmental pledges are defined as those pledges which are subject to completion of the necessary legislative and administrative processes of contributing governments."

#### C. Controls

49. Article 21 of the Statute of the Office provides that "21. The administration of the Office of the High Commissioner shall be subject to the Financial Regulations of the United Nations and to the financial rules promulgated thereunder by the Secretary-General."

50. Furthermore, article 22 of the Statute states that:

"22. Transactions relating to the High Commissioner's funds shall be subject to audit by the United Nations Board of Auditors, provided that the Board may accept audited accounts from the agencies to which funds have been allocated. Administrative arrangements for the custody of such funds and their allocation shall be agreed between

<sup>§</sup> *Ibid.*, document A/6223, para. 60.

<sup>h</sup> *Ibid.*, Twenty-second Session, Supplement No. 7 (and errata), paras. 347-350.

the High Commissioner and the Secretary-General in accordance with the Financial Regulations of the United Nations and rules promulgated thereunder by the Secretary-General."

51. By resolution 1166 (XII), the General Assembly decided that appropriate financial rules would be established for the use of all funds received by the High Commissioner under the terms of the resolution. Such rules have been duly promulgated after review by the Advisory Committee; rule 4 provides, *inter alia*, that:

"Where no specific provision is made in these rules, the Financial Regulations of the United Nations shall apply."

52. The administration of the appropriation for the section of the regular budget of the United Nations that relates to the Office of the UNHCR is carried out by the High Commissioner with the assistance of the United Nations Office at Geneva. The financial administration of the voluntary funds carried out by the Office of the UNHCR under the directives of the Executive Committee. In particular, the High Commissioner is authorized to write off losses of cash, property or the book value of accounts receivable, including conversion of loans into grants without restriction as to amount, subject to the submission to the auditors, together with the annual accounts, of a statement of all amounts written off (rule 9.2); he may also effect *ex gratia* payments (rule 9.3).

#### IV. CO-ORDINATION

53. The basis for co-ordination between the activities of the Office of the UNHCR and the United Nations and the specialized agencies is provided by articles 17 and 12 of the Statute of the Office, which read as follows:

"17. The High Commissioner and the Secretary-General shall make appropriate arrangements for liaison and consultation on matters of mutual interest."

"12. The High Commissioner may invite the co-operation of the various specialized agencies."

54. By resolution 638 (VII) of 20 December 1952, the General Assembly invited the High Commissioner to consult with the International Bank for Reconstruction and Development on the provision of international funds to help with the integration of refugees in the countries of their residence. In resolution 1783 (XVII) of 7 December 1962, the General Assembly invited the specialized agencies to lend their support to the High Commissioner's Programme; the Assembly reiterated that appeal in its resolution 2197 (XXI) of 16 December 1966. The Executive Committee has repeatedly indicated that it attaches importance to close co-operation between the UNHCR and other members of the United Nations family so that the settlement of refugees can be fitted into the framework of development aid to their countries of residence; this is particularly applicable to Africa. At its nineteenth session in October 1968, the Executive Committee recommended:

"... that Governments of member States of the Executive Committee and other interested Governments instruct their representatives on the governing bodies of other members of the United Nations system to support the High Commissioner in his efforts to ensure that the needs of refugees be given a priority in the work programmes of these other agencies..."<sup>1</sup>

55. A step in the direction of strengthening co-operation was taken by the General Assembly in its resolution 2294 (XXII) of 11 December 1967 when it decided, upon recommendation of the Executive Committee endorsed by the Economic and Social Council, that the High Commissioner be invited to attend the meetings of the Inter-Agency Consultative Board of UNDP and to participate in the preparatory work of the Second United Nations Development Decade. The High Commissioner also participates in the work of the Administrative Committee on Co-ordination and its committees.

56. Representatives of specialized agencies—ILO, FAO, WHO, UNESCO—and other United Nations organs—UNDP, UNICEF, WFP—attend sessions of the Executive Committee. These agencies are more or less closely associated with UNHCR programmes.

#### V. REPORTING PROCEDURES

57. Article 11 of the Statute of the Office of the UNHCR provides *inter alia*, that:

"The High Commissioner shall report annually to the General Assembly through the Economic and Social Council; his report shall be considered as a separate item on the agenda of the General Assembly."

It also states that:

"The High Commissioner shall be entitled to present his views before the General Assembly, the Economic and Social Council and their subsidiary bodies."

58. The reports of the Executive Committee of the High Commissioner's Programme are attached to the annual reports of the High Commissioner to the General Assembly (Economic and Social Council resolution 672 (XXV) of 30 April 1958).

59. The General Assembly also receives the accounts relating to the voluntary funds administered by the High Commissioner, together with the report thereon of the Board of Auditors and the comments of the Advisory Committee (the Advisory Committee's comments are also submitted to the Executive Committee).

#### ANNEX IV

##### United Nations Institute for Training and Research

###### I. PURPOSES AND FUNCTIONS

1. The United Nations Institute for Training and Research, as stated in its Statute,<sup>a</sup> is "an autonomous institution within the framework of the United Nations". It was established pursuant to General Assembly resolution 1934 (XVIII) of 11 December 1963.

2. The purpose of the Institute is that of "enhancing . . . the effectiveness of the United Nations in achieving the major objectives of the Organization, in particular the maintenance of peace and security and the promotion of economic and social development". "The two functions of the Institute are training and research".

###### II. ESTABLISHMENT OF THE INSTITUTE: LEGISLATIVE ACTION

3. By resolution 1827 (XVII), of 18 December 1962, adopted within the context of the mobilization of human resources for the United Nations Development Decade, the General Assembly requested the Secretary-General:

"... having regard to the existence of other programmes and institutions active in this and similar fields, and taking into account the views of the specialized agencies, to study the desirability and feasibility of establishing a United Nations institute or a training programme under the auspices of the United Nations, to be financed by voluntary contributions, both public and private, and to transmit his study to the Economic and Social Council at its thirty-sixth session and to the General Assembly at its eighteenth session; the frame of reference of the institute or programme might include such fields as:

"(a) Training of personnel, particularly from the developing Member States, for administrative and operational assignments with the United Nations and the specialized agencies, both at Headquarters and in field operations, and for national service;

"(b) Advanced training for persons now serving in such posts;

"(c) Research and seminars on operations of the United Nations and the specialized agencies."

<sup>a</sup> Official Records of the General Assembly, Twenty-second Session, Annexes, agenda item 45, document A/6875, annex III.

<sup>1</sup> *Ibid.*, Twenty-third Session, Supplement No. 11.4, para. 49 (d).



4. The Economic and Social Council, endorsed the broad lines of the Secretary-General's plan for the Institute by resolution 985 (XXXVI) of 2 August 1963. Subsequently, the General Assembly, by resolution 1934 (XVIII), requested the Secretary-General "to take the necessary steps to establish the institute".

5. Progress reports by the Secretary-General were considered by the Economic and Social Council at its thirty-seventh session (see resolution 1037 (XXXVII), of 15 August 1964) and thirty-ninth session. In resolution 1072 (XXXIX) of 26 July 1965, the Council expressed the hope that the Institute would "begin operations as soon as possible and not later than the end of 1965". The General Assembly, in resolution 2044 (XX) of 8 December 1965, expressed the same hope. It requested "the Executive Director of the Institute to report annually to the General Assembly and, as appropriate, to the Economic and Social Council on the activities of the Institute".

6. UNITAR came into existence with the first session of the Board in March 1965. The appointment of the first Executive Director of the Institute was announced by the Secretary-General on 25 March 1965.<sup>b</sup>

7. In November 1965, the Secretary-General, in consultation with the Institute's Board of Trustees, promulgated the Statute of the Institute. The promulgation of this Statute was noted with satisfaction by the Economic and Social Council in resolution 1138 (XLI) of 29 July 1966. The General Assembly took note of the Statute in resolution 2187 (XXI) of 13 December 1966.

### III. MANAGEMENT OF THE INSTITUTE

8. The governing body of the Institute is its Board of Trustees which, under article III of the Statute, consists of not less than 11 and not more than 18 members appointed for a three-year term of office by the Secretary-General of the United Nations in consultation with the President of the General Assembly and the President of the Economic and Social Council and four *ex officio* members: the Secretary-General of the United Nations, the President of the General Assembly and the President of the Economic and Social Council, and the Executive Director of the Institute.

9. At its third session, in March 1966, the Board established an Administrative and Financial Committee. A Research Committee was set up by decision of the Board at its fifth session, in March 1967. Each Committee consists of the Chairman of the Board, who is also Chairman of the Committee, and six other members, including the Executive Director, who sits as an *ex officio* member. At its sixth session in October 1967, the Board decided that it would normally hold one annual session. The Administrative and Financial Committee would also meet once a year. The Research Committee is to be convened as required.<sup>c</sup>

10. The Executive Director, who has the rank of Under-Secretary-General, is appointed by the Secretary-General of the United Nations after consultation with the Board (art. IV of Statute).

11. The respective responsibilities of the Board of Trustees and the Executive Director are as follows:

(a) The Board, which must meet at least once a year, formulates the principles and policies which will govern the activities and operations of the Institute; it considers and approves the work programme and adopts the budget of the Institute; it determines the conditions of admission of participants in the Institute's programmes, courses and meetings; it also makes whatever recommendations it may deem either necessary or desirable for the effective functioning of the Institute (art. III of the Statute).

(b) The Executive Director has the over-all responsibility for the organization, direction and administration of the Institute, in accordance with the general policies formulated

by the Board. *Inter alia*, he submits to the Board the draft work programmes and the budget estimates of the Institute and executes the work programmes and administers the budget as approved by the Board; he appoints and directs the Institute's staff; he also has negotiating and co-ordinating functions (art. IV of the Statute).

12. The staff of the Institute are appointed by the Executive Director. The selection of the senior officials is made in consultation with the Secretary-General; other appointments are brought before the UNITAR Appointments and Promotion Committee, which consists of senior officials of the United Nations Secretariat: the recommendations of the Committee are made to the Executive Director. Article V of the Statute stipulates that:

"The terms and conditions of services of the staff shall generally conform to the United Nations Staff Regulations and Rules, subject to such arrangements for special rules or terms of appointment as may be agreed by the Executive Director and the Secretary-General. . . ."

In 1968 the staff of the Institute consisted of 26 Professional officers and consultants and 20 General Service staff divided among the Office of the Executive Director, the Training Department and the Research Department. The Institute also maintains a small office at Geneva of 2 Professional and 1 General Service staff.

### IV. FINANCE

13. As has been indicated in paragraph 3 above, the General Assembly decided from the outset that the Institute was to be financed by voluntary contributions, both public and private. This decision has been embodied in article VII, paragraph 1 of the Statute. Such contributions may be for a specific purpose, provided it is not inconsistent with the purposes and policies of the Institute.

14. Article III, paragraph 4 of the Statute provides that

"The Board [of Trustees] shall consider the methods of financing the Institute with a view to ensuring the effectiveness of its future operations, their continuity and the Institute's autonomous character within the framework of the United Nations."

15. As can be seen from paragraph 11 above, the Board adopts the Institute's budget after considering estimates submitted to it by the Executive Director.

16. In this task, the Board is assisted by its Administrative and Financial Committee. The Committee is composed of the Chairman of the Board of Trustees, who acts as Chairman of the Committee, and six other members, one of whom, the Executive Director, is an *ex officio* member. The terms of reference of the Committee are as follows:

"Within the provisions of article III, paragraphs 2 and 4 of the Statute of UNITAR, the Administrative and Financial Committee of the Board of Trustees, shall:

"(1) Submit to the Board recommendations with respect to the programme and budget matters of the Institute as proposed by the Executive Director;

"(2) Review the Executive Director's expenditure of funds allocated for the Institute's projects and activities within the budgetary estimates previously adopted by the Board;

"(3) Review the reports of the United Nations Board of Auditors which are prepared in accordance with article VIII, paragraph 6, of the Statute;

"(4) Submit to the Board whatever recommendations it may deem either necessary or desirable for the effective functioning of the Institute;

"(5) Offer whatever suggestions it may consider helpful to the Board in the consideration of the methods of financing the Institute."<sup>d</sup>

17. The funds of the Institute are kept in a special account established by the Secretary-General in accordance with the financial Regulations of the United Nations. All necessary

<sup>b</sup> *Ibid.*, *Twentieth Session, Annexes*, agenda item 48, document A/6027, para. 6.

<sup>c</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 45, document A/6875, annex II, para. 24.

<sup>d</sup> *Ibid.*, annex II, appendix C.

ancial and accounting functions, including the preparation of the annual accounts, are performed by the Controller of the United Nations (art. VIII of the Statute). The Statute lays down that the salary and allowances of the Executive Director (art. IV) and the expenses of the staff (art. V) are paid from the funds of the Institute.

18. Article VIII, paragraph 5 of the Statute of the Institute specifies that:

“The Financial Regulations and the rules and procedures of the United Nations shall apply to the financial operations of the Institute subject to such special rules and procedures as the Executive Director in agreement with the Secretary-General may issue after consultations with the Board of Trustees and the Advisory Committee on Administrative and Budgetary Questions of the United Nations.”

19. In adopting the budget for 1967, the UNITAR Board, in its fourth session in September 1966, authorized the Executive Director “to make such transfers between chapters and sections during the year 1967 as may be necessary and appropriate for maintaining the flexibility and effectiveness of the operations, such transfers to be reported by the Executive Director to the Board of Trustees in 1967”.<sup>e</sup> A similar author-

ization has been included in the decision on the 1968 budget taken by the Board at its sixth session in October 1967<sup>f</sup> and on the 1969 budget taken by the Board at its seventh session in September 1968. It will be seen from the above that the Executive Director is not required to seek the prior approval of the Board’s Administration and Financial Committee for such transfers.

20. The funds administered by and for the Institute are subject to audit by the United Nations Board of Auditors in accordance with article VIII, paragraph 6 of the Statute. The statements of accounts and schedules certified by the Board of Auditors are transmitted to the General Assembly, together with the report of the Board, under cover of the Secretary-General’s annual financial report; this material is reviewed by the Advisory Committee.

21. The Secretary-General issued his appeal for voluntary contributions to the Institute on 17 December 1963 and his personal representative and, subsequently, the Executive Director, visited a large number of countries in different parts of the world. The following table shows the growth in the total amount of pledges made by and cash received from Governments and non-governmental sources since the inception of the Institute.

<sup>e</sup> *Ibid.*, Twenty-first Session, Annexes, agenda item 48, document A/6500, annex II, para. 37.

<sup>f</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 45, document A/6875, annex II, para. 21.

	Governments		Non-governmental sources
	Number	Total	
			United States dollars
As at 17 May 1965	51	2,313,174	552,200
As at 14 September 1965	60	2,821,753	559,320
As at 31 December 1966 <sup>a</sup>	70	3,232,883 (1,381,243) <sup>b</sup>	558,931 (516,931)
As at 31 December 1967 <sup>a</sup>	74	3,686,854 (2,305,495) <sup>b</sup>	578,932 (536,932)
As at 4 October 1968 <sup>a</sup>	76	4,136,954 (3,030,125) <sup>b</sup>	705,766 (554,481)

<sup>a</sup> Excluding contributions in kind and pledges in non-convertible currencies.

<sup>b</sup> The pledges from governmental sources mostly relate to the whole of the first quinquennium of the Institute. The figures in brackets represent payments received by the dates shown in the first column.

22. The first interim budget of the Institute, covering the period 1 April to 30 September 1965 amounted to \$255,500. It was followed by an interim budget of \$172,950 for the period 1 October-31 December 1965. The growth of the Institute budget since then has been as follows:

*Budget estimates of the Institute as approved by the Board of Trustees*

Year	Initial	Revised	Actual expenditure
			United States dollars
66	1,000,000 <sup>a</sup>		729,659 <sup>d</sup>
67	1,216,300 <sup>b</sup>	1,227,000 <sup>b</sup>	955,965 <sup>e</sup>
68	1,290,000 <sup>c</sup>		
69	1,334,000 <sup>c</sup>		

<sup>a</sup> Excluding approximately \$300,000 provided under the United Nations regular programme and Expanded Programme of technical assistance for some training activities.

<sup>b</sup> Excluding approximately \$300,000 of supplementary financing for some training activities and the UNITAR Adlai E. Stevenson Memorial Fellowships.

<sup>c</sup> Excluding the UNITAR Adlai E. Stevenson Memorial Fellowships and possible supplementary financing from the United Nations and UNDP.

<sup>d</sup> See *Official Records of the General Assembly, Twenty-second Session, Supplement No. 6*, pp. 63-64.

<sup>e</sup> *Ibid.*, Twenty-third Session, Supplement No. 6D and erratum.

CO-ORDINATION WITH OTHER AGENCIES AND ORGANIZATIONS

23. As can be seen from paragraph 3 above, the General Assembly has, from the very outset, attached importance to co-

ordination with other programmes and institutions and with specialized agencies. This has been expressed in almost every resolution on UNITAR adopted by the General Assembly and the Economic and Social Council.

24. Under article III, paragraph 5 of the Statute,

“Specialized agencies and the International Atomic Energy Agency may be represented as appropriate at meetings of the Board in respect of activities of interest to them. . . . Representation of agencies with a major continuing interest shall be arranged for on a permanent basis. Representatives of the regional development institutes and other institutes within the United Nations system may be invited to attend as necessary.”

Article VII of the Statute provides further that:

“1. . . . the Institute shall develop arrangements for active co-operation with the specialized agencies and other organizations, programmes and institutions of the United Nations, including the regional economic development institutes established under the aegis of the Economic Commissions for Latin America, for Asia and the Far East and for Africa.

“2. The Institute may also develop arrangements for co-operation with other organizations or institutions active in the fields of training and research which may be of assistance to the performance of the Institute’s functions.”

25. In its resolutions 1138 (XLI), of 29 July 1966, and 1249 (XLIII), of 27 July 1967, on the reports of the Executive Director of the Institute, the Economic and Social Council recognized the importance of the Institute’s close collaboration with other bodies of the United Nations system. The Council’s resolutions were endorsed by the General Assembly in resolution 2187 (XXI), of 13 December 1966, and 2277 (XXII) of 4 December 1967.

26. Active collaboration between UNITAR and the specialized agencies, national research and planning institutions and non-governmental training and research institutions began with the meeting of the Institute's first panel of consultants at Bellagio, Italy, in July 1965. Since then, representatives of the ILO, UNESCO and IBRD have attended meetings of the UNITAR Board. All the specialized agencies and the IAEA have named liaison officers to deal with matters of common interest and mutual concern. The Institute has also undertaken projects which involve collaboration with other United Nations bodies, including the specialized agencies, the United Nations Secretariat, UNIDO, UNDP and WFP, the regional economic commissions, regional institutes and institutes for planning, training and research within the United Nations family. Since July 1966, annual meetings of Directors of the institutes for planning, training and research have been held in Geneva under the chairmanship of the Executive Director of UNITAR.

27. At its fourth session in September 1966, the Board of UNITAR, acting on the recommendations of its Administrative and Financial Committee, decided that, in accepting research projects proposed by other organs and organizations of the United Nations system, UNITAR should not undertake such projects simply because those organs and organizations lack funds for the implementation of their proposals. Instead, the Executive Director should consult with the organization or unit concerned on securing adequate financial support for the project in question.<sup>2</sup>

28. At the same session, the Board of Trustees expressed the view that studies by scholars published under the auspices of the Institute would not fall within the purview of the Publications Board of the United Nations Secretariat.

29. At its seventh session in September 1968, the Board adopted the following decision in regard to the publication of UNITAR studies:

- “(i) Publication of research studies will be determined, bearing in mind the aims and objects of UNITAR, by the Executive Director, save in those exceptional cases where research is undertaken on a restricted basis for the Secretary-General or for one of the United Nations bodies. All decisions taken by the

<sup>2</sup> *Ibid.*, Twenty-first Session, Annexes, agenda item 48, document A/6500, annex II, para. 12.

Executive Director in this respect will be reported by the Executive Director to the Board of Trustees at their next meeting;

- “(ii) In the case of contracts with outside bodies or individuals, the Institute will reserve the right of publication;
- “(iii) The Executive Director may, in his discretion, consult the Board of Trustees for guidance.”

30. UNITAR representatives participate in the work of the ACC, and of such of its subsidiary bodies as deal with matters related to the Institute's field of interest.

## VI. CONCLUSIONS

31. UNITAR is an autonomous institution within the framework of the United Nations. Reports on the work of the Institute are submitted by the Executive Director annually to the General Assembly and, as appropriate, to the Economic and Social Council—to which reports have, in practice, been submitted annually. In their relevant resolutions, the Council and the General Assembly have taken note of the reports of the Executive Director. UNITAR participates in the “common system” and applies the United Nations Staff Regulations and Rules and Financial Regulations. Institutional arrangements exist for co-ordinating the activities of the Institute with those of the United Nations, specialized agencies, the IAEA and various regional and other institutions.

32. The Institute is financed by voluntary contributions both public and private. The Institute has undertaken some activities financed jointly with the United Nations, UNICEF and other bodies. UNITAR reimburses the United Nations for the cost of common services provided by the latter. Its Administrative and Financial Committee, UNITAR has a body which can scrutinize budget estimates and perform its accounts are audited by the United Nations Board of Auditors; the relevant schedules are included in the material which is annually reviewed by the Advisory Committee and subsequently submitted by the Secretary-General to the General Assembly under cover of his Financial Report. As has been stated in paragraph 18 above, the Statute of the Institute makes provision for consultations with the advisory Committee should it be deemed desirable to issue special financial rules and procedures for the Institute.

## DOCUMENT A/7380

### General co-ordination matters

#### Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[10 December 1968]

#### CONTENTS

Chapter	Paragraphs
I. INTRODUCTION . . . . .	1-7
II. INTERORGANIZATIONAL ADMINISTRATIVE CO-ORDINATION	
A. The central machinery for co-ordination . . . . .	8-22
B. Implementation of the recommendations made by the <i>Ad Hoc</i> Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies . . . . .	23-28
C. Joint Inspection Unit . . . . .	29-42
D. The common system . . . . .	43-53
E. Electronic data-processing equipment . . . . .	54-68
F. Unforeseen and extraordinary expenses in the budgets of the specialized agencies and the International Atomic Energy Agency . . . . .	69-78

#### I. INTRODUCTION

1. In accordance with its terms of reference, the Advisory Committee on Administrative and Budgetary Questions has examined the administrative budgets and budget estimates for 1969 of the specialized agencies and IAEA, whose agreements with the United Nations provide for transmittal of their budgets for review to the General Assembly.<sup>3</sup> At the same time, the Advisory Committee inquired into a number of general problems affecting co-ordination between the United Nations and the specialized agencies.

2. Following the practice initiated in its reports to the General Assembly at the latter's twenty-second session, the Advisory Committee has dealt in separate reports with: (a) the administrative budgets or bud-

<sup>3</sup> Under the relevant agreements with the United Nations, IBRD and IMF are not required to transmit their budgets for examination by the United Nations.

imates for 1969 of the specialized agencies and IAEA; and (b) certain general co-ordination matters. The former has been issued as document A/7379. As regards the latter, in chapter II of the present document the Advisory Committee submits its observations and recommendations on developments relating to:

- (a) The central machinery for co-ordination;
- (b) The implementation of recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies;
- (c) The Joint Inspection Unit;
- (d) The common system;
- (e) Electronic data-processing equipment;
- (f) Unforeseen and extraordinary expenses in the budgets of the specialized agencies and IAEA.

3. In accordance with the recommendation contained in paragraph 90 (d) of the second report of the *Ad Hoc* Committee of Experts,<sup>4</sup> the Advisory Committee visited the Rome headquarters of FAO from 16 to 29 May 1968 for a review of the administrative and management procedures concerning the programme and budget of that organization. The Committee's report on this item has been issued as document A/7354.<sup>5</sup>

4. In a separate report (A/7344) the Advisory Committee has reported to the General Assembly on administrative and budgetary procedures of four voluntary programmes—the United Nations Children's Fund, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, the United Nations High Commissioner for Refugees, and the United Nations Institute for Training and Research.

5. The Advisory Committee has also taken note of chapter XVI of the report of the Economic and Social Council to the General Assembly at its twenty-third session,<sup>6</sup> which deals with the development and co-ordination of the activities of the organizations within the United Nations system.

6. The General Assembly may wish, as in prior years, to request the Secretary-General to refer to the executive heads of the specialized agencies and IAEA, through the consultative machinery of the Administrative Committee on Co-ordination, any matters arising from the present report and the discussion thereof in the Administrative Committee which call for attention by ACC.

\* \* \*

7. For ease of reference the Advisory Committee summarizes below its main conclusions and recommendations on the issues covered in chapter II of the present report:

*Implementation of the recommendations made by the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies* (see sect. B, para. 27)

The Advisory Committee, after obtaining the necessary information from the specialized agencies, will submit a detailed report to the General Assembly at its twenty-fourth session on the action by all organizations in implementing the recommendations of the *Ad Hoc* Committee.

*Joint Inspection Unit* (see sect. C, paras. 34, 37, 38, 39 and 42)

So that inspectors' reports should have maximum effect, the Secretary-General should issue directives laying down time-limits for the submission to him of the comments by the agencies concerned, and should recommend a similar procedure to his colleagues on ACC.

*Official Records of the General Assembly, Twenty-first Session, Annexes, agenda item 80, document A/6343.*  
*Ibid., Twenty-third Session, agenda item 80.*  
*Ibid., Twenty-third Session, Supplement No. 3.*

Consultation procedures in ACC on reports of joint interest to several organizations should not unduly delay submission of the reports and comments thereon to the governing bodies concerned, and the taking of the necessary corrective action.

With a view to avoiding overlapping and duplication, the Joint Inspection Unit and the Board of Auditors are invited to inform the Advisory Committee towards the end of each year, on a strictly confidential basis, of the studies contemplated by them for the following year, so that the Advisory Committee can perform the necessary co-ordinating functions and relate the plans of the Unit and the Board to its own projects and to the work of any administrative *ad hoc* groups scheduled to meet during the year in question.

Executive heads are invited to make use of the assistance of the Joint Inspection Unit in connexion with special studies on various aspects of the work of the organizations which the executive heads may wish to undertake.

*Electronic data-processing equipment* (see sect. E, paras. 66 and 67)

Electronic data-processing equipment should be concentrated in the most economical manner, and the statistical information and conclusions should be shared to the greatest possible extent.

There should be no duplication between the activities and requests of the various organs and subsidiary bodies interested in data-processing techniques.

## II. INTERORGANIZATIONAL ADMINISTRATIVE CO-ORDINATION

### A. *The central machinery for co-ordination*

8. Co-ordination of the programmes of the organizations within the United Nations system has been further developed at the intergovernmental level through the machinery of the Economic and Social Council, its Committee for Programme and Co-ordination and, more recently, the Council's Enlarged Committee for Programme and Co-ordination, established in pursuance of General Assembly resolution 2188 (XXI), and Economic and Social Council resolution 1189 (XLI), of 13 and 17 December 1966, respectively.

9. Administrative and budgetary co-ordination between the respective organizations, at the intergovernmental level, is the responsibility of the General Assembly with the advice and assistance of the Advisory Committee on Administrative and Budgetary Questions and from time to time, of special sub-organs with a limited mandate, such as the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies. Though the working of this machinery is not yet perfect, mainly due to overburdened agendas of the organs primarily concerned, there is a better awareness of the need for administrative co-ordination, and some progress has been made subsequent to the adoption of the recommendations of the *Ad Hoc* Committee of Experts.

10. At the inter-administrative level the machinery for co-ordination, although increasingly elaborate, has been working successfully in many respects. In most specialized agencies, and more particularly in their administrations, the feeling of belonging to a coherent system of international organizations is alive, and, as a consequence, the trend of self-protection by isolation, so clearly apparent during the nineteen-fifties, is diminishing.

11. At its forty-fifth session the Economic and Social Council took note with appreciation of the thirty-fourth report of ACC,<sup>7</sup> including in particular the annexes to that report. Those annexes dealt with progress

<sup>7</sup> *Official Records of the Economic and Social Council, Forty-fifth Session, Annexes, agenda item 23, documents E/4486 and Add.1-3.*

made in such fields as co-ordination in matters of population, marine science and its application, evaluation of programmes of technical co-operation, and statistical research and publications. They also covered co-operation between the ILO, FAO and UNESCO in matters of agricultural education, and between the ILO and UNIDO regarding aspects of industrialization.

12. In its resolution 1367 (XLV) of 2 August 1968, on the enhancement of the co-ordinating role of the Economic and Social Council in the economic, social and related fields of activity of the organizations and specialized agencies of the United Nations system, the Council, after having approved the recommendations and proposals of the Committee for Programme and Co-ordination, *inter alia* requested that Committee "to take into account, when considering and reviewing the programmes of the United Nations in the economic, social and related fields, their financial implications". At the same time the Council invited the Advisory Committee, "when considering the budgetary estimates of these programmes, to give as a matter of continuing practice, due weight to the relevant comments and recommendations of the Committee for Programme and Co-ordination". In section II of resolution 1368 (XLV), also of 2 August 1968, the Council expressed the hope that the Computer Users' Committee at Geneva, established on the initiative of the Advisory Committee, would work on the basis of a maximum sharing of facilities rather than of self-sufficiency for each organization in the United Nations system.

13. Although the Committee for Programme and Co-ordination is primarily concerned with the work programme of the United Nations in economic and social fields, including the work of UNCTAD and UNIDO, the Advisory Committee is well aware that the impact of the recommendations of that Committee on priorities and the timing of projects—as soon as it is in a position to express itself clearly in this regard—may well be considerably wider and may affect the work programmes of the specialized agencies, their priorities and financial implications. The Advisory Committee, like the Council in its resolution 1367 (XLV), looks forward to further recommendations by the Committee for Programme and Co-ordination on its future role and the conduct of its work in co-ordination matters.

14. As regards the Enlarged Committee for Programme and Co-ordination, the Advisory Committee noted with interest that Committee's reports on its first session,<sup>8</sup> in 1967, and on the first part of its second session,<sup>9</sup> in September-October 1968. The Enlarged Committee was requested in General Assembly resolution 2188 (XXI) :

"... to undertake, as a matter of priority and in the light of the continuing work of other United Nations bodies in the field of co-ordination, planning and evaluation, a review which would provide:

"(a) A clear and comprehensive picture of the existing operational and research activities of the United Nations family of organizations in the field of economic and social development and an assessment thereof;

"(b) On the basis of the data specified in subparagraph (a) above, recommendations on modifications in existing activities, procedures and admin-

istrative arrangements which might be necessary a desirable in order to ensure:

"(i) The maximum concentration of resources, present and increasing levels, on programme direct relevance to Member States;

"(ii) A flexible, prompt and effective response to the specific needs of individual countries and regions, as determined by them, within the limits of available resources;

"(iii) The minimum burden on the administrative resources of Member States and of members of the United Nations family of organizations;

"(iv) The evolution of an integrated system of long term planning on a programme basis;

"(v) The institution of systematic procedures for evaluating the effectiveness of operational and research activities".

15. During its sessions in 1967 and 1968 the Enlarged Committee concentrated its attention on the preparation of two specific publications: a handbook of criteria and procedures for requesting technical assistance, and an account of the operational and research activities of the United Nations system in the field of economic and social development, drafts of both publications having been prepared by the United Nations Secretariat. The Advisory Committee was particularly interested in the draft of the latter document which in a comprehensive way, provides a wealth of information, so far available only in the documents of the various agencies. The draft of the handbook is now being studied by the individual members of the Enlarged Committee; comments on the other draft have been invited from Member States and the specialized agencies.

16. The Enlarged Committee is now compiling a lengthy list of topics for possible future consideration. The Advisory Committee is not entirely certain whether some of these topics, particularly those of a purely administrative nature, fall within the mandate of the Enlarged Committee.

17. In view of its extremely heavy workload, the Enlarged Committee has established an Inter-Session Working Group, charged with the further detail review of subjects now before the Committee, and possibly the preparation of recommendations on new topics. Moreover, the Enlarged Committee has suggested that the Secretary-General might make the necessary arrangements for the full participation of its Chairman in the discussions of its reports to the Economic and Social Council.

18. The annual Joint Meeting of the Committee for Programme and Co-ordination and ACC took place at Bucharest, from 3 to 5 July 1968. Attention was devoted to the lessons drawn from the shortcomings of the first United Nations Development Decade and to the preparations for the next Decade and also to the Development and utilization of human resources, and to some general co-ordination questions.

19. Year after year the substantive subjects before ACC, the main organ charged with co-ordination at the inter-administration level, increase in importance and scope. In addition to the special subjects mentioned in paragraph 11 above, ACC has dealt, among others, with such questions of paramount importance as international trade, industrial development, agricultural education, science and technology, environmental pollution, matters of social development, education and training, and outer space. In broad context, ACC focus

<sup>8</sup> *Ibid.*, Forty-third Session, Supplement No. 10.

<sup>9</sup> *Ibid.*, Forty-fifth Session, Supplement No. 10.

attention on all aspects of the Development Decade. In this connexion, the Advisory Committee is pleased that ACC has indeed concentrated on subjects which can be considered as being of high priority in the near future, and where duplication might arise. In the view of the Advisory Committee it would be good if, in a period when many organizations evaluate their own potential and take or induce initiatives for new programmes or activities, ACC and the administrations should give continuing thought to the establishment of priorities within the broad areas which fall in part within the field of competence of two or more organizations. An indication of these priorities might also be helpful to the Economic and Social Council, the Committee for Programme and Co-ordination and the Enlarged Committee.

20. Special attention was paid by ACC in its thirty-fourth report<sup>10</sup> to publications and documentation of the United Nations system. The Advisory Committee noted the observation of ACC that the publication of surveys and studies, which now offer a very complex over-all picture, is not a separate function of international organizations, but that it constitutes the necessary support or by-product of substantive activities. Therefore, ACC invited its sub-committees and other subsidiary bodies to identify cases where it might be possible and desirable to harmonize or consolidate current publications in which more than one organization would be interested. The ACC has also expressed the hope that, in addition, all organizations will objectively examine the origin of all recurrent publications in the light of today's requirements with a view to discontinuing publications which have lost their value. The Advisory Committee was also interested in the decision of ACC, in principle, to call a technical inter-agency meeting on publications.

21. The annual report of ACC on the expenditures of the United Nations system in relation to programmes in 1968<sup>11</sup> follows a somewhat different presentation from that of the reports in previous years. Whereas in 1967 the report,<sup>12</sup> *inter alia*, included tables showing the expenditures of 13 separate organizations from regular and extra-budgetary funds, broken down by 22 types of activity, they are replaced in the 1968 presentation by 22 tables in which the expenditures of the 22 types of activity are broken down by organization. The Council and its Enlarged Committee felt that the information provided under the 1967 system did not give a sufficiently clear and comprehensive picture of the over-all activities and related costs of the organizations. The Council at its forty-fifth session requested the Enlarged Committee to consider the new framework of headings from the standpoint of coherent programme review and co-ordination. As one of the primary purposes of the annual report on the expenditures of the organizations in relation to programmes is to enable Member countries to see at a glance the amounts devoted by all the organizations to a specific type of activity and broad programme, which purpose facilitated by the new layout, the Advisory Committee would regard the revised presentation as an improvement. In this connexion, the Advisory Committee wishes to inform the General Assembly that its own study on the standardization of budget documents and possible acceptance of a uniform budget presenta-

tion, for which study the Committee has obtained the assistance of an experienced consultant, is in preparation.

22. The Advisory Committee wishes to acknowledge with appreciation the information provided to it by the Administrator of the United Nations Development Programme on the progress made on the study of the capacity of the United Nations system to deliver an expanded development programme. This "capacity study", encompassing extremely important problems of administration and organization, will be followed by the Advisory Committee with keen interest. The Advisory Committee welcomes the proposal of the Commissioner for the study to consult with the Committee at appropriate times on many aspects of common concern.

#### B. Implementation of the recommendations made by the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies

23. At the twenty-second session of the General Assembly, the Advisory Committee submitted its observations<sup>13</sup> on the report<sup>14</sup> on the implementation of the recommendations of the *Ad Hoc* Committee of Experts, submitted by the Secretary-General on behalf of all the organizations in the United Nations family in accordance with paragraph 7 of General Assembly resolution 2150 (XXI). In commenting on the progress made in implementing the recommendations, the Advisory Committee recommended that future reports by the Secretary-General should spell out in greater detail the action taken in implementing each of the *Ad Hoc* Committee's recommendations.

24. In accordance with General Assembly resolution 2360 A (XXII) of 19 December 1967, the Secretary-General, as chief administrative officer of the United Nations and in his capacity as Chairman of ACC, submitted to all Members and to the Advisory Committee in April 1968 a report (A/7124)<sup>15</sup> which gave full information on the implementation by the United Nations and the specialized agencies and IAEA of each of the recommendations contained in the *Ad Hoc* Committee's second report,<sup>16</sup> indicating the action taken at that time and what further action they proposed to take. Subsequently, and in further compliance with resolution 2360 A (XXII), the Secretary-General submitted an updated report to the General Assembly at its twenty-third session (A/7124/Add.1),<sup>17</sup> containing certain additional information relating to developments up to 31 August 1968, since the preparation of document A/7124.

25. The General Assembly also had before it at its twenty-third session the report of the Economic and Social Council,<sup>17</sup> chapter XV of which deals with the implementation of those recommendations of the *Ad Hoc* Committee which fall within the Council's field of competence.

26. In reviewing the Secretary-General's reports (A/7124 and Add.1), the Advisory Committee in its report (A/7323),<sup>18</sup> noted with regret that no attempt

<sup>13</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 80, document A/6853.

<sup>14</sup> *Ibid.*, document A/6803.

<sup>15</sup> *Ibid.*, *Twenty-third Session, Annexes*, addendum to agenda item 80.

<sup>16</sup> *Ibid.*, *Twenty-first Session, Annexes*, agenda item 80, document A/6343.

<sup>17</sup> *Ibid.*, *Twenty-third Session, Supplement No. 3*.

<sup>18</sup> *Ibid.*, *Twenty-third Session, Annexes*, agenda item 80.

<sup>10</sup> *Ibid.*, *Forty-fifth Session, Annexes*, agenda item 23, document E/4486, paras. 110-115.

<sup>11</sup> *Ibid.*, documents E/4501 and Add.1.

<sup>12</sup> *Ibid.*, *Forty-third Session, Annexes*, agenda item 17, document E/4351.



had been made to summarize or classify the detailed descriptions of the arrangements made by the respective organizations to implement the recommendations. The Committee also observed that progress in the implementation of the *Ad Hoc* Committee's recommendations had, in general, been slow. Although the Committee understands the difficulties, constitutional and otherwise, which some agencies are having in adjusting their budgetary and administrative procedures to conform to the aims set by the *Ad Hoc* Committee, the Advisory Committee remains of the opinion that if the organizations keep the recommendations under active review, considerable further progress can and will be made towards their full implementation.

27. Accordingly, while not commenting in detail in its present report on the stage reached by the organizations in implementing the recommendations of the *Ad Hoc* Committee, the Advisory Committee has informed the General Assembly that it intends to devote attention to this very important aspect of co-ordination in its future annual reports on administrative and budgetary co-ordination of the United Nations with the specialized agencies and IAEA. In this connexion, the Advisory Committee will consult with the specialized agencies and IAEA early in 1969 concerning the preparatory material to be provided to the Committee prior to its meetings with their representatives next autumn, and will indicate the nature and the extent of the written replies required to enable it to assess fully the stage reached by each organization in implementing all the recommendations of the *Ad Hoc* Committee of Experts, and the action they propose to take to resolve those which remain outstanding. The agency reports and such action as may have been taken subsequent to the receipt of the written material will be discussed with the representatives of the specialized agencies when they appear before the Advisory Committee. This procedure will enable the Advisory Committee to place before the General Assembly at its twenty-fourth session a detailed, up-to-date report of the action taken by all organizations in implementing the recommendations of the *Ad Hoc* Committee of Experts.

28. In the light of this suggested procedure for 1969, the Advisory Committee has recommended (A/7323,<sup>18</sup> para. 8), that the General Assembly may wish to request the Secretary-General, in his dual capacity as chief executive officer of the United Nations and as Chairman of ACC, to submit a further report on the state of the implementation of the recommendations of the *Ad Hoc* Committee to the General Assembly at its twenty-fifth session in 1970. Following discussion of this item, the Fifth Committee adopted for approval by the General Assembly the text of a draft resolution,<sup>19</sup> paragraphs 6 and 7 of which read as follows:

“6. Requests the Advisory Committee on Administrative and Budgetary Questions, while endorsing its proposals as set out in paragraph 9 of its ninth report to the General Assembly at its twenty-third session (A/7323), to continue to review the progress made in the implementation of the recommendations of the *Ad Hoc* Committee and to report to the General Assembly in this regard in its annual reports on the administrative and budgetary co-ordination of the United Nations with the specialized agencies and the International Atomic Energy Agency;

“7. Requests the Secretary-General, in his capacity as the chief administrative officer of the United Nations and as Chairman of the Administrative Committee on Co-ordination, to continue to encourage and facilitate the implementation of the recommendations of the *Ad Hoc* Committee by the United Nations, the specialized agencies and the International Atomic Energy Agency, and to submit to the General Assembly at its twenty-fifth session full and detailed report indicating clearly and succinctly in individual sections the extent of progress made by each one of them in implementing the recommendations of the *Ad Hoc* Committee and, where applicable, the reasons for non-implementation of those cases”.

### C. Joint Inspection Unit

29. In its report to the General Assembly at its twenty-second session,<sup>20</sup> the Advisory Committee summarized the agreement reached at the Joint Meeting of the Committee for Programme and Co-ordination and ACC concerning certain modalities of the operation of the Joint Inspection Unit established pursuant to the recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies. That agreement was reported to the Economic and Social Council at its forty-third session.<sup>21</sup> In paragraph 1 of its resolution 1264 (XLIII) of 3 August 1967, the Council noted with satisfaction the measures taken by the Secretary-General to implement the recommendations of the *Ad Hoc* Committee.

30. As regards reporting procedures, the Joint Meeting agreed that the inspectors' reports should be placed before the executive boards, governing bodies or councils by the Directors or Secretaries-General, who may attach to the reports any information and observations they consider appropriate. The procedure to be adopted by the executive heads for the presentation and discussion of the reports and for the supervision of the follow-up of the decisions which they may have taken thereon would be aimed solely at ensuring, with the maximum objectivity and to the fullest extent compatible with existing constitutions or statutory provisions, the communication to the executive bodies of their reports in their entirety, a full discussion of the reports and their utilization for the promotion of the efficiency of the services and for the proper use of funds of the various organizations.

31. The agreed procedure also provided that the executive boards, the governing bodies or councils would forward to the Economic and Social Council and the Committee for Programme and Co-ordination those parts of the reports which concerned the co-ordination of the activities of their agencies in the economic and social fields with those of other organizations in the United Nations system, and also information concerning measures which might have been taken in connexion with the reports.

32. The Joint Inspection Unit was established on 1 January 1968. Since then the inspectors, individually and in teams, have carried out a number of inspections and have submitted reports thereon to the Secretary-General.

<sup>20</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 8, document A/6853, paras. 6-12.

<sup>21</sup> See *Official Records of the Economic and Social Council Forty-third Session, Annexes*, agenda item 17, document E/440.

<sup>18</sup> *Ibid.*, document A/7479, para. 13, draft resolution A (subsequently adopted by the General Assembly as resolution 2475 A (XXIII)).

33. The Advisory Committee would recall that under the terms of paragraph 67 B (d) (iii) of the second report of the *Ad Hoc* Committee of Experts,<sup>22</sup> in the case of the United Nations the inspectors' reports together with the comments of the service reported on, and with a statement by the Secretary-General, setting forth what action he has taken or proposes to take on the reports and any other comments he may wish to add, should be transmitted to the Advisory Committee.

34. The Advisory Committee has already received from the Secretary-General the inspection reports on United Nations activities in Turkey, and on documentation. It has been informed that the reports on ECA and on co-ordination and co-operation at the country level would be transmitted to it in the near future. The Advisory Committee has also received the Secretary-General's comments on the inspectors' report on documentation. The Advisory Committee will consider these documents—and will report thereon to the Fifth Committee—when it takes up the chapter on documentation in the report of the Committee on the Reorganization of the Secretariat (A/7359),<sup>23</sup> and the report of the Committee on Conferences (A/7361).<sup>24</sup> The Advisory Committee has been informed that, in view of the insufficient time that has elapsed since the issuance of the other inspection reports, the Secretary-General and the services concerned have been unable so far to prepare their own comments thereon. The Advisory Committee believes that if the inspectors' reports are to have maximum effect, such comments should be issued as expeditiously as possible. Accordingly, the Committee recommends that the Secretary-General should lay down time-limits within which the comments of services in the United Nations are to be submitted to him, and should recommend a similar procedure to his colleagues in ACC.

35. While the question of the expeditious submission of comments on reports affecting a single organization can be resolved on the basis of directives issued to the executive head concerned, the difficulties of dealing with the activities of several organizations, such as co-ordination in the field.

36. In the latter connexion the Advisory Committee has been informed that ACC feared that considerable confusion might result if individual governing organs, meeting at different times, were to comment individually and take individual action on inspection reports dealing with matters of concern to all organizations. In order to avoid such an occurrence, ACC agreed that:

(a) The inspectors should be asked to treat separately—either in different reports or in different sections of a report—those matters which concern an individual organization and those which concern more than one organization;

(b) When reports affecting more than one organization are submitted to governing organs, the executive heads concerned should consult their ACC colleagues before submitting these reports to their respective governing organs;

(c) The ACC secretariat should be informed of the action taken by governing organs of the organizations concerned or at the secretariat level as a result of

the reports, and be responsible for informing the Economic and Social Council and the Committee for Programme and Co-ordination.

37. While the Advisory Committee appreciates the importance of co-ordinated action on inspectors' reports dealing with more than one organization, the Committee would hope that the consultations in ACC referred to under (b) above would not lead to undue delays in the submission of the reports and in the taking of the necessary corrective action.

38. The experience of the first ten months of operation of the Joint Inspection Unit also leads the Advisory Committee to recommend that procedures need to be worked out to ensure co-ordination between the work of the Unit, the Board of Auditors, *ad hoc* committees which the General Assembly may set up to deal with specific organizational matters, and also the Advisory Committee itself. The need for such co-ordination can be seen by reference to the fact that the question of documentation in the United Nations has been the subject, in the same year, of a report by the Joint Inspection Unit and of a section of the report of the Committee on the Reorganization of the Secretariat (A/7359, chap. VII, sect. B); moreover, in 1967 the Board of Auditors issued a report on the related topic of the sale of publications of the United Nations, as requested by the Advisory Committee.

39. Without prejudice to the recommendation in paragraph 67 B (c) of the second report of the *Ad Hoc* Committee of Experts that the inspectors "should make on-the-spot inquiries and investigations, some of which may be without prior notification, as and when they themselves may decide, in any of the services of the different organizations of the United Nations family", the Advisory Committee would recommend that, towards the end of each year, the Joint Inspection Unit and the Board of Auditors should inform the Advisory Committee, on a strictly confidential basis, of the studies contemplated by them for the following year. The Advisory Committee would then perform the necessary co-ordinating functions and relate the plans of the Unit and the Board to its own projects and to the work of any administrative *ad hoc* groups scheduled to meet during the year in question. The importance of co-ordination in these matters is, of course, increased by the intention of the Board of Auditors to devote henceforth more attention to questions of management audit.

40. The Advisory Committee welcomed the fact that two of the first reports issued by the Joint Inspection Unit dealt with questions of co-ordination in the field. In view of their greater mobility, compared to that of committees, the inspectors can play a particularly useful role in this highly important aspect of United Nations activities.

41. The Advisory Committee noted that the Committee for Programme and Co-ordination, in the report on its second session,<sup>25</sup> has expressed the view that whenever inspection reports become available sufficiently in advance of its meetings, such reports or relevant extracts therefrom should be transmitted to that Committee so that it can take them into account in its consideration of past and future activities in the economic, social and human rights fields. The Committee for Programme and Co-ordination expressed the hope that its consideration of these reports might suggest

<sup>22</sup> *Official Records of the General Assembly, Twenty-first Session, Annexes*, agenda item 80, document A/6343.

<sup>23</sup> *Ibid.*, *Twenty-third Session, Annexes*, addendum to agenda item 74.

<sup>24</sup> *Ibid.*, *Twenty-third Session*, agenda item 75.

<sup>25</sup> *Official Records of the Economic and Social Council, Forty-fifth Session, Supplement No. 9*, para. 25.



ways in which the Joint Inspection Unit might, in future, be of direct assistance in examining, for instance, problems of co-ordination among the agencies of the United Nations family.

42. Although the terms of reference of the Joint Inspection Unit do not make explicit provision for special studies to be carried out by the Unit at the request of the executive heads, the Advisory Committee feels that the inspectors' expertise and impartiality could be of great benefit to the United Nations system in connexion with special studies on various aspects of the work of the organizations. The Advisory Committee commends this thought to the attention of the Secretary-General and the executive heads of the specialized agencies.

#### D. The common system

43. In its report to the General Assembly at the twenty-second session,<sup>26</sup> the Advisory Committee indicated that the International Civil Service Advisory Board's programme of work for 1968 and subsequent years included the salary scales for the Professional and higher categories, the education grant, common grading standards, management-staff relations, recruitment methods and standards, staff development and training, promotion policies, composition of secretariats and tenure of appointments, and age of retirement.

44. At its sixteenth session in June and July 1968,<sup>27</sup> the Board dealt with a number of those questions. As regards the salary scales for the Professional and higher categories, the Board studied the construction of a composite salary index reflecting real salary movements in the national services of the seven headquarters countries—Austria, Canada, France, Italy, Switzerland, United Kingdom and United States of America—which might be used in connexion with adjustments in the salary scales for the Professional and higher categories in the United Nations system. Having evaluated the material obtained from the Governments concerned, the Board recommended to ACC that the international index be made a regular feature of the common system and that the movement of the index should be reported to the Board each year as a matter of information. The Board indicated that when significant changes occurred between major salary surveys, it would be prepared to advise on appropriate action. The Board did not have the necessary time to give further consideration to the concept of "world market rates" which, in the Board's view, might be the keystone of future comparative salary surveys; the Board intends to take this matter up at its seventeenth session in 1969. The Board's recommendations on an interim salary adjustment for the Professional and higher categories, and the Secretary-General's recommendations based thereon, have been dealt with in the Advisory Committee's sixth report to the General Assembly at its current session (A/7280).<sup>28</sup>

45. As regards the remuneration of staff in the General Service category, this is normally fixed by the executive head of the particular organization, under the terms of the staff regulations, on the basis of the best prevailing conditions of employment in the locality.

<sup>26</sup> Official Records of the General Assembly, Twenty-second Session, Annexes, agenda item 79, document A/6910, paras. 54-60.

<sup>27</sup> See International Civil Service Advisory Board: Report of the Sixteenth Session of the Board (document ICSAB/XVI/1).

<sup>28</sup> See Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 74.

The Advisory Committee has noted from paragraph of the report of ICSAB that: "Because of the many complications arising at various duty stations in regard to fixing the remuneration of staff in the General Service category, the Board had made it a practice in recent years to review and comment on development. At its sixteenth session the Board subjected to particular scrutiny the situations at Paris and at Geneva at the request of the organizations located in those cities. In its analysis of the question, the Board indicated that it welcomed new initiatives and fresh ideas, even though they may imply changes in traditional honours procedures, and that it had constantly recognized that the methodology under the principle of best prevailing rates must vary to some extent according to conditions in a given locality. At the same time the Board expressed concern lest a plan tailored to the needs of one particular place have implications in areas where the problems are quite different. Based itself especially on the broad issues of principle involved the Board found it impossible to endorse a plan put forward by UNESCO which related step I of grade P-1 (highest grade) in the General Service category to the salary of step I of P-1 in the Professional category. In the Board's opinion the UNESCO scheme would have led to a gradual consolidation of the two categories with very important implications for all organizations wherever located; a reversion to the situation which obtained prior to 1951 would, in the Board's opinion, create more problems than it would solve.

46. The Advisory Committee notes from paragraphs 56 to 61 of the Board's report on its sixteenth session that little progress was made between the Board's fifteenth and sixteenth sessions in the matter of management-staff relations. The Committee notes that the Board would wish to pursue this important matter further at its seventeenth session in 1969.

47. The Advisory Committee has submitted a separate report to the General Assembly at its current session (A/7295)<sup>29</sup> on the Board's recommendations as regards the education grant.

48. As for the question of common grading standards the Advisory Committee noted that work has begun on the development of standards for economists. Although some progress has been made in arriving at generally agreed standards, the Board felt that action taken continued to be inadequate. The Board expressed concern over divergencies in job-classification policies and methodologies followed by different organizations, and over pressures for general upgradings.

49. As regards the latter, the Advisory Committee notes from annex IV to the Board's report that the proportion of staff in the senior and other supervisory grades (P-5 and above) in the United Nations and four largest specialized agencies has risen between 1956 and 1967 as follows:

	Percentage of staff in grades P-5 and above to total Professional category		
	1956	1967	Increase between 1956 and 1967
United Nations	15.73	21.74	38.21
ILO	13.57	17.03	25.50
FAO	12.99	19.39	49.27
UNESCO	14.69	32.73	122.80
WHO	15.93	20.30	27.43

<sup>29</sup> Ibid., agenda item 81.

50. As for the divergencies in the policies and methodologies of job classification, the International Civil Service Advisory Board was informed that the following situation now prevails:

(a) The United Nations and IMCO follow within certain grade limits a "rank-in-man" approach;

(b) The ILO, WHO, ICAO, ITU and UPU follow "rank-in-post" approach with relatively little modification for "rank-in-man" factors;

(c) FAO and UNESCO follow mainly a "rank-in-it" approach modified, in certain circumstances, for "rank-in-man" reasons.

51. At the same time, the table in paragraph 49 above shows that the "rank-in-man" approach does not necessarily lead to a faster growth of the percentage of staff in grades P-5 and above. Indeed, the fastest rates of growth have taken place in two organizations which indicated to the Board that they follow mainly a "rank-in-post" approach. A comparison between the figures for 1967 and 1956 shows that with the exception of UNESCO, the major organizations in the United Nations system have retained a broad measure of uniformity in the percentage of their staff in the higher and other supervisory grades. In UNESCO, on the other hand, the number of staff in grades P-5 and above has risen from one in seven in 1956 to one in three in 1967.

52. The Advisory Committee, which has always attached importance to common grading standards, notes with suggestion by the Board—contained in paragraph 88 of its report—that ACC give consideration to the establishment of an inter-agency unit fully responsible for this work, with authority to ensure conformity with commonly agreed standards. An alternative course, in the Board's opinion, would be to refer the matter to the Joint Inspection Unit.

53. At its sixteenth session the Board also discussed the question of a language bonus for Professional staff and ways to improve inter-agency co-ordination in the case of language staff. At its seventeenth session in 1969 the Board will deal, *inter alia*, with the revision of its report<sup>30</sup> on recruitment methods and standards. The Board also hopes to make progress in its study of the problems of staff development and training, promotion policies, tenure of appointment and age of retirement.

#### E. Electronic data-processing equipment

54. In its report to the General Assembly at its nineteenth session<sup>31</sup> on administrative and budgetary co-ordination of the United Nations with the specialized agencies and IAEA, the Advisory Committee, noting the increasing costs of computer operations, expressed concern that the European agencies might install various data-processing equipment with different programmes, which would make combined usage impossible, and drew attention to the considerable savings that would accrue from the use of a central computer system. The Committee emphasized the need for a reconsideration and re-evaluation of the requirements of the United Nations family, and urged the organizations to give careful consideration to limiting the rental of such equipment to minimum periods consistent with economy.

55. In the report submitted to the General Assembly at its twenty-second session on general co-ordination matters,<sup>32</sup> the Advisory Committee dealt at greater length with the question of rental and use of data-processing equipment by the United Nations family of organizations. The Committee noted that whereas only ITU had a computer at the time it reviewed the matter in January 1965, the United Nations and IAEA had acquired computers by the end of that year, and WHO and the ILO had installed such equipment in 1966. Since that time, UNESCO, ICAO and FAO have either installed or have made provision for computers in their current budgets. There was also a trend in some of the agencies to replace original machines with larger data-processing equipment having even greater capacity. At the same time, the Advisory Committee was pleased to learn that several United Nations organizations at Geneva had entered into arrangements with regard to the joint use of computer installations on an agreed cost-sharing basis.

56. In expressing the hope that other agencies also would enter into similar co-operative arrangements, the Advisory Committee recommended to ACC the establishment of a United Nations Computer Users' Committee at Geneva. The Advisory Committee is gratified that ACC gave favourable consideration to its recommendation and that it subsequently established a Computer Users' Committee in Geneva, comprising representatives not only of all Geneva-based organizations, but also of other interested organizations in the United Nations system. In setting up that Committee, ACC decided that it should meet as often as possible and that its functions would be twofold:

(a) To deal with questions concerning the use of computers in Geneva; and

(b) To develop interorganizational co-ordination and co-operation in matters of general concern regarding computers.

57. ACC decided<sup>33</sup> that the Committee should:

(a) In regard to the first function:

(i) Consider ways and means of optimizing the use of present and future computer equipment in Geneva by Geneva-based organizations;

(ii) Review the terms and conditions, including charges, under which the computer facilities in Geneva are made available to users;

(iii) Examine any problems arising from the joint use of computer facilities.

(b) In regard to the second function:

(i) To consider ways and means of utilizing fully the nucleus of trained and experienced computer personnel already available in these organizations and the possible development of joint programmes for the recruitment and training of staff;

(ii) To exchange technical information on computers and computer programmes;

(iii) To consider how the combined computer needs of the agencies might best be met in the future and to formulate plans to ensure that such needs are adequately met and on a timely basis; these considerations would include the use of a central

<sup>32</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 79, document A/6910, paras. 43-53.

<sup>33</sup> See *Official Records of the Economic and Social Council, Forty-fifth Session, Annexes*, agenda item 23, document E/4486, paras. 119 and 120.

<sup>30</sup> Document Coord/Civil Service/2/Rev.1.

<sup>31</sup> *Official Records of the General Assembly, Twentieth Session, Annexes*, agenda item 82, document A/5859, paras. 32-35.

processing facility and, as necessary, of computer terminal links and suitable satellite equipment;

- (iv) To develop, where appropriate, standardization of coding systems between the various organizations.

58. The Advisory Committee notes that the Computer Users' Committee met in Geneva in July and September 1968 and used as a basis for its work information it had collected on the computer facilities at present in existence, or about to be installed, in the various organizations. In expressing the view that the present need for computers in Geneva was satisfied by the facilities available, the Computer Users' Committee felt that further consideration would need to be given as to how the combined computer needs of the organizations might best be met in the future. It therefore decided to continue its studies with a view to formulating plans to ensure that adequate and efficient provision could be made for such needs.

59. Examination of the problems of standardization revealed a need for detailed studies of the kind of information that could usefully be exchanged, the form in which such information might best be submitted, and of any technical problems that might be encountered in the exchange of information. Accordingly, working parties are proceeding with the necessary detailed work on the various subjects involved, as well as on computer needs and ways of meeting them.

60. The Computer Users' Committee also considered that steps should be taken in the near future for co-ordination between its own work and the study on the feasibility of setting up and operating a system of automatic data storage, processing and retrieval requested by the Governing Council of UNDP and approved by the Economic and Social Council in resolution 1365 (XLV) of 2 August 1968 and expressed its readiness to co-operate with the Administrator of UNDP (see para. 63 below).

61. The Advisory Committee has noted one further important development in co-ordination and co-operation in these matters, namely, the agreement that organizations planning new installations or substantial changes in their configurations will so advise the Computer Users' Committee.

62. The Committee for Programme and Co-ordination, in its report on its second session,<sup>34</sup> expressed particular concern that there should be a fully co-ordinated and integrated computer service in the United Nations system in the interests of economy and efficiency, and indicated its interest in, and support for, the Computer Users' Committee. CPC suggested that the Committee include in its work an examination of the procedures for the storage and retrieval of information and data, and expressed the hope that ACC would include in its 1969 annual report an account of its findings and the action taken by the Computer Users' Committee. CPC also stated that it shared the hope of the Advisory Committee that the United Nations and the specialized agencies would hold in abeyance the implementation of proposals for the development of new computer systems until such time as the report on the co-ordination and integration of computer facilities has been fully considered by ACC.

63. As regards the use of computers, the Co-ordination Committee of the Economic and Social Council at the forty-fifth session of the Council was con-

cerned with the application of electronic techniques automatic data storage, processing and retrieval noted with satisfaction the decision of the Governing Council of UNDP at its sixth session<sup>35</sup> which requested the Administrator of the Programme to prepare a study for the Governing Council's eighth session, in close operation with the United Nations, on the feasibility of setting up and operating a system of automatic data storage, processing and retrieval. On the recommendation of the Co-ordination Committee, the Economic and Social Council, by resolution 1365 (XLV),<sup>inter alia</sup> requested ACC to co-operate with the Administrator of UNDP in carrying out the feasibility study, and expressed the hope that the views of CPC would be obtained before submission of the study to the Governing Council of UNDP. Moreover, the Economic and Social Council requested the Governing Council to submit the findings on the subject separately to the Council at its forty-seventh session so that it can suggest to the General Assembly at its twenty-fourth session the action that should be taken in the matter.

64. Subsequently, the Enlarged Committee for Programme and Co-ordination, in its report on the first part of its second session,<sup>36</sup> which it submitted to the Economic and Social Council at its resumed forty-first session, requested the Secretary-General to prepare for its next session early in 1969 a report designed to enable that Committee to pursue its work and study on the development of modern management techniques and use of computers, the report to take account of current applications of computer methods already in hand in United Nations organizations, and to indicate what steps would need to be taken to standardize classifications, definitions and terms used to describe projects and programmes in a form suitable for management purposes and intergovernmental review. The report should also show what summaries of the material available concerning current projects and programmes can be undertaken by computer methods, and contain proposals for future work in this broad field. Finally, the report is to take full account of ongoing studies, activities, projects and plans relating to the use of modern methods of data retrieval and presentation in the United Nations and its special programmes in the economic and social field, such as UNDP, UNITAR, the specialized agencies and the United Nations system as a whole.

65. A further development in the preparation of studies on the use of computers is reflected in a draft resolution<sup>37</sup> recommended by the Second Committee to the General Assembly at its current session, under terms of which the Secretary-General would be requested to prepare a report that would give special consideration to international co-operation with a view to the use of computers and computation techniques for development. The operative part of the draft resolution reads as follows:

*“Requests the Secretary-General, with the assistance of the Advisory Committee on the Application of Science and Technology to Development and with whatever further collaboration may prove necessary to prepare a report which will give special consideration to the situation of the developing countries with regard to:*

<sup>35</sup> *Ibid.*, Supplement No. 6A, para. 331.

<sup>36</sup> *Ibid.*, Supplement No. 10.

<sup>37</sup> Subsequently adopted by the General Assembly as resolution 2458 (XXIII).

<sup>34</sup> *Ibid.*, Forty-fifth Session, Supplement No. 9, paras. 279 and 280.

“(a) The results already obtained, the needs and prospects for the use of electronic computers in accelerating the process of economic and social development;

“(b) The various forms which international action may take to intensify co-operation in the field of computers;

“(c) The role which the United Nations can play in promoting international co-operation in that field, with emphasis on questions of the transfer of technology, the training of personnel and technical equipment;

“2. Requests the Secretary-General, in preparing the report, to consult Member States, the specialized agencies and the International Atomic Energy Agency and other international organizations concerned, and invites them to co-operate with the Secretary-General in carrying out the task entrusted to him by the present resolution;

“3. Requests the Economic and Social Council to consider the report of the Secretary-General at one of its 1970 sessions and to transmit the report with its comments to the General Assembly at its twenty-fifth session.”

6. It will therefore be seen from the foregoing paragraphs that Member States recognize the beneficial effects and impact which the use of these computer techniques may have in accelerating progress in the economic and social areas and the need to strengthen international co-operation in this field. It is therefore essential, if duplication and overlapping of effort are to be avoided, that the Secretary-General and the executives of the specialized agencies and IAEA keep the question of data-processing equipment and its utilization under continuous review, so as to ensure that the use of such equipment is concentrated in the most economical manner, and that the statistical information and conditions required for the various studies and reports be shared between the organizations to the greatest possible extent.

7. Additionally, the Advisory Committee is convinced that the various organs and subsidiary bodies which, understandably, have expressed interest in the application and utilization of data-processing techniques and of the benefits which may be derived therefrom in implementing the multilateral programmes for the development of the developing countries, also will recognize the necessity of co-ordinating their requests through clearly defined and agreed channels, so as to ensure the maximum and most economical use of the facilities and equipment available to them within the United Nations family of organizations. The Advisory Committee will follow closely, as a matter of continuing interest, developments within and among the several organizations concerning the rental and utilization of data-processing systems and the steps taken to co-ordinate and integrate computer facilities.

8. In this connexion, the Advisory Committee is asked to note that ACC has requested the Computer Users' Committee to submit at its next session in 1969 a full report on the detailed studies at present being undertaken (see paras. 58-60 above) for communication to the Advisory Committee, as well as to the Economic and Social Council and the Committee for Programme and Co-ordination.

#### F. *Unforeseen and extraordinary expenses in the budgets of the specialized agencies and the International Atomic Energy Agency*

69. All the specialized agencies and IAEA have provisions in their financial regulations and/or resolutions of their respective legislative bodies for meeting expenses of an unforeseen and extraordinary nature. These provisions, however, are not uniform, and the organizations have different definitions of what constitutes “unforeseen” or “extraordinary” expenditure. In actual practice, it would appear that such expenditure has included not only truly unforeseen and extraordinary items, but also, in some organizations, expenses for activities which were foreseeable in general terms, but not in detail.

#### *Definitions*

70. The Financial Rules of WHO (arts. 118.2 and 118.3) and those of IMCO (art. 18.2 and 18.3) contain definitions of the terms “unforeseen expenses” and “extraordinary expenses” which are identical with the definitions given in the foot-notes to General Assembly resolution 68 (I). UNESCO (Financial Regulations, arts. 6.4 and 13.2 and General Conference resolutions on the Working Capital Fund) and WMO (Financial Regulations, art. 9.5) use the term “unforeseen and extraordinary expenses”, but do not define it. The ILO employs the term “unforeseen expenditure” and its budget contains a separate line for this purpose. The Financial Regulations of ICAO speak of “unavoidable expenditures” (art. 5.2 (a)) and “urgent new projects” (art. 5.2 (b)). ITU makes provisions (Financial Regulations, art. 12, para. 4) for “expenses not provided for in the budget”, but does not define such expenses. FAO has “unforeseen contingencies” (financial regulation 4.4 (c) (i)) and “emergency expenditures” (financial regulation 6.2 (a) (ii)). The IAEA budget includes a separate appropriation section entitled “contingent extraordinary expenditures”. “Contingent expenditures” have also been approved by the Assembly of ICAO.

71. The UPU has adopted a fundamentally different approach to the question. Article 21, paragraph 3 of the Constitution of the Union stipulates that expenses relating to a session of a Congress, of the Administrative Conference or of an *ad hoc* commission and the cost of special tasks entrusted to the International Bureau constitute “extraordinary expenses”, provision for which is made in the annual “extraordinary budget” of the Union; they fall outside the “ordinary expenses”, which are subject to a limit fixed by the Congress. Provision for “unforeseen” expenses is made in a special budget line in accordance with article 7, paragraph 5 of the Regulations of the International Bureau.

#### *Methods of financing*

72. As regards the financing of the expenditure of the kind described in the preceding paragraphs, the specialized agencies and IAEA employ three methods: (a) transfers within or between sections of the approved budget; (b) special budget lines for “contingencies”; (c) supplementary estimates.

#### (a) *Transfers within the approved budget*

73. Most organizations specify that unforeseen and extraordinary expenses should be met in the first instance through savings. The policy of the ILO is to finance such expenses whenever possible by transfers

within the approved budget, i.e. through savings resulting from programme adjustments; before authorizing drawings on the budgetary credit for unforeseen expenditure, the Governing Body of the ILO customarily specifies that the expenditure is to be financed in the first instance and to the greatest extent possible by means of savings. The General Conference of UNESCO, in its resolution on the Working Capital Fund, authorizes the Director-General "to meet unforeseen and extraordinary expenses . . . for which no transfers within the budget are deemed by the Executive Board to be possible . . .".

74. Article 7, paragraph 3 of the Regulations of the International Bureau of UPU authorizes the Director-General to effect transfers within homogeneous parts of the budget. The Executive Council of UPU has recently approved a provision authorizing the Director-General to effect transfers between such parts, subject to certain limitations as regards personnel costs, and to the approval of the Chairman of the Council and of the Chairman of the latter's Finance Committee. The Financial Regulations of ITU (arts. 11 and 12, paras. 4 and 5) recognize transfers as the only method of financing unforeseen and extraordinary expenses.

75. During the biennium 1966-1967, FAO financed the activities relating to the Indicative World Plan for Agricultural Development and a number of other programmes to which the FAO Conference had assigned high priority, through a deliberate savings plan at the general level of 4.5 per cent of the biennial budgetary appropriations for most of the divisions and departments. Savings were effected in allocations for consultants, for travel and meetings and by leaving unfilled nearly seventy posts. These savings yielded a total of more than \$1.4 million in 1966-1967.<sup>88</sup>

(b) *Budget line for contingencies*

76. A special line for contingencies is included in the budgets of the ILO (\$130,000 in 1968, and the same amount in 1969), FAO (\$350,000 for 1968-1969), ICAO (\$337,000 in 1969), WMO (\$17,500 in 1968), IMCO (\$500 in 1968) and IAEA (\$130,000 in 1968); UPU also has a contingency line in its budget for 1968, but the appropriation for this purpose is nil. In the case of the ILO, the utilization of funds appropriated for unforeseen expenditure is subject to prior authorization by the Governing Body. No such requirement exists under the Financial Regulations of FAO; however, the Director-General of FAO has regularly reported to the Finance Committee transfers from the

<sup>88</sup> See *Official Records of the General Assembly, Twenty-first Session, Annexes*, agenda items 12 and 79, document A/6522, para. 78.

contingencies chapter to other chapters of the budget although he is not required to do so. Under the budget of IAEA, payments from the "Contingent extraordinary expenditures" section are subject to specific approval by the Board of Governors. In the case of ICAO, appropriation for contingent expenditures is not available for any other purpose and may be utilized only upon decision of the Council. Under the Financial Regulations of the ILO (arts. 2 and 17), any unexpended balance remaining in the "contingencies" line cannot be transferred to cover other expenditure elsewhere in the budget, but must be surrendered.

(c) *Supplementary estimates*

77. The financial regulations of a number of organizations also contain provisions for meeting unforeseen and extraordinary expenses in the first place by withdrawals from the Working Capital Fund. The Financial Regulations of the ILO provide that "in exceptional circumstances and subject to prior authorisation of the Governing Body" advances from the Working Capital Fund may be made "to meet contingencies and emergencies" (art. 19, para. 1 (b)); such advances "shall be reimbursed to the Fund by including an appropriate credit in the budget for the next year but one" (art. 19, para. 3). Financial regulation 6.2 (a) (ii) of FAO stipulates that moneys may be advanced from the Working Capital Fund "to finance emergency expenditures not provided for in the current budget"; withdrawals for this purpose must be approved in advance by the Council (financial regulation 6.3) and are reimbursable "by such method as the Conference determines" (financial regulation 6.5 (b)).

78. The Financial Regulations of UNESCO (art. 6.4), WHO (art. 6.4) and WMO (art. 9.5) lay down that, except when such advances are recoverable from some other source, advances made from the Working Capital Fund for unforeseen and extraordinary expenses shall be reimbursed through the submission of supplementary estimates. The Financial Regulations of UNESCO, WHO and IMCO also contain provisions identical with United Nations financial regulation 16. ICAO resorts to supplementary assessment of its membership if the additional expenditure cannot be financed out of savings. Article 7, paragraph 5 of the Regulations of the International Bureau of UPU lays down that where unforeseen expenses cannot be met from the budget line for unforeseen expenses, a request for supplementary appropriations, accompanied by a full explanation of reasons, must be submitted before commitments are entered into. The Financial Rules of IMCO also contain provision (art. 18.4) for the submission of supplementary estimates.

## DOCUMENT A/7473

### Report of the Fifth Committee

[Original text: English/Spanish  
[20 December 1968]]

1. At its 1288th and 1290th meetings, on 16 and 17 December 1968, the Fifth Committee considered the reports of the Advisory Committee on Administrative and Budgetary Questions (A/7379, A/7380).

2. At the 1288th meeting the representative of Brazil introduced a draft resolution (A/C.5/L.971) on behalf of the delegations of Brazil, Ceylon, Chile, Colombia,

Ecuador, Guatemala, India, Pakistan, Peru, the United Republic of Tanzania and the United Arab Republic the operative paragraphs of which read:

[Text identical with that of operative paragraphs 1 to 3 of draft resolution A appearing in paragraph 1 below.]

3. One delegation expressed its opposition to the draft resolution on the grounds that harmonization of scales of assessments of the specialized agencies with that of the United Nations would not make any significant contribution to the work of those agencies. Moreover, the scales of assessments of some of those agencies were more in accordance with the capacity to pay Member States.

4. One other delegation expressed its opposition to the draft resolution and stated that in its opinion the methods of establishing the scales of assessments were laid down in the relevant provisions adopted by the Member States of the specialized agencies and were therefore within the competence of the specialized agencies. In its second preambular paragraph, the draft resolution stated that the ILO had taken the first steps towards implementing resolution 2190 (XXI) of the General Assembly. While it was true that the ILO had considered the question of its scale of assessments for years and had reached an imaginative interim solution, it was, however, not a fact that the ILO solution was a step toward the implementation of resolution 2190 (XXI). The position of its Government, put forward in the ILO, this delegation stated, was based on long-standing national legislation, and was in accordance with the provisions of the draft resolution. It therefore would have had no choice but to vote against it if it had been put to a vote. The criteria used by Governments for adopting scales of assessments varied considerably from agency to agency and decisions concerning those scales should be taken by the competent organs of the specialized agencies.

5. At its 1290th meeting, the Committee decided to recommend to the General Assembly the adoption of the draft resolution in question (see para. 7, draft resolution A below).

6. At the same meeting, the Committee decided, without objection, to recommend to the General Assembly the adoption of another draft resolution (see para. 7, draft resolution B, below).

#### **Recommendations of the Fifth Committee**

7. The Fifth Committee therefore recommends to the General Assembly the adoption of the following draft resolutions:

#### ADMINISTRATIVE AND BUDGETARY CO-ORDINATION OF THE UNITED NATIONS WITH THE SPECIALIZED AGENCIES AND THE INTERNATIONAL ATOMIC ENERGY AGENCY

##### A

*The General Assembly,*

*Bearing in mind its resolutions 311 B (IV) of 24 November 1949 and 2190 A (XXI) of 15 December*

1966 on the question of the relationship between the assessments of Member States in the contributions both of the United Nations and of the specialized agencies,

*Noting that, in its report on the administrative budgets for 1969 of the specialized agencies and the International Atomic Energy Agency, the Advisory Committee on Administrative and Budgetary Questions states that, while further progress has been made in the direction recommended in General Assembly resolution 2190 (XXI), some agencies, in particular the International Labour Organisation, although having taken the first steps towards implementing that resolution, still reflect variations in their scales of assessments as compared with the United Nations scale (A/7379, para. 16),*

1. *Recommends that the specialized agencies which apply methods of assessment similar to those of the United Nations and whose scales of contributions still reflect significant variations from the United Nations scale should intensify their efforts with a view to bringing their scales into harmony with the United Nations scale at the earliest possible time, taking into account differences in membership and other pertinent factors;*

2. *Requests the Secretary-General to transmit the present resolution to the specialized agencies concerned, together with the relevant comments and observations of the Advisory Committee on Administrative and Budgetary Questions set forth in its report on the administrative budgets for 1969 of the specialized agencies and the International Atomic Energy Agency;*

3. *Requests the Advisory Committee to keep this matter under review and to report to the General Assembly periodically on the implementation of the present resolution.*

##### B

*The General Assembly,*

1. *Takes note of the reports of the Advisory Committee on Administrative and Budgetary Questions on general co-ordination matters (A/7380) and on the administrative budgets for 1969 of the specialized agencies and the International Atomic Energy Agency (A/7379);*

2. *Requests the Secretary-General to refer the report on general co-ordination matters to the executive heads of the specialized agencies and the International Atomic Energy Agency through the consultative machinery of the Administrative Committee on Co-ordination;*

3. *Further requests the Secretary-General to refer to the executive heads of the specialized agencies and the International Atomic Energy Agency the observations of the Advisory Committee contained in part III of its report on their administrative budgets for 1969.*

#### **ACTION TAKEN BY THE GENERAL ASSEMBLY**

At its 1752nd plenary meeting, on 21 December 1968, the General Assembly voted on draft resolutions A and B submitted by the Fifth Committee (A/7473, para. 7) as follows: draft resolution A was adopted by a vote of 110 to 10; draft resolution B was adopted without objection. For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolutions 2474 A (XXIII) and 2474 B (XXIII), respectively.

## CHECK LIST OF DOCUMENTS

NOTE. This check list includes the documents mentioned during the consideration of agenda item 79 which are not reproduced in the present fascicle.

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/7379	Administrative budgets of the agencies: report of the Advisory Committee on Administrative and Budgetary Questions	<i>Official Records of the General Assembly, Twenty-third Session</i> , agenda item (issued separately)
A/C.5/L.971	Brazil, Ceylon, Chile, Colombia, Ecuador, Guatemala, India, Pakistan, Peru, United Republic of Tanzania and United Arab Republic: draft resolution	Adopted without change: A/7473, para. 7, draft resolution A
A/C.5/L.986	Draft Report of the Fifth Committee	For the text of this document as amended by the Fifth Committee at its 1296th meeting see A/7473



**Agenda item 80:\*\* Implementation of the recommendation of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies:\*\*\***

- (a) Report of the Economic and Social Council;  
(b) Report of the Secretary-General

**C O N T E N T S**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
A/7323	Report of the Advisory Committee on Administrative and Budgetary Questions . . . . .	1
A/7479	Report of the Fifth Committee . . . . .	2
<b>Decision taken by the General Assembly . . . . .</b>		<b>4</b>
<b>Check list of documents . . . . .</b>		<b>5</b>

\* Documents A/7124 and Add.1 appear as an addendum to agenda item 80.

\*\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Fifth Committee*, 51st, 1262nd, 1267th, 1269th, 1285th and 1295th meetings; and *ibid., Plenary Meetings*, 1752nd meeting.

\*\*\* This question has been discussed by the General Assembly at its twenty-second session (agenda item 80); see also the related item discussed at the twenty-first session (agenda item 80).

**Abbreviations**

ACC	Administrative Committee on Co-ordination
IAEA	International Atomic Energy Agency
FAO	Food and Agricultural Organization of the United Nations
ILO	International Labour Organisation
WHO	World Health Organization

**DOCUMENT A/7323**

**Report of the Advisory Committee on Administrative and Budgetary Questions**

[Original text: English]  
[11 November 1968]

1. At its twenty-second session the General Assembly decided, by its resolution 2360 A (XXII) on the implementation of the recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies, that at its twenty-third session, following receipt of the updated report of the Secretary-General and the recommendations of the Advisory Committee on Administrative and Budgetary Questions thereon, it would again consider the current state of the implementation of the *Ad Hoc* Committee's recommendations by the United Nations family of organizations.

2. In his updated report (A/7124 and Add.1) the Secretary-General does not attempt to summarize or classify the detailed descriptions of the arrangements made by the respective organizations in the United Nations system to implement the recommendations. While regretting that such a summary or classification has not been made, the Advisory Committee understands the reasons why the Secretary-General felt unable to analyse the information provided by the individual organizations and to draw conclusions on the state of implementation other than those contained in

paragraphs 6 to 10 of his report. The main reasons were that not all organizations interpret the recommendations in the same way, and hence the information given by them is not always comparable, and that many of the responses are insufficiently specific to make it possible to draw conclusions. For the same reasons the Advisory Committee is not in a position to present the General Assembly with a precise composite picture of the over-all state of implementation; it intends, however, to deal with some aspects of the question in its report to the General Assembly on administrative and budgetary co-ordination of the United Nations with the specialized agencies and IAEA.

3. The above observation notwithstanding, the Advisory Committee appreciates the efforts made by the executive heads of individual agencies to provide an indication of the consideration which they have given to the recommendations or of the manner in which they resolved, or propose to resolve, the questions raised by the *Ad Hoc* Committee. The Advisory Committee also acknowledges that the governing organs of most organizations have given serious consideration to the recommendations.



4. While in some cases measures have been taken to comply with certain recommendations and in other cases changes of procedures—which had been contemplated or initiated before the *Ad Hoc* Committee submitted its second report<sup>1</sup> to the General Assembly at its twenty-first session—lead to such compliance, progress in the implementation of the recommendations has, in general, been slow. The Advisory Committee understands the difficulties, constitutional and otherwise, which many specialized agencies are experiencing in adjusting their budgetary and administrative procedures to the goals set in the recommendations. On the other hand, the Committee is of the opinion that even without constitutional or concept changes in those procedures progress can be made in a short time. The Committee is also of the view that, in some cases when the agencies consider that their present procedures and practices are in conformity with the recommendations, it is questionable whether the aims of those recommendations were fully understood.

5. It is obvious that younger organizations, still in the course of shaping their procedures, find fewer obstacles to adopting the recommendations than agencies with long-established and adequately functioning working methods. A case in point is IAEA, which has in a relatively short time made considerable headway towards the goals set by the *Ad Hoc* Committee.

6. Although the detailed information compiled in the updated report was insufficiently precise to allow the Advisory Committee to draw clear conclusions on the implementation of the recommendations by all organizations, the following general trends emerge from the Secretary-General's report and the discussions which the Advisory Committee has had with representatives of the specialized agencies:

(a) In most organizations steps are being taken or considered towards an earlier preparation of budget estimates.

(b) Standardization of budget formats has not yet been accepted, but all organizations have been co-operating in a study of this issue, which is being carried out under the auspices of the Advisory Committee.

(c) There are no indications of real progress in the application of common principles of budget presentation.

(d) With few exceptions the recommendations on transfers with and between appropriation lines are being applied.

(e) Considerable differences still exist in the procedures regarding supplementary estimates and drawings on working capital funds: as most organizations find their present procedures satisfactory, they are reluctant to change them.

<sup>1</sup> *Official Records of the General Assembly, Twenty-first Session, Annexes, agenda item 80, document A/6343.*

(f) The adoption of a biennial budget cycle was considered by the organizations which now budget on an annual basis—the ILO decided in favour of a biennial system, WHO and IAEA to retain an annual budget.

(g) Efforts to standardize nomenclature, to which attention is drawn in paragraph 6 of the Secretary-General's report, are being continued.

(h) The Joint Inspection Unit started its operation with the co-operation of all organizations.<sup>2</sup>

(i) Longer-term programme planning is in preparation by most organizations.

(j) The need for improvements in the evaluation processes of existing programmes and projects is generally acknowledged, and in some agencies progress is being made in this regard.

(k) No appreciable progress has been made in respect of the reduction or limitation of the number and length of conferences and meetings. Most organizations refer this issue to member States. The problem is more serious in the United Nations than in some specialized agencies.

(l) A better understanding begins to emerge of the need for a limitation of documentation and recording although much remains to be done.

(m) Some organizations have taken steps to implement the recommendations of the *Ad Hoc* Committee<sup>3</sup> concerning the need for reports on budget performance.

7. The Advisory Committee is convinced that if the recommendations of the *Ad Hoc* Committee are kept under consideration by all organizations, individually and collectively, considerable further progress can and should be made towards their full implementation.

#### RECOMMENDATIONS OF THE ADVISORY COMMITTEE

8. The Advisory Committee accordingly recommends that the General Assembly may wish to request the Secretary-General, in his dual capacity as chief administrative officer of the United Nations and as Chairman of ACC to submit a further report on the state of implementation of the recommendations of the *Ad Hoc* Committee to the General Assembly at its twenty-fifth session.

9. In the meantime the Advisory Committee intends to keep under review the state of the implementation of these recommendations and to report thereon to the General Assembly in its annual reports on administrative and budgetary co-ordination of the United Nations with the specialized agencies and IAEA.

<sup>2</sup> The Advisory Committee will deal with this question more fully in its report on general co-ordination matters. (Subsequently issued as document A/7380: see *Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 79.*)

<sup>3</sup> *Official Records of the General Assembly, Twenty-first Session, Annexes, agenda item 80, document A/6343, para. 34.*

## DOCUMENT A/7479

### Report of the Fifth Committee

[Original text: English/Spanish]  
[20 December 1968]

1. At its 1261st, 1262nd, 1267th and 1269th meetings, held on 18, 20, 26 and 29 November 1968, respectively, the Fifth Committee considered the report of the Secretary-General (A/7124 and Add.1) on the progress achieved in the implementation of the recom-

mendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and Specialized Agencies, which was submitted in response to paragraph 4 of General Assembly resolution 2360 (XXII). The Committee also considered the rela-

port of the Advisory Committee on Administrative and Budgetary Questions (A/7323).

2. The Advisory Committee noted, in paragraph 2 of its report, that the Secretary-General, in his report, had not attempted to summarize or classify the detailed descriptions of the arrangements made by the respective organizations in the United Nations system to implement the recommendations of the *Ad Hoc* Committee. It recognized, however, that it was not possible for the Secretary-General to do so, because not all agencies interpreted the recommendations alike and, as a result, the information they provided was not specific enough to allow for any conclusions.

3. The Advisory Committee observed that varied degrees of progress had been achieved in spite of existing constitutional limitations and differences of opinion amongst the organizations regarding the practicability of some of the recommendations. The Joint Inspection Unit had started its operations with the co-operation of all of the organizations. Three of the specialized agencies had adopted biennial budget cycles. However, it was questionable whether the aims of the recommendations were always fully understood and, although it was evident that the governing bodies of most of the organizations had given serious consideration to the recommendations, progress in their implementation was, in general, slow.

4. Accordingly, the Advisory Committee recommended, in paragraphs 8 and 9 of its report, that the General Assembly may wish the Secretary-General to submit to the General Assembly at its twenty-fifth session, in 1970, a further report on the state of the implementation of the *Ad Hoc* Committee's recommendations; in the meantime, the Advisory Committee would keep the matter under review and report thereon to the General Assembly in its annual reports on administrative and budgetary co-ordination of the United Nations through the specialized agencies and IAEA.

5. Most of the delegations that commented on the report of the Secretary-General agreed that it was much more complete and more detailed than the previous one.<sup>4</sup> They concurred in the comments of the Advisory Committee regarding the absence of summarization and classification of the information presented. A few representatives expressed concern regarding the Advisory Committee's recommendation that the next report by the Secretary-General be submitted not earlier than 1970. In response to their concern, the Chairman of the Advisory Committee explained that the intervening period between publication of the report under discussion and starting of work on the next, if it were to be approved by ACC in April 1969, and reviewed by the Advisory Committee and presented to the General Assembly at its twenty-fourth session, was too short to allow for the inclusion of any new information.

6. In the course of the discussion, some delegations noted the evident lack of progress in the limitation of differences and meetings and in the volume of documentation. It was encouraging, however, that the Economic and Social Council, in its resolution 1379 (LV), had requested those of its subsidiary organs which had not already done so to consider dispensing with summary records of their meetings, and it was noted out that a similar request might perhaps be ad-

ressed to subsidiary organs of the General Assembly in cases where it would not affect the activities of the organs concerned.

7. It was the opinion of some delegations that the implementation of most of the recommendations made by the *Ad Hoc* Committee depended more upon the Member States themselves. Effective co-ordination at the national level was perhaps, in some instances, more essential than interagency co-operation.

8. At the 1267th meeting of the Fifth Committee, the representative of France introduced a draft resolution (A/C.5/L.958) on behalf of Argentina, Brazil, Canada, France, Hungary, India, Italy, Japan, Nigeria, Senegal, the Union of Soviet Socialist Republics, the United Arab Republic, the United Kingdom of Great Britain and Northern Ireland and the United States of America.

9. The representative of Greece suggested, in the interest of obtaining a logical sequence, that operative paragraphs 5 and 7 of the draft resolution be interchanged, and that a small change be made in the wording of the original paragraph 7, which read as follows:

*"Requests the Secretary-General to call upon Member States to ensure co-ordination within their national representation on the organs of the United Nations system in order to enable full implementation of the recommendations of the Ad Hoc Committee of Experts."*

The sponsors of the draft resolution accepted the change in the position of the paragraphs but appealed to the representative of Greece not to press for the change in wording of the original paragraph 7, to which the representative of Greece agreed.

10. One of the representatives, however, was apprehensive of the implications contained in what had become the new operative paragraph 5. Some other delegations shared his concern and, at the 1269th meeting, after several revised versions of the new paragraph 5 had been discussed, a consensus was reached and the draft resolution, thus amended, was approved unanimously (see para. 13, draft resolution A, below).

#### REVIEW OF THE ADMINISTRATION AND MANAGEMENT PROCEDURES CONCERNING THE PROGRAMME AND BUDGET OF THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

11. At its 1285th meeting, on 13 December 1968, the Fifth Committee considered the report (A/7354) of the Advisory Committee on Administrative and Budgetary Questions on the review of the administration and management procedures concerning the programme and budget of FAO.

12. After an introductory statement by the Chairman of the Advisory Committee, the Fifth Committee decided to recommend to the General Assembly the adoption of a draft resolution on that subject (see para. 13, draft resolution B, below).

#### *Recommendations of the Fifth Committee*

13. The Fifth Committee therefore recommends to the General Assembly the adoption of the following draft resolutions:

*Ibid.*, Twenty-second Session, Annexes, agenda item 80, document A/6803.

IMPLEMENTATION OF THE RECOMMENDATIONS OF THE  
*Ad Hoc* COMMITTEE OF EXPERTS TO EXAMINE THE  
FINANCES OF THE UNITED NATIONS AND THE SPE-  
CIALIZED AGENCIES

“A

*The General Assembly,*

“Recalling its resolutions 2049 (XX) of 13 December 1965, 2150 (XXI) of 4 November 1966 and 2360 (XXII) of 19 December 1967 concerning the work of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies,

“Recalling in particular the provisions of resolution 2150 (XXI) in which the Assembly approved the recommendations contained in the second report of the *Ad Hoc* Committee, dated 19 July 1966<sup>5</sup> and called for the earliest possible implementation of these recommendations,

“Noting further Economic and Social Council resolutions 1264 (XLIII) of 3 August 1967, 1277 (XLIII) and 1280 (XLIII) of 4 August 1967, the relevant paragraphs of section III of Council resolution 1275 (XLIII) of 4 August 1967, and Council resolution 1378 (XLV) and 1379 (XLV) of 2 August 1968,

“Having examined the detailed reports presented in 1968 by the Secretary-General (A/7124 and Add. 1) pursuant to General Assembly resolutions 2150 (XXI) and 2360 (XXII) and the comments concerning these reports by the Advisory Committee on Administrative and Budgetary Questions in its ninth report to the General Assembly at its twenty-third session (A/7323),

“1. Expresses its appreciation of the improved reports on the status of the implementation of the recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies submitted this year by the Secretary-General with the co-operation of the specialized agencies and the International Atomic Energy Agency;

“2. Expresses its satisfaction that a number of the *Ad Hoc* Committee’s recommendations have been implemented by the United Nations, the specialized agencies and the International Atomic Energy Agency;

“3. Urges the Secretary-General and the organs of the United Nations, as well as the various bodies of the United Nations family, again to direct their careful attention to the *Ad Hoc* Committee’s report, with a view to a full and speedy implementation of all the recommendations that have not as yet been covered in their respective programmes of implementation;

“4. Requests the Economic and Social Council, with the assistance of the Committee for Programme

and Co-ordination, and recommends the specialized agencies and the International Atomic Energy Agency, to continue to take appropriate measures in their respective fields with a view to a full and speedy implementation of all recommendations which have not as yet been covered in their respective programmes of implementation;

“5. Appeals to Member States to ensure co-ordination within their national representation on the organs of the United Nations system in order to make possible the full implementation of the recommendations of the *Ad Hoc* Committee;

“6. Requests the Advisory Committee on Administrative and Budgetary Questions, while endorsing its proposals as set out in paragraph 9 of its ninth report to the General Assembly at its twenty-third session (A/7323), to continue to review the progress made in the implementation of the recommendations of the *Ad Hoc* Committee and to report to the General Assembly in this regard in its annual reports on the administrative and budgetary co-ordination of the United Nations with the specialized agencies and the International Atomic Energy Agency;

“7. Requests the Secretary-General, in his capacity as chief administrative officer of the United Nations and as Chairman of the Administrative Committee on Co-ordination, to continue to encourage and facilitate the implementation of the recommendations of the *Ad Hoc* Committee by the United Nations, the specialized agencies and the International Atomic Energy Agency, and to submit to the General Assembly at its twenty-fifth session a full and detailed report indicating clearly and succinctly in individual sections the extent of progress made by each one of them in implementing the recommendations of the *Ad Hoc* Committee and, when applicable, the reasons for non-implementation.

“B

*The General Assembly*

“1. Takes note of the report of the Advisory Committee on Administrative and Budgetary Questions on the review of the administrative and management procedures concerning the programme of budget of the Food and Agriculture Organization of the United Nations (A/7354);

“2. Requests the Secretary-General to refer through the consultative machinery of the Administrative Committee on Co-ordination, to the executive heads of the specialized agencies and the International Atomic Energy Agency, the special report of the Advisory Committee on the Food and Agriculture Organization of the United Nations and similar reports in the future, in the same manner as the General Assembly transmits the Advisory Committee’s reports on general co-ordination matters and on the administrative budgets of the agencies

<sup>5</sup> See foot-note 1.

#### ACTION TAKEN BY THE GENERAL ASSEMBLY

At its 1752nd plenary meeting, on 21 December 1968, the General Assembly unanimously adopted draft resolutions A and B submitted by the Fifth Committee (A/7479, para. 13). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolutions 2475 A (XXIII) and 2475 B (XXIII).

---

**CHECK LIST OF DOCUMENTS**

NOTE. This check list includes the documents mentioned during the consideration of agenda item 80 which are not reproduced in the present fascicle.

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
/7124 and Add.1 and Add.1/Corr.1	Report of the Secretary-General	<i>Official Records of the General Assembly, Twenty-third Session, Annexes, addendum to agenda item 80</i>
/7203	Report of the Economic and Social Council (5 August 1967-2 August 1968)	<i>Ibid., Twenty-third Session, Supplement No. 3</i>
/7205 and Corr.1	Budget estimates for the financial year 1969 and information annexes	<i>Ibid., Supplement No. 5 and erratum</i>
/7207	First report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid., Supplement No. 7</i>
/7354	Review of the administrative and management procedures concerning the programme and budget of the Food and Agriculture Organization of the United Nations: report of the Advisory Committee on Administrative and Budgetary Questions	<i>Ibid., Twenty-third Session, agenda item 80 (issued separately)</i>
/C.5/L.958	Argentina, Brazil, Canada, France, Hungary, India, Italy, Japan, Nigeria, Senegal, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland and United States of America: draft resolution	See A/7479, paras. 8-10
/C.5/L.967	Draft report of the Fifth Committee	Same text as A/7479



agenda item 80: Implementation of the recommendations made by the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies:

- (a) Report of the Economic and Social Council;  
(b) Report of the Secretary-General

*Abbreviations*

ACC	Administrative Committee on Co-ordination
ECA	Economic Commission for Africa
ECAFE	Economic Commission for Asia and the Far East
ECE	Economic Commission for Europe
ECLA	Economic Commission for Latin America
FAO	Food and Agriculture Organization of the United Nations
GATT	General Agreement on Tariffs and Trade
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ILO	International Labour Organisation
IMCO	Inter-Governmental Maritime Consultative Organization
ITU	International Telecommunication Union
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UPU	Universal Postal Union
WHO	World Health Organization
WMO	World Meteorological Organization

**DOCUMENTS A/7124 AND ADD.1**

**Report of the Secretary-General**

CONTENTS

	<i>Page</i>	<i>Page</i>
<b>Document A/7124</b>		
Report of the Secretary-General .....	2	<i>Annex IV.</i> Implementation by the Food and Agriculture Organization of the United Nations .....
		31
		Additional information .....
		37
<b>Document A/7124/Add.1</b>		<i>Annex V.</i> Implementation by the United Nations Educational, Scientific and Cultural Organization .....
Addendum to the report of the Secretary-General .....	3	38
* * *		Additional information .....
		41
		<i>Annex VI.</i> Implementation by the World Health Organization .....
		42
		<i>Annex VII.</i> Implementation by the International Civil Aviation Organization .....
		51
		<i>Annex VIII.</i> Implementation by the Universal Postal Union .....
		54
		<i>Annex IX.</i> Implementation by the International Telecommunication Union .....
		56
		<i>Annex X.</i> Implementation by the World Meteorological Organization .....
		60
		<i>Annex XI.</i> Implementation by the Inter-Governmental Maritime Consultative Organization .....
		66
		<i>Annex XII.</i> Implementation by the International Atomic Energy Agency .....
		68

## DOCUMENT A/7124

## Report of the Secretary-General

[Original text: English/French/Spanish]  
[16 April 1968]

1. When the General Assembly, by its resolution 2150 (XXI), of 4 November 1966, approved the second report<sup>1</sup> of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies, and the recommendations contained therein, it invited the Secretary-General to submit to it at its twenty-second session in 1967, "a report on the implementation of the recommendations of the *Ad Hoc* Committee by the United Nations family of organizations".

2. After consulting with the executive heads of the other organizations—ILO, FAO, UNESCO, ICAO, WHO, UPU, ITU, WMO, IMCO and IAEA<sup>2</sup>—to which the report of the *Ad Hoc* Committee had been addressed, the Secretary-General submitted his report to the General Assembly.<sup>3</sup>

3. The Secretary-General's report was first scrutinized by the Advisory Committee on Administrative and Budgetary Questions which, while appreciating the Secretary-General's desire to provide the General Assembly with a concise report, found it "too condensed to provide a reliable indication of either the consideration which individual agencies have given to the recommendations or of the manner in which they have resolved, or propose to resolve, the several questions".<sup>4</sup> The Advisory Committee accordingly recommended that a more detailed description of the relevant arrangements should be included in the Secretary-General's next report to the General Assembly "so as to give the Assembly a clear picture of the scope and substance of the measures taken by individual organizations".<sup>4</sup>

4. When the Secretary-General's report came before the Fifth Committee in October 1967, the members of that Committee generally endorsed the Advisory Committee's request for a more complete and more detailed account of what had been achieved. Upon the recommendation of the Fifth Committee, the General Assembly, on 19 December 1967, adopted resolution 2360 A (XXII), paragraph 4 of which states that the Assembly:

"Invites the Secretary-General, as chief administrative officer of the United Nations and in his capacity as Chairman of the Administrative Committee on Co-ordination, to submit to all Members and to the Advisory Committee on Administrative and Budgetary Questions, at the earliest possible date and in any event not later than 30 April 1968, a report giving fuller information on the implementation by the United Nations, by the individual specialized agencies and by the International Atomic Energy Agency of each of the specific recommendations contained in the *Ad Hoc* Committee's report, indicating not only their positions and the action they have taken to date but also what further action they propose to take and the timing thereof".

<sup>1</sup> *Official Records of the General Assembly, Twenty-first Session, Annexes*, agenda item 80, document A/6343.

<sup>2</sup> *Ibid.*, document A/6343, para. 14, foot-note 2.

<sup>3</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 80, document A/6803.

<sup>4</sup> *Ibid.*, document A/6853, para. 4.

The present report is submitted in response to the invitation.

5. In November 1967, representatives of the organizations held consultations in Geneva on a standard format for the component parts of the new report in order to facilitate its compilation and its consideration by the General Assembly. It was agreed that the situation each of the participating organizations as of 31 March 1968 would be set forth in an individual annex covering, one by one, the recommendations of the *Ad Hoc* Committee. Thus, annex I of the present report lists the 52 recommendations; annexes II to XII contain the observations of the organizations on each of these recommendations in so far as they are addressed to them. In order to avoid unnecessary repetition the recommendations are identified in annexes II to XII by the number given them in annex I. For the same reason, recommendations 26, and 39, which have been the subject of inter-organization consultation and joint action are dealt with in paragraphs 6 to 10 below.

\* \* \*

RECOMMENDATION 26 (STANDARDIZATION OF NOMENCLATURE)

6. Representatives of the various organizations met under the *aegis* of the Consultative Committee on Administrative Questions, in Geneva from 27 to 29 November 1967 to discuss, *inter alia*, the standardization of nomenclature in the fields of budget and finance recommended by the *Ad Hoc* Committee, and arrangements were agreed upon for the preparation of a consolidated list of terms and definitions in common use by the organizations in the United Nations system. Further consultations held in March 1968 enabled the organizations to agree on a large number of definitions initially in English but to be rendered forthwith in French, Spanish and Russian. While it was recognized that the adoption by individual organizations of certain of the definitions might have to await legislative approval of amendments to Financial Regulations, it was decided that efforts to secure agreement on those definitions which required further study should be pursued actively.

RECOMMENDATION 28 (ESTABLISHMENT OF AN INSPECTION UNIT)

7. This recommendation was put into effect on 1 January 1968, as requested by the General Assembly (resolution 2360 A (XXII)). After consulting with the members of ACC, the Secretary-General appointed the following members of the Joint Inspection Unit on 31 December 1971:

<i>Member</i>	<i>Nominated by</i>
Mr. Maurice Bertrand . . . . .	France
Mr. Lucio García del Solar . . . . .	Argentina
Mr. Sreten Ilic . . . . .	Yugoslavia
Mr. Robert Macy . . . . .	United States of America
Mr. R. S. Mani . . . . .	India
Mr. Joseph Adolf Sawe . . . . .	United Republic of Tanzania
Sir Leonard Scopes . . . . .	United Kingdom of Great Britain and Northern Ireland
Mr. Aleksei Fedorovich Sokirkin . . . . .	Union of Soviet Socialist Republics

The Unit is based in Geneva and is operating from there. The inspectors have met with the Executive

ads both individually and collectively. At a meeting of the ACC on 5 April 1968, it was agreed that contact would be maintained between the two bodies on matters of common interest.

RECOMMENDATION 39 (PROVISION OF ADEQUATE STAFF SUPPORT FOR THE ADVISORY COMMITTEE ON ADMINISTRATIVE AND BUDGETARY QUESTIONS, THE ECONOMIC AND SOCIAL COUNCIL AND THE ADMINISTRATIVE COMMITTEE ON CO-ORDINATION)

3. The Advisory Committee on Administrative and Budgetary Questions has given thought to its secretariat requirements in the light of its increasing workload and responsibilities, and is taking the steps necessary to strengthen its staff resources.

9. Following consultations with both ACC and the Advisory Committee, the Secretary-General, early in 1967, put the post of his Personal Representative to the Specialized Agencies on a full-time basis and raised it to the level of Under-Secretary (now Assistant Secretary-General). The official concerned, who is appointed in consultation with ACC, now devotes his whole time to inter-agency questions, including the work of ACC. He keeps in close touch with the headquarters of the various organizations in the United Nations system and thereby helps to meet the need for continuing consultations and negotiations among the executive heads of their senior staff. The new arrangements provide for and facilitate a greater degree of initiative at the secretariat level both with regard to inter-agency problems and the expedition of routine work; they should also contribute to reducing the workload of ACC and enable it to spend more time on major issues.

10. The Assistant Secretary-General for Inter-agency Affairs now has a staff of 5 Professional officers in New York and 3 in Geneva (administratively under the Director-General of the United Nations office at Geneva) to assist him in carrying out those enlarged functions. Recommendations for the strengthening of the staff at Headquarters will be included in the 1969 estimates. In addition, ACC has arranged that short-term secondments of agency personnel may take place as needed for *ad hoc* assignments; one such secondment involved an assignment to New York of an FAO officer in the first part of 1968.

## ANNEXES

*For the annexes, see below.]*

### DOCUMENT A/7124/ADD.1\*

#### Addendum to the report of the Secretary-General

*[Original text: English/French/Spanish]  
[30 September 1968]*

1. In accordance with General Assembly resolution 50 (XXI) of 4 November 1966, the Secretary-General submitted to the Assembly at its twenty-second session an initial report<sup>5</sup> on the implementation by the United Nations family of organizations of the recommendations<sup>6</sup> of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies.

<sup>5</sup> Incorporating document A/7124/Add.1/corr.1, dated 18 October 1968.

<sup>6</sup> *Ibid.*, document A/6803.

<sup>7</sup> *Ibid.*, Twenty-first Session, Annexes, agenda item 80, document A/6343.

In response to a request in paragraph 4 of General Assembly resolution 2360 A (XXII) of 19 December 1967, there followed, in document A/7124 of 16 April 1968, a second report giving more complete information.

2. In the present addendum to his report, the Secretary-General presents information on developments since the preparation of document A/7124 up to 31 August 1968. In the case of the United Nations, the ILO, FAO and UNESCO (annexes II to V), this is done in the form of additions to the original annexes. As regards WHO and WMO (annexes VI and X), it has been considered expedient to reissue revised annexes in their entirety. Annex X, in particular, takes into account a detailed examination of the *Ad Hoc* Committee's recommendations by the Executive Committee of WMO in June 1968.

3. The Secretary-General has nothing to add to the material in document A/7124 as regards ICAO, UPU, ITU, IMCO and IAEA (annexes VII, VIII, IX, XI and XII).

\* \* \*

## Annexes

[NOTE.—As the texts of the annexes below combine those issued in mimeographed form under both symbols (A/7124 and A/7124/Add.1), the symbol of the document in which the relevant text appeared has been indicated after each title.

The presentation established for the recommendations of the *Ad Hoc* Committee of Experts in annex I is used for the presentation of the observations of the agencies in annexes II to XII.]

### ANNEX I

#### Recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies

[NOTE.—The recommendations of the *Ad Hoc* Committee, which were presented in its second report (A/6343),\* are here-with compiled and numbered consecutively; the corresponding paragraphs of the report are indicated in brackets.]

*[Original text: English/French/Spanish]*

#### A. BUDGET PREPARATION

##### Recommendation 1

The heads of the organizations should transmit preliminary and approximate estimates to the bodies responsible for examining the budget early enough to enable them to consider the main items of the budget well in advance of formal presentation and to make comments and suggestions thereon in good time. This could be done about one year before the date on which the legislative bodies of the organizations are required to give their final approval to the budget [para. 26].

##### Recommendation 2

The heads of the organizations would then prepare and draw up their budget estimates for detailed consideration by the competent constitutional organs. The documents constituting the budget estimates should be passed to the competent organs early enough to enable them to make a thorough study before the beginning of their budgetary sessions [para. 27].

##### Recommendation 3

In all organizations, a financial committee or similar body should make a report on the budget estimates, giving its comments thereon. The report should be made available to member States in adequate time before formal adoption of the budget by the appropriate legislative bodies. Organizations should make sure that bodies responsible for examining financial matters

\* See *Official Records of the General Assembly, Twenty-first Session, Annexes*, agenda item 80.

should be so constituted as to make this examination as effective as possible and, where members of financial committees or executive boards are not themselves specialists in financial matters, they should as far as possible be assisted by such specialists at meetings at which budgetary matters are considered [para. 28].

The organs responsible for examining the budget estimates should arrange their work in such a way that they can devote as many meetings to this subject as are necessary for a thorough discussion [para. 29].

## B. STANDARDIZATION OF BUDGET DOCUMENTS

### *Uniform budget layout*

#### **Recommendation 4**

A study should be undertaken under the auspices of the Advisory Committee on Administrative and Budgetary Questions with a view to defining ways and means of bringing the organizations' budget layouts into line and of consequently securing, if possible, their acceptance of a uniform budget presentation [para. 30].

#### **Recommendation 5**

Pending the formulation of such a uniform budget presentation, each of the organizations, while retaining for its own budget the layout most closely suited to its particular operating conditions and at the same time to the requirements of control, should provide, in a special document, a breakdown of its expenditures following the standard classification which has been or will be proposed by ACC. As far as the United Nations is concerned, the special document should contain information on the various units included in the budget, particularly those related to the economic and social fields [para. 31].

### *Common principles of budgetary presentation*

#### **Recommendation 6**

Without disrupting the practices followed by the various organizations, each should in the first instance provide a certain amount of supplementary information for the purpose of imparting greater clarity to the existing budget documents:

(a) The organizations using the traditional budgetary breakdown by object of expenditure should submit, either in the budget itself or in a special document, a breakdown of their expenditure by main fields of activity.

(b) The organizations using the functional method of budgetary breakdown by main fields of activity should submit, either in the budget itself or in a special document, a breakdown by object of expenditure.<sup>a</sup>

(c) All organizations should submit certain annexes<sup>b</sup> to their budgets, one of which should give a breakdown of expenditures

<sup>a</sup> The following is an example of such a breakdown: permanent staff, temporary staff, conferences (expenses directly attributable to conferences and meetings), travel and transport, purchases of supplies and small equipment, grants, fellowships, rental and maintenance of premises, contractual services, financial costs, purchases of premises and major renovations, purchases of large equipment, repayment of loans.

<sup>b</sup> Those annexes should include:

(a) *A descriptive list of the main activities (programmes or projects) covered by the budget.* This would avoid encumbering the actual text of the budget with too much detail. It would also be important to distinguish in this annex between old activities nearing completion, those continuing and new activities.

(b) *A geographical annex classifying the different projects by the countries in which they are carried out.* It would be sufficient in an annex of this kind to give the title and cost of each main activity, without repeating the detailed description that may have been made elsewhere in the budget document.

(c) *An organizational chart for the budget period under consideration.* This document would give a clear picture of the distribution of staff among the different units and, by comparison with previous budgets, of the way the distribution changes over the years. In giving this breakdown of staff a distinction could be made between General Service and Professional staff and, as far as possible, between temporary and permanent staff.

into administrative costs, operational costs, and general search and study costs.

(d) All organizations should include in their budget documents a foreword and comments drafted along approximately the same lines<sup>c</sup> [para. 32].

### *Cost increases for present establishment*

#### **Recommendation 7**

Estimates should show clearly to what extent proposed increases are due, on the one hand, to expansion of staff, programmes, or activities generally, and, on the other hand, to increases in prices (including in this term salaries and wages). All organizations should adopt a standard budgetary practice and nomenclature in identifying and showing separately increases in proposed expenditure due solely to rises in prices (including salaries and wages), noting that in this context the expression "mandatory increases" is inaccurate [para. 33].

## C. BUDGET PRACTICES AND PERFORMANCE

### *Reporting on budget performance*

#### **Recommendation 8**

The heads of all organizations should prepare a report on their budget performance, emphasizing the salient features of performance and drawing attention to the main changes compared with the original estimates including transfers and additional expenditures which have taken place during the financial period under consideration and measures taken to meet the cost increases for present establishment (particularly by way of savings, reassessment of priorities and redeployment of resources). These reports should be forwarded to member States as soon as possible after the close of the financial year [para. 34].

### *Transfers*

#### **Recommendation 9**

The head of each organization should retain full discretion to make transfers within each "appropriation line", provided however, that he report such transfers at the earliest opportunity to the competent organs vested with financial responsibility. The term "appropriation line" means the basic heading

<sup>c</sup> It is suggested that:

(a) *The foreword* should aim, as far as possible, at showing the main purposes of the activities the organizations propose to undertake during the budget period under consideration. It would be helpful, therefore, if the texts were to deal individually and briefly with a number of essential points, such as:

(i) The objectives to be achieved within the framework of the programme and budget submitted and the manner in which they fit into the organization's long-term plans;

(ii) The total expenditure proposed in each of the organization's main fields of activity and the extent to which it differs from that in previous budgets, with explanatory comments showing how much of the change from previous years is attributable to expenditure necessary for the continuation of current programmes or projects and how much to the execution of new programmes or projects and what resources, by comparison with the previous budgets, are released as a result of the completion of old programmes or projects;

(iii) Comments on the reasons for the proposed changes in staff and the resultant expenditure;

(iv) The total cost of budgetary and extra-budgetary programmes and a summary showing the origin of the various sources of finance available to the organization for the programmes, with comments on the changes in the sources in recent years.

(b) *The comments explaining items in the budget* should, as far as possible, aim at brevity, so that the budget document itself does not become excessively bulky. Generally speaking, it would be preferable to include in the budget itself only such comments as are absolutely essential, relegating any detailed discussion or description that may seem necessary to appropriate annexes. In this way, it would be possible to reduce the size of the budget document proper, making it easier to handle and clearer, so that it could be used and understood by persons not necessarily expert in the matters with which the organization is concerned.



for the appropriation, whatever the name used by the organization in question [para. 35].

#### **Recommendation 10**

The provisions set forth in the preceding paragraph might give undue latitude where a particular appropriation line represents a disproportionately large percentage of the total budget. Accordingly, for the purpose of applying that paragraph, such appropriation lines should be subdivided into sub-headings of a reasonable size, each of which would be considered as an individual appropriation line. It should be left to the competent organs vested with financial responsibility to decide which appropriation lines represent a disproportionately large percentage of the total budget, and what ought to be the size of the sub-headings [para. 36].

#### **Recommendation 11**

As far as transfers between appropriation lines are concerned, the head of the organization should request prior authorization from the competent organs vested with financial responsibility, and, if necessary, to a postal approval procedure, which would have the advantage of enabling him to poll the members between sessions [para. 37].

#### **Recommendation 12**

In his financial report on budget performance, the head of the organization should describe any transfers effected, and explain why they were made [para. 38].

#### *Supplementary estimates*

#### **Recommendation 13**

The heads of the organizations should calculate the budget estimates and control obligations in such a way as to ensure that appropriations are not exceeded [para. 39].

#### **Recommendation 14**

Unavoidable increases in expenditure in certain sectors should, as far as possible, be financed in the first instance by savings in other sectors. This applies in particular to increases due to rises in prices (including in this term salaries and wages) which should so far as possible be absorbed by reassessment of priorities, redeployment of resources, and, where necessary, by adjustments within the budget [para. 40].

#### **Recommendation 15**

In order to provide the heads of the organizations with a full amount of funds to meet contingencies which may arise and which cannot be met by savings or postponed until the option of the next budget, a special appropriation line might, where necessary, be included in the budget for these minor contingent expenses [para. 41].

#### **Recommendation 16**

Drawings on the working capital fund to finance additional expenses without prior appropriation should, as a general rule, be discontinued as from the time when the organizations adopt procedures suggested above [para. 42].

#### **Recommendation 17**

Drawings on the working capital fund without prior appropriation should be made only in clearly exceptional cases involving emergencies within the limits laid down by legislative bodies, and to the extent that they cannot be financed out of the measures mentioned in recommendations 14 and 15 above [para. 43].

#### **Recommendation 18**

When drawings on the working capital fund without appropriation have been made, the heads of the organizations should report at the first opportunity to the competent organs vested with financial responsibility and submit the appropriate requests for supplementary appropriations to their organization's legislative body [para. 44].

#### **Recommendation 19**

Adherence to the above procedure should ensure that recourse to supplementary appropriations would be kept to a minimum [para. 45].

In every case the heads of the organizations should include as part of their annual financial reports the requisite explanation of the additional expenses incurred and the financing procedure used to meet them [para. 46].

#### *Working capital funds*

#### **Recommendation 20**

Working capital funds should not be used to finance additional expenses without prior appropriation, except in clearly exceptional cases (see recommendations 17 and 18 above). The essential purpose of such funds is to make it possible to finance expenditures pending the collection of contributions [para. 47].

#### **Recommendation 21**

The practice whereby some organizations credit all or part of their miscellaneous income to their working capital fund should be discontinued; miscellaneous income should be paid into the general fund [para. 48].

#### **Recommendation 22**

The level of the working capital fund should be determined by reference not merely to the total budget but also to the expected timing of the inflow and outflow of total funds at the disposal of the organization [para. 49].

Consequently, any requests for an increase in an organization's working capital fund should be accompanied by a statement of liquid funds, showing inflows and outflows on a monthly basis during set periods in preceding years and a forecast for the coming year. Explanatory comments should be provided specifying the main factors which might jeopardize the organization's liquidity and the time of year when they most usually occur. The competent organs would thus be in a better position to approve the most appropriate level for each organization's working capital fund [para. 50].

#### **Recommendation 23**

The States members of the various organizations should pay their contributions as promptly as possible, so as not to create additional difficulties for the organizations in respect of liquidity [para. 51].

#### D. STANDARDIZATION OF FINANCIAL REGULATIONS

#### **Recommendation 24**

If the organizations decide to adapt their internal regulations in order to follow the recommendations made by the Committee in sections A, B and C above, they should try as far as possible to reconcile and standardize their respective financial regulations when making the necessary amendments thereto [para. 52].

#### E. THE BUDGET CYCLE

#### **Recommendation 25**

(a) Specialized agencies having an annual budget cycle should adopt a biennial cycle.

(b) The Secretary-General should be asked to make a detailed study of the advantages and disadvantages of a biennial cycle for the budget of the United Nations, having in mind the discussion of this matter in the Committee, and his report, together with the comments of the Advisory Committee on Administrative and Budgetary Questions thereon should be submitted to the General Assembly at its twenty-second session [para. 56].

#### F. STANDARDIZATION OF NOMENCLATURE

#### **Recommendation 26**

(a) The Secretary-General should be requested to pursue this matter actively in consultation with the agencies, and to prepare a report for the information of the General Assembly.

(b) The specialized agencies should lend their full co-operation to the Secretary-General in this matter.

(c) A standard nomenclature of budgetary and financial terms should be adopted and followed throughout the United Nations system [para. 59].

## G. AUDIT, INSPECTION

*External auditors***Recommendation 27**

(a) The various organizations should, wherever necessary, amend their financial regulations which set out the duties of the external auditors, in order to enable them to make observations on the administration and management of these organizations.

(b) The Secretary-General, as chief administrative officer of the United Nations, and as Chairman of the Administrative Committee on Co-ordination, in co-operation with the heads of the specialized agencies after consultation with the Chairman of the United Nations Board of Auditors, should study the question of the establishment of a common panel of auditors, responsible for auditing, on a rotational basis, the accounts of all the organizations of the United Nations family, and report thereon to the General Assembly at its twenty-second session [para. 67, A].

*Establishment of an inspection unit***Recommendation 28**

An inspection unit should be established on the following lines:

(a) *Establishment of the inspection unit.* There should be established, in agreement with the various organizations of the United Nations family, a joint inspection unit. This unit would be administratively attached to the Secretary-General, as chief administrative officer of the United Nations and as Chairman of the Administrative Committee on Co-ordination.

(b) *Composition and appointment.* The inspection unit should consist of a very limited number of inspectors (not exceeding eight) chosen from among members of national supervision or inspection bodies, or from among persons of similar competence, on the basis of their special experience in national or international administrative and financial matters. The President of the General Assembly should draw up, with due regard to equitable geographical distribution, a corresponding list of countries, each of which should be requested to nominate a candidate or preferably a panel of candidates. The inspectors should be appointed initially for a period of four years by the Secretary-General of the United Nations, after consultation with the other members of the Administrative Committee on Co-ordination. The inspectors should not be appointed to any post in the secretariats of the organizations of the United Nations family until at least three years have expired after the termination of their functions.

(c) *Functions and powers.* The inspectors should make on-the-spot inquiries and investigations, some of which may be without prior notification, as and when they themselves may decide, in any of the services of the different organizations of the United Nations family. Acting singly or in small groups, they should have the broadest powers of investigation in all matters having a bearing on the efficiency of the services and the proper use of funds and should be accorded at the highest level full co-operation and facilities for the discharge of their duties, including access to any particular information or document. They should be bound by professional secrecy as regards all the information they receive and the contents of their reports. Standards for the conduct of the inspections, and the inspection programme, should be determined by the unit itself. The inspectors themselves should have no power of decision nor should they interfere in the operation of the services they inspect.

(d) *Reports.* The inspectors should draw up, over their own signature, reports for which they alone should be responsible, and in which they should state their findings and propose solutions to problems they have noted. As regards these inspection reports:

- (i) They should be sent to the service being reported on and to the executive head of the organization concerned simultaneously;
- (ii) The service should have an opportunity to present in writing, in a document to be attached to the inspection report, any comments it may wish to make;

(iii) The combined documents should be transmitted by the head of the organization concerned to the members of the organization's executive board or governing body—in the case of the United Nations to the Advisory Committee on Administrative and Budgetary Questions—with a statement of his own, stating what action he has taken, or proposes to take, on the inspection report and any other comments he may wish to add;

(iv) The executive board should follow up on the matter until it has been satisfied;

(v) The executive board should decide on the further distribution, if desirable, of the inspection report and its appendices;

(vi) The executive board should communicate to the Special Committee on Co-ordination of the Economic and Social Council for its information a résumé of the above mentioned reports, comments and action.

(e) *Administrative and financial provisions.* The cost of the operation of the inspection unit should be shared by the organizations of the United Nations family, as agreed upon by the

(f) *Temporary provisions.* The inspection unit should be established for an initial period of four years. Prior to the end of that period, the organizations of the United Nations family should decide, upon the recommendation of the General Assembly, whether the inspection unit should be continued [para. 68, B].

## H. PROGRAMME PLANNING AND EVALUATION

*Long-term planning***Recommendation 29**

(a) Early steps should be taken to develop and adopt an integrated system of long-term planning, of programme formulation and of budget preparation.

(b) To this end, each organization should develop an effective long-term plan in keeping with the broad goals included in its charter or statute. The process would involve making the broad goals more specific by formulating the priority objectives to be accomplished by the organization within the planning period. Specific courses of action for accomplishing the agreed objectives and goals would be contained in the organization's proposed plan.

(c) Throughout the planning process choices should be made among competing demands. This entails establishing further priorities by the organization as well as giving consideration to alternative ways of accomplishing its specific objectives.

(d) Each organization should develop its own processes and staff capability to carry out the following:

- (i) Define clearly its specific objectives—i.e., what it hopes to accomplish within definite points of time—by taking into account the priority needs of member States, the over-capability of the organization, and the probable financial costs to member States;
- (ii) Formulate, following consultations with other interested organizations, major alternatives, with related costs, which would express in specific terms how to accomplish the previously defined objectives; analyse these alternatives (and related costs); and include in the plan those which would be likely to achieve the best results in terms of cost-effectiveness;
- (iii) Provide leeway for possible adjustments to changing circumstances and for the inclusion of further activities which might respond to the special and often changing needs of the developing countries;
- (iv) Present the proposed plan to its governing body for consideration and comment on the content of the plan, its priorities, and the general magnitude and time-phasing of expenditures;
- (v) Prepare an integrated document—containing all programmes financed from both budgetary and extra-budgetary funds—for the selected time period, that would be based on the agreed plan, which, in addition to containing the long-term agency plan, would contain the proposed programme and budget for the next budget period, having taken into consideration prospective resources. This plan

programme would be detailed and provide information on specific activities while the plan would concentrate on major activities and would be drawn up so as to provide the necessary degree of flexibility. The document would show the estimated total cost time-phased over the expected duration of the plan. The appropriate bodies of the organization would review and comment on this document, and approve with whatever changes they considered necessary that part which corresponded to the next budget period. In preparing subsequent programme and budget documents, the heretofore agreed plan might be revised in the light of changed circumstances, and an additional two-year tentative plan formulated to complete the suggested six-year time period. An essential aspect is the continuous process of review and updating. The introduction of new elements into the plan would depend in part on the progress achieved in the preceding period;

(e) Each organization should synchronize its planning and budget cycle with those of other organizations in so far as they have the same budget periods;

(f) Each organization should incorporate in the process discussed above the experience and knowledge gained through systematic evaluation of its activities [para. 73].

#### Evaluation

##### Recommendation 30

(a) The organizations should take steps to improve and strengthen the evaluation process whenever possible.

(b) The organizations should utilize the information resulting from internal reviews of their operations, as well as the views of member States in which these operations are conducted, to a greater extent in programme formulation and execution, thus making results of their reviews an important element of the system of long-term planning, programme formulation, and budget preparation which the Committee has recommended.

(c) The organizations should be required to provide governing bodies (including executive committees or boards), as a part of timely progress reports, with evaluation data on continuing projects or programmes at intervals of no more than twelve months, as well as reports on evaluation of projects or programmes when completed [para. 79 (a), (b), (c)].

##### Recommendation 31

(a) The Economic and Social Council and the Administrative Committee on Co-ordination should encourage to the fullest extent the development of common evaluation methods and standards for the organizations.

(b) The Economic and Social Council should continue its systematic evaluation of the impact, both over-all and specific, of the programmes of the organizations in the economic and social field in meeting the needs of member States and, if necessary, strengthen arrangements for co-ordinating evaluation [para. 79 (d), (e)].

#### I. CO-ORDINATION

##### Recommendation 32

The agencies, the Advisory Committee on Administrative and Budgetary Questions and the General Assembly should, to the extent practicable, perform their respective reviews of budgets in such a way as to enable the agencies to take the recommendations of the General Assembly into consideration before adopting their respective budgets [para. 90 (a)].

##### Recommendation 33

The United Nations and the agencies should give careful consideration to the harmonization and adjustment of meeting and conference schedules in order to secure the greatest benefits from the reviews discussed above [para. 90 (b)].

##### Recommendation 34

The Advisory Committee on Administrative and Budgetary Questions and the Economic and Social Council should give increasing attention to identifying vital issues and making recommendations thereon for consideration by the General Assembly and each body should share with the other its com-

ments and recommendations on these and other matters within their respective spheres [para. 90 (c)].

##### Recommendation 35

The Advisory Committee on Administrative and Budgetary Questions should, from time to time, review systematically and in depth the administrative and management procedures concerning the programmes and budgets of the specialized agencies. This might be done by examining in depth one or two agencies each year. This, in addition to its direct usefulness, should enable the Advisory Committee to recommend the application of more consistent standards and approaches to common problems [para. 90 (d)].

##### Recommendation 36

In the intervals between the scheduled meetings of the Administrative Committee on Co-ordination at the executive head level, meetings of their alternates should be organized to prepare for top-level discussions, to handle problems not requiring consideration by the executive heads and to ensure the execution of decisions taken. The alternates should be from among the direct assistants of the executive heads of the organizations [para. 90 (e)].

##### Recommendation 37

In addition to the effective role at present being carried out by the Resident Representatives in achieving co-ordination among the organizations in the field, the United Nations Development Programme, the principal dispenser of funds in the operational field, which has already initiated internal procedures to develop its own information on the actions carried out by a number of organizations on a geographical basis, should, in agreement with the various organizations, systematically improve the procedures for co-ordination on a geographical basis. Accordingly, the organizations should inform UNDP, at the earliest possible stage, of the actions they plan to carry out, in order to make it possible to eliminate the possible overlapping and to improve the harmonization of different projects through mutual information and consultations [para. 90 (f)].

##### Recommendation 38

The Economic and Social Council, in order to carry out more effectively its responsibilities for co-ordination under provisions of the United Nations Charter, should reconstitute its Special Committee on Co-ordination, to consist of experts [para. 90 (g)].

As regards the new committee:

- (i) The Economic and Social Council should elect twelve experts out of nominations by States Members of the United Nations, for a period of three years, on a rotational basis, taking into account the principle of equitable geographical distribution, to serve as governmental representatives in their expert capacity; experts should be eligible for re-election;
- (ii) Those elected should have a high degree of experience and competence in the following or similar fields:
  - a. The United Nations and related organizations, in the economic, financial and social area;
  - b. The governing bodies of the specialized agencies and subsidiary bodies of the United Nations;
- (iii) The committee should meet as necessary to review the activities of the United Nations and the specialized agencies in order to prepare recommendations for the Economic and Social Council on the co-ordination of their programmes in the economic, social and human rights fields; it should, *inter alia*, pay particular attention to possible overlapping and duplication;
- (iv) The committee might at an early stage consider the existing procedures for co-ordination;
- (v) In the accomplishment of its task, the committee should place emphasis upon a full exchange of views with representatives of the secretariats of the organizations;
- (vi) The committee should, in the discharge of its functions, work in close liaison with the Advisory Committee on Administrative and Budgetary Questions and the Administrative Committee on Co-ordination [para. 90 (h)].

**Recommendation 39**

Adequate staff support should be provided to the Advisory Committee on Administrative and Budgetary Questions, the Economic and Social Council and the Administrative Committee on Co-ordination by utilizing as far as possible the present staff of the United Nations and of the specialized agencies [para. 90 (i)].

## J. CONFERENCES, MEETINGS AND DOCUMENTATION

**Recommendation 40**

Each major organ of the United Nations and the specialized agencies should review the conference programmes of each of its related bodies, including the functional and regional economic commissions or committees of the United Nations and similar commissions or committees of the specialized agencies. This review should be conducted with a view to reducing total meeting time to the extent possible, including consideration of the possibility of biennial meetings [para. 104 (a)].

**Recommendation 41**

Those specialized agencies whose legislative bodies now meet on an annual basis should consider the possibility of biennial sessions [para. 104 (b)].

**Recommendation 42**

All the organizations in the United Nations family should inform the Secretary-General in good time of the conferences and meetings they are planning and when taking their decisions in this regard, they should be guided by the following procedures:

- (i) The Secretary-General, in order to carry out his responsibilities for servicing conferences and meetings, and as Chairman of the Administrative Committee on Co-ordination, should, in consultation with the organizations in the United Nations family, draw up in advance a draft consolidated annual calendar of all conferences and meetings, reconciling as far as possible the total available resources and the views expressed by the various bodies concerned;
- (ii) The appropriate organs of each of the organizations concerned, in their endeavours to bring about close co-ordination among themselves, should be invited to take their decisions in establishing their own programmes of conferences and meetings on the basis of the consolidated calendar [para. 104 (c)].

**Recommendation 43**

In the budgets of the organizations of the United Nations family, the costs of conferences and meetings should be the subject of:

- (i) A special line in the budget, showing the expenditure directly attributable to conferences and meetings;
- (ii) An annex containing an estimate of the total expenditure pertaining directly and indirectly to these activities [para. 104 (d)].

**Recommendation 44**

The Secretary-General should be asked to recommend a definition of the term "major special conference" which appears in paragraph 5 of General Assembly resolution 2116 (XX) [para. 104 (e)].

**Recommendation 45**

The Member States of the United Nations and the members of the specialized agencies should be urged to spare no effort in reducing substantially their requests for all conference documentation, so as to facilitate the possibility of presenting it at the most opportune time, in a concise form and in the most economic way, avoiding all unnecessary expenses; that whenever possible the Chairman should encourage the holding of meetings without verbatim or summary records since, while affording participants an opportunity to express their views more freely, this would lead to a substantial reduction in services and documentation [para. 104 (f)].

**Recommendation 46**

Governments normally sending large delegations to international conferences should substantially reduce the size of their delegations with a view to easing the strain on existing confer-

ence facilities and decreasing the quantity of documents required for distribution [para. 104 (g)].

**Recommendation 47**

No dependent body should be permitted to increase the number or length of its meetings already authorized without the specific approval of the organ which established it [para. 104 (h)].

**Recommendation 48**

Where practical, physical facilities for conferences should not be expanded until it has been possible to evaluate the effect of putting into practice the above recommendations [para. 104 (i)].

**Recommendation 49**

Only the most urgently needed new conference personnel should be added to the secretariats of the United Nations family of organizations until it has been possible to evaluate the effect of putting into practice the above recommendations [para. 104 (j)].

**Recommendation 50**

In the planning of future conferences and meetings the following guidelines should be taken into consideration by the United Nations family of organizations:

- (i) Priorities should be established for fixing the areas and programmes of meetings and conferences on a long-term basis;
- (ii) The availability of human and physical resources necessary for servicing conferences should be determined and taken into account;
- (iii) The financial ability of the organizations and of member States to meet the requirements necessary to hold conferences should be determined and taken into account;
- (iv) An adequate interval of time should be allowed between conferences of the same body or of a similar nature;
- (v) There should be effective co-ordination between the United Nations and the specialized agencies on the convening of major international conferences;
- (vi) Whenever possible the United Nations and the specialized agencies should jointly convene conferences, meetings or seminars which are of a similar or complementary nature [para. 104 (k)].

## K. LOCATION OF SERVICES OF THE UNITED NATIONS

**Recommendation 51**

The Secretary-General should be invited to maintain his continuous review of the location of the various services of the United Nations Secretariat, bearing in mind the need for the most effective and economical arrangements [para. 107 (b)].

## L. ADMINISTRATIVE COSTS OF EXTRA-BUDGETARY PROGRAMMES

**Recommendation 52**

The Advisory Committee on Administrative and Budgetary Questions should keep the problem of the administrative costs of extra-budgetary programmes under review in order to ensure equitable sharing of the overhead cost of the United Nations Development Programme by the executing agency and UNDP [para. 112].

## ANNEX II

[Original text: English]

## Implementation by the United Nations

[A/7124]

## A. BUDGET PREPARATION

**Recommendation 1\***

In its resolution 2370 (XXII), of 19 December 1967, the General Assembly decided to introduce a new procedure which would enable the Secretary-General, in implementation of the recommendation of the *Ad Hoc* Committee of Experts to E

\* See below "Additional information".

mine the Finances of the United Nations and the Specialized Agencies, to suggest to each regular session of the Assembly a planning estimate for the United Nations regular budget estimates or the second succeeding budgetary period. The procedure will involve the development by all the relevant programme-formulating bodies of a system of long-term planning and programme formulation within their respective fields of competence, taking into account the recommendations in paragraph 73 of the second report (A/6343\*) of the *Ad Hoc* Committee. Such programme-formulating bodies will include the Economic and Social Council, its subsidiary organs and its Committee for Programme and Co-ordination, the regional economic commissions, the Trade and Development Board and the periodic sessions of the United Nations Conference on Trade and Development, as well as the Industrial Development Board. On the basis of these long-term plans, the Secretary-General will draw up a planning estimate for the second succeeding budget period which will be reviewed by the Advisory Committee on Administrative and Budgetary Questions. The General Assembly will consider and approve the planning estimate suggested by the Secretary-General and the related comments and recommendations of the Advisory Committee. At the beginning of the next year, the Secretary-General will construct the budget estimates for the forecast period, guided by the planning estimate approved by the Assembly. To allow time for the proper development of these new procedures, the resolution envisages that the first planning estimate will be submitted for the financial year 1971, which would be submitted to the Assembly not later than 1 December 1969.

The text of resolution 2370 (XXII) is as follows:

*"The General Assembly,*

*"Recalling that in paragraph 68 of its second report the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies expressed the view that further development and application by the United Nations family of organizations of an integrated system of long-term planning on a programmed basis is an essential ingredient in improving their programming and budgetary processes and ensuring throughout the United Nations system the most rational use of available resources,*

*"Recalling further that in paragraph 73 of its second report the Ad Hoc Committee formulated precise recommendations to reach the objective indicated in paragraph 68, by taking into account the priority needs of Member States, the overall capability of the Organization and the probable financial costs to Member States and that, in accordance with Articles 22 and 62 of the Charter of the United Nations and General Assembly resolutions pertinent thereto, the several programme-formulating bodies of the United Nations were especially charged to study, report and make recommendations to the General Assembly in their respective areas of competence,*

*"Recalling further that in paragraph 26 of its second report the Ad Hoc Committee recommended that:*

*"The heads of the organizations should transmit preliminary and approximate estimates to the bodies responsible for examining the budget early enough to enable them to consider the main items of the budget well in advance of formal presentation and to make comments and suggestions thereon in good time. This could be done about one year before the date on which the legislative bodies of the organizations are required to give their final approval to the budget",*

*"Considering General Assembly resolution 2150 (XXI) of 4 November 1966, adopted unanimously, in which the Assembly urged that the recommendations and comments contained in the report of the Ad Hoc Committee be given the most attentive consideration by Member States and by the United Nations organs and related bodies with a view to the earliest implementation of the recommendations,*

*"Noting that the Secretary-General in his foreword to the budget estimates for the financial year 1968 directed attention to the fact that renewed emphasis had been placed on the need for basic measures to ensure greater efficiency and real*

*value for money and to the necessity of reconciling work programmes with resources,*

*"Recognizing that it is essential to the sound management and orderly development of the United Nations and to the effective implementation of its programmes that the Secretary-General communicate in advance to the General Assembly preliminary and approximate estimates for succeeding budgets in order to enable the Assembly to act thereon,*

*"1. Invites the programme-formulating bodies of the United Nations, including the Economic and Social Council and the Committee for Programme and Co-ordination, bearing in mind the provisions of paragraph 2 below and in consultation with the Secretary-General, to develop their own processes to carry out at the earliest possible date a system of long-term planning and programme formulation, within their respective fields of competence, taking into account the recommendations in paragraph 73 of the second report of the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies;*

*"2. Decides that the Secretary-General, taking into account all the actions of the programme-formulating bodies, including the Economic and Social Council and the Committee for Programme and Co-ordination, shall suggest to the General Assembly at each regular session a planning estimate for the United Nations regular budget estimates for the second succeeding budgetary period (henceforth referred to as the forecast period); this planning estimate for the forecast period shall be reviewed by the Advisory Committee on Administrative and Budgetary Questions and transmitted, together with its comments and recommendations, to the General Assembly no later than 1 December; the Assembly shall consider the planning estimate suggested by the Secretary-General and the comments and recommendations thereon of the Advisory Committee and shall at the same session approve a planning estimate for the forecast period;*

*"3. Decides further that the Secretary-General shall then construct the United Nations regular budget estimates for the forecast period, guided by the planning estimate approved by the General Assembly; all organs of the United Nations and their subsidiary bodies financed from the United Nations regular budget are requested to co-operate with the Secretary-General and to be guided by the planning estimate;*

*"4. Requests that the Secretary-General, in consultation with the Advisory Committee on Administrative and Budgetary Questions, review the Financial Regulations of the United Nations and take any steps required to bring them into conformity with the procedure set out above;*

*"5. Requests the Secretary-General to submit for consideration to the General Assembly at its twenty-third session an integrated schedule of meetings for the various bodies responsible for carrying out the several parts of an integrated system of programming and budgeting;*

*"6. Further requests, bearing in mind the above intent with respect to the planning estimates, that the Advisory Committee on Administrative and Budgetary Questions, in consultation with the Secretary-General, recommend for consideration by the General Assembly at its twenty-third session an appropriate definition of unforeseen and extraordinary expenses, together with a resolution—and such other action as may be appropriate—to cope with the interrelated problems identified in paragraph 73 of its first report to the Assembly at its twenty-second session [A/6707<sup>b</sup>], and in chapter III of the second report of the Ad Hoc Committee, especially those recommendations relating to transfers and supplementary estimates found in paragraphs 35 to 46 thereof;*

*"7. Decides further that the first planning estimate shall be considered and approved for the forecast year 1971."*

#### **Recommendation 2**

Regulation 3.4 of the Financial Regulations and Rules of the United Nations provides that the Secretary-General shall submit his estimates to all Member States at least five weeks prior to the opening of the regular session of the General Assembly.

Regulation 3.5 provides that the Secretary-General shall, at

\* See *Official Records of the General Assembly, Twenty-first session, Annexes, agenda item 80.*

<sup>b</sup> *Ibid., Twenty-second Session, Supplement No. 7 and errata.*

least twelve weeks prior to the opening of the regular session of the General Assembly, submit his budget estimates for the forthcoming year to the Advisory Committee on Administrative and Budgetary Questions for examination.

Finally, regulation 3.6 provides that the Advisory Committee shall prepare a report to the General Assembly on the estimates submitted by the Secretary-General and that this report shall be transmitted to all Member States at the same time as the estimates.

In practice, an advance text of the budget estimates, in mimeographed form, is usually submitted to the Advisory Committee during the last week of May, i.e. sixteen or seventeen weeks before the opening date of regular sessions. This enables that Committee to devote five or six weeks to its detailed examination of the estimates and to submit its report in good time for publication, together with the budget estimates, by the date called for under regulations 3.4 and 3.6 of the Financial Regulations. No problem has been encountered in meeting this deadline as far as the original language versions are concerned. However, some difficulty has been experienced in recent years in making these documents available as early in the other languages. This difficulty arises not only from the increased length of the two documents themselves and the recent addition to the budget document of intricate tabular material, but from the much wider problem of the growing volume and complexity of documentation as a whole and the proliferation of conferences and meetings. These issues have been under active consideration by the General Assembly for a number of years. (For details, see observations on recommendations 40 to 50 below.)

The timing of the preparation of the budget and its submission to the Advisory Committee on Administrative and Budgetary Questions is also a matter of concern to the Economic and Social Council's Committee for Programme and Co-ordination as it affects the timing of the preparation of the documentation of that Committee on the work programme. Moreover, proper timing of the respective meeting dates is important for a closer co-operation, between the Committee for Programme and Co-ordination and the Advisory Committee, as has been recognized by both these bodies. Present financial arrangements and the pattern of meetings of the various bodies involved in work programme and related budgetary matters do not offer a ready solution to the problems which have arisen. Nevertheless, all ways and means of alleviating the situation are being explored.

### **Recommendation 3**

In the case of the United Nations, the first of these recommendations is fully met by the existence since November 1946 of the Advisory Committee on Administrative and Budgetary Questions. Its appointment, composition and functions are determined by the rules of procedure of the General Assembly in the following terms:

#### *"Rule 156*

"The General Assembly shall appoint an Advisory Committee on Administrative and Budgetary Questions (hereinafter called the 'Advisory Committee'), with a membership of twelve, including at least three financial experts of recognized standing."

#### *"Rule 157*

"The members of the Advisory Committee, no two of whom shall be nationals of the same State, shall be selected on the basis of broad geographical representation, personal qualifications and experience, and shall serve for three years corresponding to three financial years, as defined in the regulations for the financial administration of the United Nations. Members shall retire by rotation and shall be eligible for re-appointment. The three financial experts shall not retire simultaneously. The General Assembly shall appoint the members of the Advisory Committee at the regular session immediately preceding the expiration of the term of office of the members, or, in case of vacancies, at the next session."

#### *"Rule 158*

"The Advisory Committee shall be responsible for expert examination of the budget of the United Nations and shall

assist the Administrative and Budgetary Committee of the General Assembly. At the commencement of each regular session it shall submit to the General Assembly a detailed report on the budget for the next financial year and on the accounts of the last financial year. It shall also examine on behalf of the General Assembly the administrative budget of specialized agencies and proposals for financial and budgetary arrangements with such agencies. It shall perform such other duties as may be assigned to it under the regulations for the financial administration of the United Nations."

The Advisory Committee normally convenes at the end of May or early June for a period of five to six weeks to consider and report on the Secretary-General's budget estimates for the next financial year. Its report is made available to Member States at the same time as the Secretary-General's estimates, at least five weeks before the opening of the regular session of the General Assembly. The Committee is also in session throughout each regular session to consider and report to the Fifth (Administrative and Budgetary) Committee of the General Assembly on any further requirements. By tradition, the Chairman of the Advisory Committee participates in the proceedings of the Fifth Committee throughout its session.

Administrative and budgetary matters are decided upon by the General Assembly on the basis of recommendations by its Fifth Committee which meets concurrently with the other Main Committees of the Assembly as often as may be required throughout each regular session.

## **B. STANDARDIZATION OF BUDGET DOCUMENTS**

### *Uniform budget layout*

#### **Recommendation 4\***

The Advisory Committee on Administrative and Budgetary Questions is in the process of considering, in consultation with the various organizations involved, the methods and procedure whereby the study in question could best be undertaken.

#### **Recommendation 5\***

[To be dealt with centrally, presumably and, as agreed by Budgetary and Financial Section of the Consultative Committee on Administrative Questions at its meeting from 27 to 29 November 1967, will be updated, as necessary, after the March 1968 meeting.]

### *Common principles of budgetary presentation*

#### **Recommendation 6\***

Up to the present, the United Nations budget has been presented essentially by object of expenditure rather than by organizational unit or by programme. The current exceptions are that, for constitutional and other reasons, separate sections of functional nature, which include all identifiable expenses related to particular activities, are maintained for special meetings and conferences (section 2), special expenses (section 12), technical programmes (sections 13 through 16), special political mission (section 17), the Office of the United Nations High Commissioner for Refugees (section 18), the International Court of Justice (section 19), the United Nations Conference on Trade and Development (section 20) and the United Nations Industrial Development Organization (section 21).

As from 1967, the budget document has contained a special information annex which distributes the total estimates by main field of activity as well as by object of expenditure, with an indication of the extra-budgetary resources at the Organization's disposal, mainly in the economic and social field. A second information annex describes all extra-budgetary activity and related resources and indicates the staff resources provided for under the regular budget in support of those activities. A third annex provides a consolidated statement of regular budget provisions for public information activities, together with a detailed description of the work of the Office of Public Information in this field. Finally, pursuant to the recommendation of the *Ad Hoc* Committee in paragraph 123 of its second report, a separate information annex (A/C.5/1115<sup>c</sup>) was submitted to the General Assembly at its twenty-second session, giving, to th

\* See below "Additional information".

<sup>c</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 74.



extent allowed by the particular nature of United Nations activities, a breakdown of expenditures into administrative costs, operational costs, and general research and study costs.

As from 1968, the budget has also contained, under section 3 (Salaries and wages), a statement by main organizational unit, of the costs of established posts and other credits proposed under that section. Similar analysis by main organizational unit had for a number of years already been incorporated, where feasible, in the text of certain other object of expenditure sections, e.g., travel of staff on other official business (section 5, chapter II) and printing of recurrent publications (section 11, chapter II). The feasibility of providing similar functional breakdowns under the remaining object of expenditure sections will be considered in preparing future budgets, the general aim being to bring programmes and other activities of the United Nations into a closer relationship with the required budgetary resources.

The general question of the form of presentation of the United Nations budget, with special reference to the relevant recommendations of the *Ad Hoc* Committee, was the subject of a special report (A/C.5/1121<sup>4</sup>) by the Secretary-General to the General Assembly at its twenty-second session. In this report, the Secretary-General drew attention to the advantages of the present sectional breakdown and appropriation pattern which was designed, *inter alia*, to ensure effective central control and the most flexible use of available resources of certain important elements of expenditure, notably by providing on a global basis for staff and related expenses under part II of the budget and for remises, equipment, supplies and services under part III. At the same time, he suggested a possible broadening of the functional breakdown provided under section 3. The Advisory Committee in its related report (A/6887/Rev. 1<sup>4</sup>) as subsequently endorsed by the General Assembly, welcomed the changes already introduced to facilitate the examination of the estimates with reference to programmes, but considered that, in the interest of attaining maximum comparability between budgets for different years and in view of the scope of the changes already introduced in the 1968 budget, no further changes should be made for the present except for refinements in the form of presentation which did not prejudice the present appropriation pattern.

#### *Cost increases for present establishment*

#### **Recommendation 7**

The United Nations budget presentation for 1968 complied with this recommendation in the following respects:

(1) On pages xvi to xviii of the budget estimates for the financial year 1968 (A/6705\*) immediately after the foreword, a detailed table was provided on the comparison, under each budget section, between the 1968 estimates and the 1967 appropriations and indicating the reasons for each increase or decrease. Where appropriate, each variation was subdivided to indicate the extent to which it related: (a) to the higher cost of salaries and wages and higher rates for contractual services; and (b) to programme expansion or reduction.

(2) Under section 3 (Salaries and wages), as in previous budget documents, the 1968 estimates for established posts were subdivided between the amount required to maintain the establishment approved for 1967 and additional credits to meet new needs. In paragraphs 3.9 and 3.10 of the ensuing text, the additional cost of maintaining the 1967 establishment in 1968 was analysed in detail, with special reference to increases in post classifications, General Service salary rates and manual worker wages.

A similar analysis was presented for UNCTAD in table 9-29 under section 19 (United Nations Conference on Trade and Development). In future budgets the practice will be extended, as appropriate, to other sections covering main organizational units, such as UNIDO.

(3) In table 9-6 under section 9 (Maintenance, operation and rental of premises) and 10-6 section 10 (General expenses), respectively, the 1968 estimates, as in previous years, were compared with 1966 expenditures, adjusted to include rate and wage

increases affecting the cost of contractual services. These increases were described in full and the true increase or decrease in activity clearly indicated by these means.

### C. BUDGET PRACTICES AND PERFORMANCE

#### *Reporting on budget performance*

#### **Recommendation 8\***

In compliance with this recommendation, the Secretary-General, in document A/6666,<sup>†</sup> of 7 April 1967, submitted a detailed report on total expenditures and obligations incurred and income received in respect of the financial year 1966, including explanations of the variations between appropriations and actual expenditures under each section of the budget as well as between approved estimates of income and income actually received.

#### *Transfers*

#### **Recommendation 9**

Under existing arrangements there is no impediment to the authority of the Secretary-General to make transfers within appropriation sections. Such actions are reported to the Advisory Committee on Administrative and Budgetary Questions on the occasion of a mid-year review of obligations and expenditures, in the subsequent report to the General Assembly on supplementary estimates and finally, in a report on budget performance issued after the accounts of the financial year in question have been closed.

#### **Recommendation 10**

The only section in the United Nations budget which contains a disproportionately large share of the total credits is section 3 (Salaries and wages). This occurs only because the total credits for the majority of established posts in the Secretariat are included under chapter I of that section. However, since under this chapter the General Assembly takes its decision not only on the basis of monetary credits but also in terms of a total number of established posts at specific grade levels, the possibility of using these credits to cover other requirements under section 3 is very much restricted. The views of the Secretary-General on this matter were presented in more detail in paragraph 21 of his report (A/C.5/1121) on the form of the United Nations budget, as presented to the Assembly at its twenty-second session.

#### **Recommendation 11**

In terms of regulation 4.5 of the Financial Regulations of the United Nations, no transfer may be made between appropriation sections without authorization by the General Assembly. In each annual appropriation resolution, the Assembly specifically delegates this power to the Advisory Committee on Administrative and Budgetary Questions.

#### **Recommendation 12**

See above observations on recommendations 8 to 11.

#### *Supplementary estimates*

#### **Recommendations 13 to 19**

Since recommendations 13 through 19 are closely interrelated, they are dealt with below in a single comprehensive statement.

The budgetary arrangements for each financial year are determined by the following three annual resolutions: an appropriation resolution; a resolution on unforeseen and extraordinary expenses; and a resolution on the Working Capital Fund.

The appropriation resolution constitutes the authorization to the Secretary-General to incur obligations and make payments for the purposes for which the appropriations were voted and up to the amounts so voted. The resolution on unforeseen and extraordinary expenses determines: (a) that the Secretary-General may exceed the level of the appropriations up to a total of \$2 million under his own authority provided the commitments in question are certified by him to relate to the maintenance of peace and security; and (b) that any other commitments in excess of the appropriations—with the exception of a number

<sup>4</sup> *Ibid.*, agenda item 80.

\* *Ibid.*, Twenty-second Session, Supplement No. 5 and erratum.

\* See below "Additional information".

<sup>†</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 80.

of minor contingencies which are specified in the resolution—require the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions. The resolution further provides that all commitments made under the unforeseen and extraordinary expenses resolution should be reported to the Advisory Committee and to the General Assembly with a full explanation of all the circumstances and that supplementary estimates should be submitted in respect of such commitments. In a final provision the resolution lays down that if, as a result of the decision of the Security Council, commitments relating to the maintenance of peace and security should arise in an estimated total exceeding \$10 million before the next session of the General Assembly, a special session of the Assembly shall be convened by the Secretary-General to consider the matter.

The Working Capital Fund resolution establishes the level and source of the Fund for the forthcoming year and states the specific purposes for which the Secretary-General shall be authorized to make advances from the Fund. The main purposes are to finance budgetary appropriations pending the receipt of contributions and to finance commitments which may be authorized under the appropriations of the resolution relating to unforeseen and extraordinary expenses.

Every effort is made to calculate the budget estimates in such a way as to ensure that every contingency has been foreseen and that the appropriations will not be exceeded. However, experience has proved that among the factors which may give rise to additional requirements are: actions by organs or subsidiary organs resulting in financial implications not covered in the budget appropriations; and additional expenses related to the maintenance of peace and security which cannot be anticipated.

In preparing the supplementary estimates covering such commitments, care is taken to keep the request to a minimum by means of adjustments elsewhere in the budget. Thus, the supplementary request in effect represents a net requirement after all such opportunities have been fully utilized.

The possibility of the inclusion in the budget of a special appropriation line to meet unforeseen and extraordinary expenditures was examined by the General Assembly in 1946, but found to be inappropriate in the special circumstances of the United Nations.

In its first report to the General Assembly at its twenty-second session (A/6707,<sup>2</sup> paras. 52 to 73), the Advisory Committee on Administrative and Budgetary Questions recalled its constant preoccupation through the years with the problem of the authority of subsidiary organs to take decisions involving expenditure in spite of the fact that only the General Assembly was competent to appropriate funds. The Advisory Committee recommended a general review of the procedures governing expenditures in excess of the annual appropriations with a view to a possible modification of the text of the annual resolution on unforeseen and extraordinary expenses in such a manner as to include a definition of what is meant by such expenses and limiting them, as had been recommended by the *Ad Hoc* Committee, to "clearly exceptional cases involving emergencies". The Advisory Committee also suggested a re-examination of the authority of subsidiary organs of the United Nations to take decisions involving expenditure for which no provision had been made in the budget. In resolution 1449 (XIV), of 5 December 1959, the General Assembly had requested all organs of the United Nations

"... to consider ways and means whereby new projects might be deferred until suitable provision for them can be made by the Secretary-General in the main budget estimates for a subsequent financial year, unless they are of major and urgent importance or unless they can be accommodated within approved expenditures levels by the postponement of projects of relatively low priority."

The Advisory Committee considered that insufficient attention had been paid to this provision. The Committee recommended in this regard that main organs, when establishing or reviewing the terms of reference of subsidiary bodies, should give the most careful consideration to the tasks and powers they delegated

to these bodies, and define them clearly whenever they were likely to have financial implications.

The Advisory Committee recalled that the first United Nations budget had contained a provision of \$250,000 for unforeseen expenses. This provision was eliminated from the 1947 budget estimates and instead utilization of the Working Capital Fund was authorized under specified conditions. This was the beginning of the existing resolution relating to unforeseen and extraordinary expenses.

The Advisory Committee recalled further that when it adopted resolution 68 C (I) on the Working Capital Fund for 1947, the General Assembly had added foot-notes as follows:

"(1) The term 'Unforeseen Expenses' means expenses arising from, or incidental to, the carrying out of a programme in accordance with General Assembly approved policies, which expenses were not foreseen when the estimates were made.

"(2) The term 'Extraordinary Expenses' means expenses for items or objects outside the scope of the budget estimates, i.e., outside the programme on which the estimates were based."

The Advisory Committee felt that, in practice, the scope of these definitions had been considerably broadened, leading to loosening of discipline and financial control.

With reference to the problems raised by the Advisory Committee, the General Assembly, in paragraph 6 of its resolution 2370 (XXII), requested that the Committee, in consultation with the Secretary-General,

"... recommend for consideration by the General Assembly at its twenty-third session an appropriate definition of 'unforeseen and extraordinary expenses', together with a resolution and such other action as may be appropriate—to cope with the interrelated problems identified in paragraph 73 of its first report to the Assembly at its twenty-second session [A/6707] and in chapter III of the second report of the *Ad Hoc* Committee, especially those recommendations relating to transfers and supplementary estimates found in paragraphs 35 to thereof."

#### *Working capital funds*

##### **Recommendation 20**

The Working Capital Fund of the United Nations was established in terms of financial regulation 6.2 for the primary purpose of providing a cash fund from which, pending the receipt of contributions of Member States, advances might be made to meet expenditures authorized under the budget appropriations and the annual resolution relating to unforeseen and extraordinary expenses (see above observations on recommendation 13-19). In an annual resolution the General Assembly determines the amount at which the Fund is to be maintained for the next financial year, the manner in which this total is to be achieved and any purposes other than those set out above for which advances from the Fund may be made. By these means the Secretary-General's authority to have recourse to the Working Capital Fund is strictly circumscribed.

##### **Recommendation 21**

In terms of regulation 7.1 of the Financial Regulations: income, except contributions to the budget, direct refunds, expenditures made during the financial year, advances or deposits to funds, and revenue derived from the Staff Assessment Plan, are classed as miscellaneous income for credit to the General Fund. This applies, in particular, to net income from various revenue-producing activities of the Organization.

##### **Recommendation 22**

The Working Capital Fund was initially established in 1947 in the amount of \$25 million. In 1947 it was reduced to \$10 million and remained at that level for a period of five years. Thereafter, with some minor fluctuations, it was gradually increased until it reached a level of \$25 million in 1960. In 1961 the Fund was increased to \$40 million and has remained at that level since that time.

For the decade 1950-1960 the Fund was maintained at a level representing some 40-45 per cent of the gross regular budget. By 1962 it had fallen to 30 per cent. Since the increase in 1961 the proportion has again fallen to some 28.3 per cent in 1963. However, bearing in mind that the primary task of the Fund

<sup>2</sup> *Ibid.*, Twenty-second Session, Supplement No. 7 and errata.



remains the financing of the budget pending the receipt of contributions, the main factor used on past occasions to justify proposed increases in the level of the Fund was the pattern of payment of contributions and of budgetary disbursements. In this regard, it has always been considered prudent to ensure that at no time during the year the resources available in the Fund fall below the amount required to meet the normal expenditures of the Organization for at least one month. For example, such data were presented in detail in the report (A/C.5/L.951<sup>b</sup>) of the Secretary-General to the General Assembly at its seventeenth session and the related report of the Advisory Committee (A/5331<sup>b</sup>) on the basis of which the Assembly approved the present level of \$40 million.

#### Recommendation 23\*

Under the terms of financial regulation 5.4, contributions to the budget and advances to the Working Capital Fund are considered due and payable in full within thirty days of the receipt of the communication of the Secretary-General informing the Member State of its commitment, or as of the first day of the financial year to which they relate, whichever is the later. As of January of the following financial year the unpaid balance of such contributions and advances shall be considered to be one year in arrears. It is established practice to emphasize in each assessment letter the importance to the Organization of the timely settlement of commitments.

The pattern of collection of assessed contributions to the regular budget for 1967, expressed as a percentage of the whole, is as follows:

	Per cent
End of first quarter 1967 .....	12
End of second quarter 1967 .....	29
End of third quarter 1967 .....	53
End of 1967 .....	69
As of 15 March 1968 .....	74

#### D. STANDARDIZATION OF FINANCIAL REGULATIONS

##### Recommendation 24

Perhaps this recommendation can receive proper consideration only after further progress has been made by all organizations in regard to the implementation of the various proposals made by the *Ad Hoc* Committee on budget preparation, standardization of budget documents, and budget practices and performance, budget cycle and nomenclature. In consultation with the Board of Auditors, the Secretary-General is prepared in due course to seek the highest measure of standardization between the Financial Regulations of the United Nations and those of other international organizations.

#### E. THE BUDGET CYCLE

##### Recommendation 25

In response to this recommendation, the Secretary-General in 1967 undertook a detailed study of the advantages and disadvantages of the possible introduction of a biennial cycle for the budget of the United Nations. The results, contained in document A/C.5/1122,<sup>1</sup> were submitted to the General Assembly at its twenty-second session. The related report of the Advisory Committee on Administrative and Budgetary Questions was contained in document A/6887/Rev.1.<sup>1</sup>

In his report, the Secretary-General formulated the main objectives of a biennial budget as he envisaged them. In this regard, an attempt was made to anticipate all factors which, in the particular circumstances of the United Nations, might impede the full realization of these objectives. Essentially, reference was made to all eventualities which might lead to the revision of the budget level both during the period between the preparation of the budget estimates and their approval by the General Assembly, and in the course of the financial biennium itself. To ensure that such a biennial budget would remain basically unchanged, except to provide for truly unavoidable additional commitments or for emergencies, certain basic conditions were formulated. The key condition, in the Secretary-

General's opinion, would be advance planning in respect of all activities which would lend themselves to such a procedure. Such plans and their costs should be considered by all appropriate bodies prior to the preparation of the budget document. In fact, the development of such a system was implicit in the recommendations made by the *Ad Hoc* Committee, in paragraph 73 of its second report, on the subject of programme planning and evaluation. If implemented and proved workable, it might make the introduction of a biennial budget a logical next step. In the last analysis, the establishment of a system of longer-term planning and programme formulation did not depend for its successful implementation on the prior introduction of a more extended budget cycle; such a cycle, however, would have no real meaning without such preparatory measures.

In its related report, the Advisory Committee considered that it would be inadvisable to proceed further with the consideration of the question until additional information had been received from the Secretary-General on the following points:

(a) A tentative time-table of sessions of the General Assembly and the Economic and Social Council and their subsidiary bodies over a two-year cycle;

(b) Developments in the field of long-range planning by the above-mentioned organs;

(c) Where and how central control would be exercised if a two-year budget were to be adopted;

(d) The question of transfers between appropriation sections and the submission of supplementary estimates, as dealt with in paragraphs 35-46 of the second report of the *Ad Hoc* Committee.

After considering these reports, the General Assembly (see resolution 2360 B (XXII)) endorsed the Advisory Committee's recommendation. Accordingly, the Secretary-General will submit a further report in due course.

#### F. STANDARDIZATION OF NOMENCLATURE

##### Recommendation 26\*

[To be dealt with centrally, presumably, as agreed by the Budgetary and Financial Section of the Consultative Committee on Administrative Questions at its meeting from 27 to 29 November 1967, updated, as necessary, after March 1968 session.]

#### G. AUDIT, INSPECTION

##### External auditors

##### Recommendation 27

(a) In the annex to the Financial Regulations of the United Nations a series of principles governing the audit procedures of the United Nations are enumerated. The fifth principle reads as follows:

"5. The Board of Auditors, in addition to certifying the accounts, may make such observations as it may deem necessary with respect to the efficiency of financial procedures, the accounting system, the internal financial controls and, in general, the financial consequences of administrative practices."

In response to the recommendation of the *Ad Hoc* Committee, the Secretary-General, in his capacity as Chairman of the Administrative Committee on Co-ordination, obtained the views of the United Nations Board of Auditors and, additionally, those of the Panel of External Auditors. The views of the Board, whose members are also members of the Panel, were stated to be on the lines of those of the Panel as expressed in its report to the Secretary-General. The Board advised that it was of the opinion that it would suffice to add to the present wording of the above principle a phrase stating that the external auditors may make observations on administrative and management matters wherever considered necessary, whether or not they have financial consequences.

As indicated in paragraphs 14 and 15 of the report (A/C.5/L.902<sup>1</sup>) to the General Assembly at its twenty-second session each member of the Panel proposed to review the pertinent financial regulations governing the external audit of the organization which was his responsibility for the purpose of ensuring that the present wording was adequate. If further clarification were required, the external auditor would recom-

\* See below "Additional information".

<sup>1</sup> *Ibid.*, Seventeenth Session, Annexes, agenda item 62.

<sup>1</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 80.

mend whatever changes appeared necessary to his organization for submission to its legislative authority for approval. At the same time, each member of the Panel would submit the wording of the current financial regulation, together with any amendments he proposed, to the Panel in order that it might determine to what extent a uniform text could be evolved for adoption by all organizations in the United Nations family. The Panel will meet on 4 and 5 April 1969, at which time it will continue its consideration of the topic of a standard text for the financial regulations relating to external audit. The Secretary-General will await the results of the Panel's discussions.

Paragraphs 19, 20 and 21 of the Secretary-General's report transmitted in the following terms the views of the Panel on possible future expansion of the present scope of auditing:

"19. The members of the Panel believe that, in order to make observations on administrative and management matters, where not already provided for and as proposed by the *Ad Hoc* Committee, it may be necessary to extend the present scope of audit work to include some degree of management or operational type auditing. As professional accountants and auditors, the members have a full appreciation of the impact and importance of modern changes in auditing techniques.

"20. The members of the Panel believe that in order to do this effectively, the auditor must make a complete study of the aims and objectives of the organization under audit and obtain an understanding of its basic function. In addition, the auditor must study how the management of the organization has organized its work in carrying out that function and understand the policies under which it operates. As a result of his detailed knowledge of the operation of the organization obtained during the course of his audit, the auditor is thus in a position to work constructively with its management in evaluating the effectiveness of its internal control procedures, in improving its cost controls, in pointing out savings that might be achieved and making suggestions aimed at improving and developing its efficiency generally.

"21. The members of the Panel agree that programming their present audit along these lines would be constructive and helpful to the United Nations and to each of the specialized agencies in achieving the objectives of the *Ad Hoc* Committee in its recommendations on audit and inspection. They therefore propose to expand the scope of their present work, where necessary, along these lines."

(b) In the same report, in paragraphs 22 to 27, to the General Assembly at its twenty-second session the Secretary-General transmitted the unanimous opinion of the Panel of External Auditors that the balance of advantage does not lie in the establishment of a common panel of auditors, responsible for auditing, on a rotational basis, the accounts of all the organizations of the United Nations family.

With regard to the United Nations audit arrangements, the Panel pointed out that "a common panel of auditors" does in fact exist as one of the three members of the Board is elected each year for a three-year term, allocation of varying audit assignments takes place periodically and audit personnel changes frequently. In the case of the specialized agencies, the external auditor is similarly appointed or reappointed on terms which enable the agency's legislative body to make a change if it so desires.

The conclusions of the Panel were summarized in paragraph 26 of the Secretary-General's report in the following terms:

"(a) The corporate role envisaged by the *Ad Hoc* Committee for a panel, namely to 'promote the development of common audit standards throughout the United Nations family', can and should continue to be carried out by the existing Panel of External Auditors which was created by the General Assembly with appropriate terms of reference for this very purpose.

"(b) With regard to the *Ad Hoc* Committee's proposal for rotational audit, the main advantage claimed for rotation is that it brings a fresh approach and thus may prevent staleness, carelessness and even collusion. The Panel points out, however, that these advantages are, in practice, already secured if auditors periodically change, as they do, some of the staff engaged in a particular audit, so that the team always combines freshness and experience, and if the client organiza-

tion retains the power, as it does, to change its external auditor if it wishes. The main disadvantage of the rotational proposal is the loss of continuity with consequent increase in expense and possible decrease in efficiency. An effective audit beyond a mere arithmetical check, cannot be conducted without considerable experience of the organization in question. The more frequent the rotation, the greater would be these disadvantages. Annual rotation, for example, would mean that no audit would ever be done by an auditor in a position to do it effectively.

"(c) When an organization changes its auditor simply for the sake of achieving rotation, it loses its large investment: that auditor, his staff and the background of his team built up over many years of satisfactory service to the Organization."

#### *Establishment of an inspection unit*

#### **Recommendation 28**

See main part of the report (A/7124, para. 7).

#### H. PROGRAMME PLANNING AND EVALUATION

##### *Long-term planning*

#### **Recommendation 29\***

The development of an integrated system of long-term planning, of programme formulation and of budget preparation involves all parts of the United Nations family of organization but has particular significance with regard to its activities in the economic, social and human rights fields. The activities in these fields are carried out by the Department of Economic and Social Affairs, the secretariats of the regional economic commissions, the United Nations Economic and Social Office in Beirut, the Division of Narcotic Drugs and the International Narcotics Control Board and Human Rights Division, as well as by the secretariats of UNCTAD and UNIDO. The position indicated below summarizes certain developments but only in the economic, social and human rights fields. It has been drawn to a large extent from reports by the Secretary-General on the implementation of the recommendations of the *Ad Hoc* Committee to the forty-third (E/4391<sup>1</sup>) and forty-fourth (E/4401 and Add.1<sup>2</sup>) sessions of the Economic and Social Council.

##### *a. Presentation of the work programme and of the budget*

In 1966 the Secretary-General took certain steps in the direction of an integrated system of long-term planning, of programme formulation and of the budget presentation. In that year he submitted a new kind of report, on the work programme of the United Nations in the economic, social and human rights fields and its budgetary requirements. The report (E/417 and Add.1-18) consisted of a general review of the work programme covering the years 1962, 1965 and 1966 and of the Secretary-General's proposals for the work programme in 1967 and included data on available posts, staff resources expressed in man-months required for authorized projects, and expenditure financed from the regular budget as well as from extra-budgetary resources. A second work programme report (E/433: Rev.1<sup>3</sup>) was issued in 1967, the Economic and Social Council having decided in resolution 1177 (XLI), of 5 August 1966 that such reports should be presented annually to the Council and the Committee for Programme and Co-ordination.

One of the basic objectives of the work programme report was to facilitate a constructive dialogue between the Secretariat and the policy-formulating bodies concerned as well as dialogue between the programme-formulating bodies—such as the Committee for Programme and Co-ordination and the Economic and Social Council—and the organs exercising financial responsibility, namely, the Advisory Committee on Administrative and Budgetary Questions and the Fifth Committee of the General Assembly. The Advisory Committee, in its report

\* See below "Additional information".

<sup>1</sup> See *Official Records of the Economic and Social Council, Forty-third Session, Annexes*, agenda item 19.

<sup>2</sup> *Ibid.*, *Forty-fourth Session, Annexes*, agenda item 19.

<sup>3</sup> *Ibid.*, *Forty-first Session, Annexes*, agenda item 31.

<sup>4</sup> *Ibid.*, *Forty-third Session, Annexes*, agenda item 29.

(A/6707,<sup>a</sup> paras. 74-82) to the General Assembly at its twenty-second session, welcomed the report of the Committee for Programme and Co-ordination and pointed out that effective co-ordination between the two committees would permit a greater measure of reconciliation between budgetary resources and programmes.

As the Assembly is aware, significant modifications in the form of the United Nations budget estimates were introduced in 1967. They were summarized by the Secretary-General in paragraph 6 of his foreword to the budget estimates for 1968 (A/6705<sup>b</sup>). Of particular relevance to the recommendations of the *Ad Hoc* Committee were the changes effected in the presentation of section 3 under which provision is made for the salaries and wages of established personnel, temporary staff, experts and consultants, *ad hoc* expert groups, and overtime and night differential payments in respect of all United Nations offices and departments except those provided for individually in separate sections of the budget, e.g., the Office of the United Nations High Commissioner for Refugees, the International Court of Justice, UNCTAD and UNIDO. In earlier budget documents, the estimates under section 3 had been presented principally on an object-of-expenditure basis. In the 1968 estimates an attempt was made in a special appendix to the section to present these requirements in a more informative manner by distributing them by major organizational units within the Secretariat. This made it possible to discern the proportion of the total funds sought under each chapter which was to be allocated to each main department and office and, within the larger departments, how much was to be allocated on a divisional basis. In the 1969 budget estimates more detailed information will be provided on the major activities of the Department of Economic and Social Affairs, including the secretariats of the regional economic commissions and the United Nations Economic and Social Office in Beirut. In addition to the manning table for each major unit under section 3 of the budget, the Secretary-General intends to include a brief description of programme objectives and major activities accompanied by a table listing projects in progress in 1968 and planned for 1969 together with the man-months required for their implementation.

#### b. Longer-term planning

The proclamation of the 1960s as the United Nations Development Decade constituted a strong push towards the formulation of longer-term programmes. The preparations for a Second United Nations Development Decade, including the need to formulate a strategy for development, have also stimulated longer-term planning. The Secretary-General hopes that within the framework of a development strategy it will be possible to prepare longer-term work programmes that involve the work undertaken in various units.

The reports of the Secretary-General on the work programme in the economic, social and human rights fields should also serve as a tool to assist in longer-term planning. The Committee for Programme and Co-ordination and the other subsidiary organs of the Economic and Social Council, using these and other reports prepared by the Secretariat, have made progress in the direction of longer-term planning in a number of areas. As the Secretary-General indicated in the report (E/4391, paras. 13-18) to the Council at its forty-third session, progress has been made in the formulation of longer-term programmes in the fields of population, social development, statistics and development planning, projects and policies. Following up on this report, at its forty-third session the Council, in resolution 1264 (XLIII), of 3 August 1967, requested its subsidiary bodies, where they had not done so already and with the assistance of the appropriate Secretariat units, to draw up long-range programmes of work containing clear indications of priority among the various projects. Since that session the Committee on Housing, Building and Planning, the Population Commission, the Statistical Commission, the Commission on Human Rights, the Commission on the Status of Women, and the Commission for Social Development have taken action in response to this resolution, and the Council will be considering

their reports at its forty-fourth session. At its forty-fifth and subsequent sessions the Council will have before it reports of other subsidiary organs on action they have taken under resolution 1264 (XLIII).

Despite the above progress in long-term planning, it must be recalled that there are limitations to the possibility of applying it; indeed, certain developments in the United Nations militate against it. Member States are aware of the increasing stress on operational activities in the economic and social fields. Such activities are undertaken only in response to the needs and requests of Governments. While it may be desirable that government requests be planned over a long period, this does not in fact always occur. A considerable volume of the technical co-operation activities of the United Nations do not fit into any long-term pattern, and the corresponding substantive support is accordingly difficult to plan.

The recent introduction of project budgeting and continuous programming for the Technical Assistance component of the UNDP may help in dealing with this problem. The advent of technical assistance programming missions might also contribute in this regard. Certain areas of concentration for Special Fund projects were discussed by the UNDP Administrator in his study of future needs for pre-investment activity in relation to the administrative capacity of the United Nations system to programme and implement such activities, for the fifth session of the UNDP Governing Council (DP/L.57,<sup>c</sup> paras. 34-68). Through all of these approaches, the identification of substantive fields likely to be emphasized in future technical co-operation activities contributes to the possibility of planning substantive support over a longer period.

#### c. Reconciliation of programmes and resources

The *Ad Hoc* Committee recognized the disparity between economic and social needs and the resources that Member States were able to provide to meet these needs, and saw long-term planning as a necessity in this circumstance. The Secretary-General, the Economic and Social Council and the General Assembly itself have all recently been making efforts aimed at the reconciliation of programmes and resources. At the committee level, the Secretary-General attaches great importance to increasing co-operation and collaboration between the Advisory Committee on Administrative and Budgetary Questions and the Economic and Social Council and the Committee for Programme and Co-ordination. While the Economic and Social Council, in resolution 1275 (XLIII) adopted at its summer session in 1967, noted that only limited progress has been made in developing an integrated approach to the work programme and budget of the Organization, useful exchanges between the bodies concerned have already taken place on several occasions and the Secretary-General hopes that in the future there will be increasing consistency and more effective co-ordination between these bodies. For further progress in this respect, it is particularly important to properly co-ordinate the meeting schedules of the Advisory Committee and the Committee for Programme and Co-ordination in order to make it possible for the latter to have before it financial as well as programme data for the next year when it considers the Secretary-General's work programme proposals.

At the Secretariat level the establishment in 1967 in the Department of Economic and Social Affairs of the post of Special Adviser for Departmental Programme Planning was aimed at relating the functions of the budget preparation and programme formulation more closely. The Special Adviser's tasks include planning and review of the various programmes entrusted to the Department. A further measure to bring the functions of budget preparation and programme formulation closely together was the establishment of a review group composed of senior members of the Department of Economic and Social Affairs and the Office of the Controller to assist and advise the Under-Secretary-General for Economic and Social Affairs in formulating the Department's budget submission for 1969. The group has examined in detail the budgetary requests of the major organizational units in the Department, including the secretariats of the regional economic commissions and the United Nations Economic and Social Office in Beirut, to aid in bringing work programmes and financial resources into closer

<sup>a</sup> Official Records of the General Assembly, Twenty-second Session, Supplement No. 7 and errata.

<sup>b</sup> *Ibid*, Supplement No. 5 and erratum.

<sup>c</sup> Mimeographed document.

relationship. The adoption by the General Assembly of resolution 2370 (XXII), of 19 December 1967, should also serve as a further aid in the reconciliation of programmes and resources.

#### d. Conclusions

The implementation of the various items under recommendation 29 of the *Ad Hoc* Committee has been taken in hand by the Secretariat and the bodies concerned, but it must be recognized that the introduction of the system of long-term planning, of programme formulation and of budget presentation envisaged by the *Ad Hoc* Committee is a complex and time-consuming process. It calls for a high degree of sophistication and requires many changes of attitudes and methods of management as well as adjustments in the relations between various inter-governmental and advisory bodies. It will require increasing collaboration between the Department of Economic and Social Affairs, UNCTAD and UNIDO at both the secretariat and the inter-governmental level. Operational programmes will have to be taken increasingly into account.

To assist the Economic and Social Council and the Committee for Programme and Co-ordination to develop their own processes to carry out a system of long-term planning and programme formulation, the Secretary-General will submit to them at an appropriate time suggestions for their role in implementing General Assembly resolution 2370 (XXII). A number of problems may still remain. Some of these, such as the difficulty of reconciling the principle of country requests with the desirability of long-term planning of technical co-operation programmes, were included by the Enlarged Committee for Programme and Co-ordination in a list of topics (E/4435/Rev.1,<sup>a</sup> paras. 24-26) which that Committee proposes to examine at its second session in September 1968.

Progress in implementing the various items under recommendation 29 of the *Ad Hoc* Committee will need to be considered in the light of the requirements for a phased and orderly approach towards its objectives.

#### Recommendation 30\*

The three items under this recommendation may refer to the evaluation of both substantive and technical co-operation activities or to the latter alone. As regards the former type of evaluation, the Secretary-General, in his report on the implementation of the *Ad Hoc* Committee's recommendations to the Economic and Social Council at its forty-third session (E/4391<sup>b</sup>), reported that the Council's Committee for Programme and Co-ordination had been undertaking a variety of tasks in this field. In its resolution 1264 (XLIII), the Council noted with satisfaction the first measures taken by the Secretary-General and indicated that it had given effect to the recommendations of the *Ad Hoc* Committee concerning evaluation methods.

At its first session the Enlarged Committee for Programme and Co-ordination included a review and assessment of evaluation procedures and arrangements in the field, at Headquarters and in the regions among the topics which it listed for future consideration (E/4435/Rev.1,<sup>a</sup> para. 24).

Regarding the evaluation of operational activities, the Secretary-General reported to the Council at its forty-third session (E/4312,<sup>c</sup> para. 8) on some organizational improvements that had been made with a view to increasing the effectiveness of the United Nations technical co-operation programme and to formulate better methods both for the programming and the execution of these activities. Special emphasis has been placed in these arrangements on follow-up of projects and their evaluation.

In its resolution 1263 (XLIII), of 3 August 1967, the Council noted the plans made by the Secretary-General and requested the Secretary-General to submit a report on the new arrangements for the Office of Technical Co-operation to the forty-fifth session. At its forty-fifth session the Council will also have before it a report by ACC on the work of the Inter-Agency Study Group on Evaluation.

\* See below "Additional information".

<sup>a</sup> *Official Records of the Economic and Social Council, Forty-third Session, Supplement No. 10.*

<sup>b</sup> *Ibid., Forty-third Session, Annexes, agenda item 19.*

<sup>c</sup> *Ibid.*, agenda items 12 and 17(h).

#### Recommendation 31

The two items under this recommendation deal essentially with the development of common evaluation methods for the United Nations family of organizations and for the co-ordination of evaluation arrangements. As mentioned under recommendation 30 above, a report on the work of the Inter-Agency Study Group on Evaluation will be presented by ACC to the forty-fifth session of the Economic and Social Council. It will include information on various aspects of this question including progress made towards establishing standard definitions for terms used in connexion with evaluation.

Two additional missions to evaluate the impact of technical assistance programmes were undertaken early in 1968 in Iraq and Ecuador respectively. The missions' terms of reference (E/4312,<sup>c</sup> annex) covered projects under the Technical Assistance and Special Fund components of the UNDP, project under the regular technical assistance programmes of agencies participating in the technical assistance component of UNDP World Food Programme assistance, advisory services rendered by the United Nations regional economic commissions and UNICEF assistance. The reports of these missions will be before the Council at its summer session in 1969.

#### I. CO-ORDINATION

#### Recommendation 32

The Advisory Committee on Administrative and Budgetary Questions, at its autumn session each year, reviews the administrative budgets of the specialized agencies and IAEA and submits its observations and recommendations to the General Assembly at its regular sessions in the autumn of each year. The practice of the General Assembly has been to adopt a resolution in which it takes note of the Advisory Committee's report, and requests the Secretary-General to refer to the executive heads of the specialized agencies the observations of the Committee on their administrative budgets.

#### Recommendations 33 and 34

##### (a) *Advisory Committee on Administrative and Budgetary Questions*

It is the practice of the Advisory Committee to forward to the President of the Economic and Social Council for the information of the Council at its summer session each year extract of those observations and recommendations contained in the Committee's annual report to the General Assembly on the Secretary-General's budget estimates, which might be of direct interest to the Council and/or its subsidiary bodies. Additionally, in its annual report to the General Assembly on administrative and budgetary co-ordination of the United Nations with the specialized agencies and IAEA, the Advisory Committee submits observations and recommendations on matters of inter-organization administrative co-ordination. In recent years the Advisory Committee has dealt, *inter alia*, with the central machinery for co-ordination, working capital funds, electronic data-processing equipment, the common system, programme co-operation and co-ordination, scales of assessments, form of budget presentation, etc. The Advisory Committee will continue to follow closely and report to the General Assembly on these and such other subjects as it considers to be of importance to the United Nations family of organizations.

##### (b) *Economic and Social Council*

As the Secretary-General reported to the Economic and Social Council at its forty-third session (E/4391,<sup>b</sup> para. 26) this recommendation of the *Ad Hoc* Committee would appear to be met to a large extent as one outcome of the Council's review and reappraisal of its role and functions. The Council has decided to select, in advance of each summer session, several items that it would like to consider in depth. These questions may have both substantive and co-ordination aspects, as is the case in respect of the issues selected for the Council's forty-fifth session, namely, "Population and its relation to economic and social development" and the "United Nations Development Decade". In its resolution 1264 (XLIII), the Council indicated that it had given effect to this recommendation of the *Ad Hoc* Committee. In resolution 1277 B (XLIII), of 4 August 1967

<sup>c</sup> *Ibid., Forty-third Session, Annexes, agenda item 19.*

the Council invited the specialized agencies concerned and ACC to give fuller treatment to the following five subjects in their reports for 1968: agricultural education; population problems; vocational training in connexion with industrialization; oceanographic activities; and statistical research and publications. This treatment will make it possible for the Council to concentrate on certain co-ordination issues.

One recent issue that might fall within the terms of recommendation 34 is the reconciliation of the United Nations work programme in the economic, social and human rights fields with the Organization's budgetary resources. This subject is discussed under recommendation 29 above.

The Committee for Programme and Co-ordination has helped the Council to identify vital issues by reviewing and preparing co-ordination topics coming before the Council at its annual summer session. The Enlarged Committee for Programme and Co-ordination has also identified a series of issues for subsequent consideration (E/4435 Rev.1,<sup>u</sup> paras. 24 and 25).

#### Recommendation 35

In following up the *Ad Hoc* Committee's recommendation the Advisory Committee on Administrative and Budgetary Questions consulted with the executive heads of the specialized agencies and IAEA early in 1967. As a result of these consultations the Advisory Committee visited the Paris headquarters of UNESCO during the period 29 June to 11 July 1967. The Advisory Committee's review of the administrative and management procedures of UNESCO is contained in a report (A/6905<sup>v</sup>) to the General Assembly at its twenty-second session.

In presenting its report to the General Assembly, the Advisory Committee pointed out that its review of UNESCO constituted the first of a series and that it intended to keep the techniques and procedures used under review and to adapt them as necessary to the circumstances of each inquiry. The Advisory Committee stated its intention, following similar reviews of other specialized agencies, to submit an over-all report of a general character on administrative and management procedures, with special reference to co-operation and co-ordination between the United Nations family of agencies, and to recommending the application of more consistent standards and approaches to common problems as called for by the *Ad Hoc* Committee.

As regards the follow-up action for 1968, the Advisory Committee has accepted the invitation of the Director-General of FAO to visit that agency's headquarters in Rome during the latter half of May 1968. Additionally, the Advisory Committee is giving attention to its workload schedule for subsequent years in the hope that it will be possible for the Committee to visit the headquarters of one or more agencies in a given year, so that the completion of the reviews recommended by the *Ad Hoc* Committee may not be unduly protracted.

#### Recommendation 36

As ACC reported to the Economic and Social Council at its forty-third session (E/4337,<sup>w</sup> paras. 20-26), it has confirmed the authorization given to its Preparatory Committee to dispose of all current inter-agency business not requiring specific consideration and decision by the executive heads themselves. The appointment in 1967 of an Under-Secretary (now Assistant Secretary-General) for Inter-Agency Affairs represents a further step in the direction envisaged by the *Ad Hoc* Committee.

#### Recommendation 37

The objectives of this recommendation have been increasingly recognized, and steps taken to achieve them, by the Administrator and the Governing Council of UNDP, the executing and participating agencies and the Economic and Social Council. The focal point for the co-ordination and harmonization of the activities of the various agencies in the field is the Resident Representative and there has been a steady strengthening of his role in this regard.

The "ten ACC principles" which, since 1961, have governed co-ordination in the field were reviewed in 1967 and ACC agreed upon a revised statement of principles (E/4336,<sup>x</sup> paras. 8-9). The statement assigned a strong role to the Resident Representative and provided for effective mutual information between the organizations and the UNDP through the Resident Representative on all activities, current as well as those which were being planned in the countries and areas concerned.

At its forty-third session in 1967 the Economic and Social Council, having considered the revised ACC principles, *inter alia* affirmed—in its resolution 1262 (XLIII) of 3 August 1967—that the Resident Representatives should be fully informed, and should keep themselves informed, of all United Nations development activities in their areas. The Council also invited the organizations to co-operate whole-heartedly with the Resident Representatives; and in particular to consult them upon the planning and development of projects for which these organizations are responsible in the countries concerned, to supply them with reports on these projects and to facilitate visits to them by Resident Representatives.

In addition to the steps taken through ACC to obtain better co-ordination at the field level, the Administrator of UNDP has concluded an agreement with the Director-General of FAO under which the functions of the country representatives of FAO would be integrated within the UNDP field offices through the assignment of agricultural advisers in the offices of Resident Representatives. This agreement has been implemented in about twelve countries and eight more will be covered before the end of 1968. A similar agreement for the appointment of industrial development advisers in offices of Resident Representatives has been concluded between the Administrator and the Executive Director of UNIDO and is now being implemented.

The Governing Council of UNDP has endorsed these agreements and has authorized the Administrator to pursue or initiate negotiations for similar agreements with other organizations as appropriate. The Council has further authorized the Administrator to include the necessary financial provisions in the UNDP administrative and programme support services budget for 1969 and succeeding years (see E/4451,<sup>y</sup> paras. 260-267).

#### Recommendation 38

The Economic and Social Council acted upon items (i) and (ii) of this recommendation at the end of 1966. By resolution 1187 (XLI) of 17 November 1966, the Council decided that the reconstituted Committee for Programme and Co-ordination should consist of member States—and not experts. However, member States were asked to indicate before the elections took place the government expert they planned to designate to serve on the Committee. The Committee held its first session in 1967, and its second session is scheduled to begin in April 1968.

As regards items (iii), (iv) and (v) of the recommendation, the Committee meets for two weeks before the annual summer session of the Economic and Social Council to consider co-ordination matters and for two weeks before regular sessions of the General Assembly, to consider the wider tasks entrusted to it by the General Assembly in resolution 2188 (XXI) of 13 December 1966. When it meets for the latter purpose, it is enlarged by five members named by the President of the General Assembly. Many of the specialized agencies and IAEA have been represented regularly at these meetings, and their representatives have participated actively in the discussion of matters of concern to them.

As regards the implementation of item (vi) of the recommendation, ACC held joint meetings with the Committee for Programme and Co-ordination, together with the President and Vice-President of the Economic and Social Council in 1966 and 1967, and further joint meetings are scheduled for July 1968. The Chairman of the Advisory Committee on Administrative and Budgetary Questions has attended meetings of the Committee for Programme and Co-ordination as well as joint

<sup>u</sup> *Ibid.*, Forty-third Session, Supplement No. 10.

<sup>v</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 80.

<sup>w</sup> See *Official Records of the Economic and Social Council, Forty-third Session, Annexes*, agenda item 17.

<sup>x</sup> *Ibid.*, agenda items 12 and 17(h).

<sup>y</sup> *Ibid.*, Forty-fifth Session, Supplement No. 6.

meetings of ACC and the Committee for Programme and Co-ordination.

**Recommendation 39**

See main part of the report (A/7124, paras. 8-10).

J. CONFERENCES, MEETINGS AND DOCUMENTATION

**Recommendation 40\***

The establishment of a pattern of conferences and meetings which is commensurate with, and allows the best utilization of, available staff and facilities has been under active consideration by the General Assembly for many years. On a number of occasions in the more recent past the Secretary-General has warned the Assembly that the total programme has reached unmanageable proportions which are straining the capacity of the Secretariat to provide proper services to meetings and of Member States to fully benefit from the proceedings. Since 1951, the Assembly has adopted a successive series of resolutions—resolutions 1202 (XII) of 13 December 1957, 1851 (XVII) of 19 December 1962, 1987 (XVIII) of 17 December 1963 and 2116 (XX) of 21 December 1965—in which it established a pattern of meetings for a stated number of years, based on certain general principles. Since 1958, the Secretary-General has been required to submit each year a detailed programme for the succeeding year, which has been approved by the Assembly and to which, as a general rule, no exceptions have been permitted. At intervals, the Assembly, in the resolutions referred to above, has invited all organs of the United Nations, as well as the specialized agencies, to review their working methods and the frequency and length of sessions. In its resolution 1987 (XVIII), the Assembly requested the Economic and Social Council, in particular, to undertake in 1964 a study of the optimum frequency for the sessions of its functional commissions, committees and other subsidiary bodies, as well as the possibility of either integrating or eliminating those of the subsidiary bodies whose terms of reference might overlap. The Council was unable to reach any agreement regarding an increase in the number of its subsidiary organs meeting on a biennial basis only. In his related report (A/5867,<sup>2</sup> para. 47) to the General Assembly at its twentieth session, the Secretary-General observed that the success of any efforts to establish a more rational meetings programme, *inter alia* by a reduction in the frequency and/or duration of sessions, depended on Member States themselves and on their delegations in the Main Committees of the General Assembly and in the Councils.

In its resolution 2116 (XX), the General Assembly urged all organs of the United Nations and the specialized agencies "to review . . . the frequency and length of sessions, . . . the growing volume of meetings, the resulting strain on available resources and the difficulty of ensuring the effective participation of members". In connexion with the review and reappraisal of its functions, the Economic and Social Council in its resolution 1156 (XLI), of 5 August 1966, decided that beginning in 1968 the Commission on Narcotic Drugs and the Committee on Housing, Building and Planning, would meet biennially. As a result, three functional commissions—the Statistical Commission, the Population Commission and the Commission on Narcotic Drugs—currently meet every other year, and three other functional commissions—the Commission for Social Development, the Commission on Human Rights and the Commission on the Status of Women—and one sub-commission—Sub-Commission on Prevention of Discrimination and Protection of Minorities—meet on an annual basis.

Subsequently, with reference to the recommendations of the *Ad Hoc* Committee in its second report, the Economic and Social Council, in its resolution 1264 (XLIII), of 3 August 1967, *inter alia*, requested its subsidiary bodies to review: their methods of work and calendar of conferences with a view to reducing the total meeting time; and the terms of reference of their own subsidiary bodies with a view to rationalization. All subsidiary bodies were requested to include a special item to this effect on the agenda of their next session and to report to

the Council on the action taken. These reports will be considered by the Council at its forty-fourth and subsequent sessions

Furthermore, in connexion with its consideration of the calendar of conferences at its forty-third session, the Economic and Social Council decided at its 1507th plenary meeting, held on 4 August 1967,

"(a) To call the particular attention of its subsidiary organs to General Assembly resolution 2116 (XX) of 21 December 1965 on pattern of conferences and to the recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies and to express the grave concern that the Council felt at the tendency on the part of some of its subsidiary organs to seek even longer sessions and at the same time to increase the number of their own subsidiary bodies;

"(b) to request the Secretary-General to assist the subsidiary organs in reviewing their programmes in an endeavour to reduce the length of their sessions by a week or more."

In its resolution 2361 (XXII) of 19 December 1967 on the calendar of meetings and conferences for 1968, the General Assembly endorsed Economic and Social Council resolution 1264 (XLIII) and requested all other organs and subsidiary bodies of the United Nations to take the necessary steps to review their methods of work and calendar of conferences and meetings with a view to reducing the total meeting time.

**Recommendation 41**

Not addressed to the United Nations.

**Recommendation 42**

In accordance with the provisions of paragraph 3 of General Assembly resolution 1202 (XII) of 13 December 1957, the Secretary-General has submitted annually for the approval of the General Assembly a consolidated calendar of United Nations conferences and meetings. In terms of paragraph 4 of that resolution, the Assembly decided that, as a general rule, any meeting, other than an emergency meeting, not covered by the basic programme for a given year, should not be held during that year. At the same time, the Secretary-General, within a financial limit set annually in the resolution on unforeseen and extraordinary expenses, was authorized to decide when and where any body or *ad hoc* conference not covered by the basic programme should meet. In the event the decision of the Secretary-General was not accepted, it was provided that the final decision in the matter should be taken by the General Assembly at its next regular session.

In respect of 1968 and succeeding years, this arrangement has been included in a more comprehensive procedure involving the establishment by the General Assembly of a Committee or Conferences with specific responsibilities in respect of the meetings programme. The relevant resolution was General Assembly resolution 2239 (XXI) of 20 December 1966, which reads as follows:

"The General Assembly,

"Recalling its resolutions 1202 (XII) of 13 December 1957, 1851 (XVII) of 19 December 1962, 1987 (XVIII) of 17 December 1963 and 2116 (XX) of 21 December 1965,

"Recognizing that the unique forum provided to Member States by meetings and conferences is essential in furthering the work of the United Nations,

"Mindful of the concern expressed by Member States and the Secretary-General at the recent proliferation in the number of meetings, conferences and related documents,

"Convinced of the need to achieve a proper balance each year between the calendar of meetings and conferences desired by Member States and the resources, both human and material, available to the Organization for this purpose,

"Noting that, under the Charter of the United Nations, the Financial Regulations of the Organization and the rules of procedure of the General Assembly, final approval of the annual calendar of meetings and conferences rests with the General Assembly, and responsibility for the organization of the calendar rests with the Secretary-General in his capacity as chief administrative officer of the Organization,

"Bearing in mind the observations and recommendations of the *Ad Hoc* Committee of Experts to Examine the Finance

\* See below "Additional information".

<sup>2</sup> See *Official Records of the General Assembly, Twentieth Session, Annexes*, agenda item 78.



of the United Nations and the Specialized Agencies contained in chapter IX of its second report [A/6343], subsequently approved by the General Assembly in resolution 2150 (XXI) of 4 November 1966,

"*Bearing in mind also* the fact that the Special Committee on Co-ordination of the Economic and Social Council has suggested in its report [E/4215\*\*] the establishment of a committee of the General Assembly to deal with the calendar of meetings, and that this proposal has been endorsed by both the Advisory Committee on Administrative and Budgetary Questions and the Secretary-General,

"1. *Decides* to establish, on an experimental basis subject to review by the General Assembly at its twenty-fourth session, a Committee on Conferences, consisting of fifteen Member States;

"2. *Decides further* that this Committee shall have the following functions:

"(a) To submit to the General Assembly at each regular session a calendar of meetings and conferences for the following year for the competent organs of the United Nations, including the subsidiary organs of the General Assembly;

"(b) To undertake such other tasks in this general field as may be requested by the General Assembly;

"3. *Requests* the President of the General Assembly to designate the Member States, on the basis of broad equitable geographical distribution, to serve on the Committee for three years;

"4. *Requests* the members of the Committee to nominate representatives with wide experience in the work of the United Nations;

"5. *Requests* the Secretary-General:

"(a) To consult with the other members of the Administrative Committee on Co-ordination, in accordance with the recommendation in chapter IX of the second report of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies, and to draw up in August of each year, for submission to the General Assembly, in his capacity as Chairman of the Administrative Committee on Co-ordination, the provisional calendar of meetings and conferences planned by the entire United Nations family of organizations for the two following calendar years;

"(b) To prepare at the same time, in his capacity as chief administrative officer of the United Nations, a complete statement of the existing resources and of the additional resources which would be required for the proposed schedule of meetings and conferences of the Organization for the two following calendar years;

"(c) To transmit this material, together with an indication of any difficulties foreseen in reconciling the resources available and the proposed schedule, to the Advisory Committee on Administrative and Budgetary Questions and to the Committee on Conferences;

"6. *Invites* the Advisory Committee on Administrative and Budgetary Questions to examine, early in its autumn session, the material provided by the Secretary-General and to forward its comments to the Committee on Conferences;

"7. *Requests* the Committee on Conferences to meet as necessary to perform its functions, and:

"(a) Early in the regular session of the General Assembly, to review the information submitted to it and formulate recommendations on proposals for new meetings and conferences under consideration by the Assembly, for transmission to the appropriate Main Committee;

"(b) In the course of the regular session, to examine any further proposals for new meetings and conferences and submit its recommendations to the Main Committee concerned;

"(c) In the closing stages of the regular session, and in consultation with the Chairmen of the principal organs and of the Main Committees, to draw up the calendar of United Nations meetings and conferences for the following year, with recommendations concerning the schedule for the succeeding

year, and to transmit this calendar to the General Assembly for final approval;

"8. *Requests* that the action required in sub-paragraphs 7 (b) and (c) above be taken in sufficient time to enable the Secretary-General, and in turn the Advisory Committee on Administrative and Budgetary Questions and the Fifth Committee, to recommend the inclusion of funds for carrying out the approved calendar in the regular budget estimates for the following year;

"9. *Recommends* that all competent organs of the United Nations, including subsidiary organs of the General Assembly, should bear in mind that proposals involving new meetings and conferences would be subject to the recommendations of the Committee on Conferences and to final approval by the Assembly;

"10. *Invites* the Secretary-General of the United Nations and the executive heads of the specialized agencies and of the International Atomic Energy Agency to give the Committee on Conferences whatever assistance it may require in discharging its responsibilities."

The Committee on Conferences began its work in 1967 during the twenty-second session of the General Assembly. It was provided by the Secretary-General with information on the pattern of conferences and on the calendar of conferences and meetings planned by the entire United Nations family of organizations for 1968 and 1969, together with the comments of the Advisory Committee on Administrative and Budgetary Questions. The report of the Committee on Conferences (A/6991/Rev.1<sup>bb</sup>) contained, for the approval of the General Assembly, a calendar of United Nations conferences and meetings for 1968, and, for information, a provisional calendar of conferences and meetings of the principal organs of the specialized agencies for the same year. As it indicated in its report, the Committee was primarily concerned at its first session to acquaint itself with the dimensions of the problem; it has now resumed its work and will submit a further report to the General Assembly at its twenty-third session.

#### **Recommendation 43**

The United Nations budget in its present form does not contain any single provision to cover all expenditures directly attributable to conferences and meetings, with the exception of special meetings and conferences under section 2. The costs of the regular conference servicing activity are distributed amongst the various object of expenditure sections: section 3 (Salaries and wages), section 4 (Common staff costs), section 5 (Travel of staff), section 6 (Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; Hospitality), section 8 (Permanent equipment), section 9 (Maintenance, operation and rental of premises), section 10 (General expenses) and section 11 (Printing). A conference services element is also included in certain sections which are presented on a functional basis, rather than by object of expenditure: section 19 (International Court of Justice), section 20 (United Nations Conference on Trade and Development) and section 21 (United Nations Industrial Development Organization). Where feasible and appropriate, the text under these various sections clearly indicates the relevant share of costs attributable to conference-servicing activity, i.e., a separate presentation under section 3 of the requirements of the Department of Conference Services at Headquarters.

In annex I to the budget estimates for the financial year 1968 (A/6705<sup>cc</sup>) a distribution is given of estimates requirements for 1966, 1967 and 1968, by main field of activity and programme. Column 14 of table A of the annex isolates and distributes the requirements of conference services. Also relevant is column 8 which distributes the requirements for special meetings and conferences.

The Committee on Conferences, referred to above under recommendation 42, has indicated, in paragraph 24 of its report (A/6991/Rev.1) to the General Assembly at its twenty-second session, that this type of information would enable it to undertake a more meaningful study of the calendar of conferences and

\*\* See *Official Records of the Economic and Social Council, Forty-first Session, Annexes*, agenda item 3.

<sup>bb</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 75.

<sup>cc</sup> *Ibid.*, *Twenty-second Session, Supplement No. 5.*

meetings for future years. Should the data provided in the budget document prove to be too concise for the Committee's purposes, it will be possible to provide the information to it in greater detail.

#### Recommendation 44

In accordance with this recommendation, the Secretary-General submitted a note to the Committee on Conferences in the course of the twenty-second session of the General Assembly. The observations of the Committee on Conferences are contained in paragraphs 26 to 34 of its report (*ibid.*). In effect, the Committee agreed that it was not yet in a position to come to a final conclusion on the matter of defining "major special conferences" and proposed to make every effort to do so in 1968 on the basis of further study.

#### Recommendation 45

On 20 December 1966, at its twenty-first session, the General Assembly adopted resolution 2247 (XXI) which read as follows:

"The General Assembly,

"Taking into account the budget estimates for the financial year 1967 [A/6305<sup>da</sup>] and the sixth report [A/6307<sup>ee</sup>] of the Advisory Committee on Administrative and Budgetary Questions to the General Assembly at its twenty-first session,

"Bearing in mind the second report [A/6343] of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies,

"1. Requests the Secretary-General, in accordance with the recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies and of the Advisory Committee on Administrative and Budgetary Questions, to instruct the Publications Board:

"(a) To review the present practice of preparation and publication of Official Records and Supplements and Annexes of all organs of the United Nations, with the aim of determining whether any economy can be achieved;

"(b) To review the publications programme in order to ascertain whether publications, studies and reports are prepared in accordance with pertinent resolutions of the General Assembly and other policy-making bodies, as well as to determine whether any publication may have lost its usefulness or become redundant;

"(c) To study the documentation of the Organization with a view to suggesting possible ways and means of achieving possible economy both in extent and cost;

"(d) To harmonize the publication programme of the United Nations with those of the specialized agencies and the International Atomic Energy Agency, with a view to eliminating possible duplication;

"2. Requests the Secretary-General:

"(a) To submit to the Advisory Committee on Administrative and Budgetary Questions at its summer session, on the basis of the above-mentioned studies by the Publications Board, a preliminary report containing such suggestions and recommendations as may be appropriate for the elimination, consolidation or reduction in frequency of various publications;

"(b) To report to the General Assembly at its twenty-second session;

"3. Asks the Secretary-General to ensure, in the spirit of paragraph 3 of section I of Economic and Social Council resolution 1090 E (XXXIX) of 31 July 1965, that documents submitted to the United Nations organs should be available to the Member States in sufficient time and simultaneously in the working languages envisaged by various internal regulations."

At its twenty-second session, the Assembly considered the report (A/6675<sup>ff</sup>) submitted to it by the Secretary-General in response to this resolution, as well as the related report (A/6872<sup>ff</sup>) of the Advisory Committee on Administrative and

Budgetary Questions. The Assembly's conclusions were contained in its resolution 2292 (XXII) of 8 December 1966 which reads as follows:

"The General Assembly,

"Recalling its resolution 1272 (XIII) of 14 November 1950 on the control and limitation of documentation,

"Reiterating its concern at the growing volume of the documentation of the United Nations,

"Having considered the report of the Secretary-General [A/6675<sup>ff</sup>], submitted pursuant to its resolution 2247 (XXI) of 20 December 1966, and the report of the Advisory Committee on Administrative and Budgetary Questions [A/6872<sup>ff</sup>] thereon,

"Noting the necessity of completing the measures already taken to implement paragraph 3 of resolution 2247 (XXI) relating to the publication of documents simultaneously in their respective working languages,

"1. Approves the recommendations of the Secretary-General set out in paragraph 51 of his report and endorses in paragraph 8 of the report of the Advisory Committee on Administrative and Budgetary Questions, which are reproduced in the annex to the present resolution;

"2. Requests the Secretary-General:

"(a) To prepare a standard, concise document setting forth the policies laid down by the General Assembly regarding the control and limitation of documentation, including the provisions approved in paragraph 1 above, the cost of producing documents, and such other information as might be pertinent

"(b) To present the document referred to in sub-paragraph (a) above to members prior to each session of a council board, commission, committee or other body;

"3. Urges the representatives of Member States and all other members of commissions, committees and other bodies to co-operate fully in carrying out the policies laid down by the General Assembly in this respect;

"4. Requests the Secretary-General to take all measures to ensure a more effective presentation and communication of the documents in due time and simultaneously in the working languages, as envisaged in the different regulations of the organs of the United Nations;

"5. Requests the Secretary-General to ensure that no effort is spared within the Secretariat to carry out the recommendations contained in his report, including those in paragraphs 4 and 50 thereof, which fall within the competence of the Secretariat;

"6. Further requests the Secretary-General, in his capacity as Chairman of the Administrative Committee on Coordination, to pursue through that Committee the harmonization of the publications programmes of the member organizations of the United Nations system, as set out in paragraph 49 (b) of his report and paragraph 5 of the report of the Advisory Committee on Administrative and Budgetary Questions;

"7. Invites the specialized agencies and the International Atomic Energy Agency to examine the extent to which their requirements for the publication of legislative material in their respective fields may be reduced by the availability of this material in the *Treaty Series* and other legislative series published by the United Nations;

"8. Requests the Secretary-General to report to the General Assembly not later than at its twenty-fourth session on the implementation of the present resolution and to submit an complementary recommendation that would be appropriate."

The Secretary-General has taken steps to bring the provisions of this resolution to the attention of all United Nations bodies; those involving the other organizations in the United Nations system will be presented to ACC at its April 1967 session. Pending a report to the General Assembly in due course, the Advisory Committee on Administrative and Budgetary Questions will be kept informed of the practical results of these endeavours.

#### Recommendation 46

Not addressed to executive heads.

#### Recommendation 47

See above observations on recommendation 42.

<sup>da</sup> *Ibid.*, Twenty-first Session, Supplement No. 5.

<sup>ee</sup> *Ibid.*, Supplement No. 7.

<sup>ff</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 81.



**Recommendations 48 and 49**

In the budget estimates for the financial year 1968 (A/6705<sup>88</sup>), additional requirements for conference servicing were confined to those considered inescapable irrespective of any measures which might be taken in due course to alleviate the steadily mounting workload engendered by the conference and publications programmes at their current levels. This position cannot be maintained in the future, unless a significant improvement in these conditions can be brought about.

**Recommendation 50**

See above observations on recommendation 42.

## K. LOCATION OF SERVICES OF THE UNITED NATIONS

**Recommendation 51**

The problem of inadequate office space has recently become an acute one, not only at United Nations Headquarters in New York, but in the Palais des Nations at Geneva and at the headquarters of ECAFE, ECLA and ECA. In New York and Geneva it has been necessary for some time to have recourse to the rental of outside office accommodation. In these circumstances, ways and means of alleviating the situation at the various locations are kept under continuous review. Among the measures which could be taken, the possibility of the transfer of certain units away from their present location has been examined, but has been found quite limited and unlikely to alleviate the situation to any appreciable extent.

## L. ADMINISTRATIVE COSTS OF EXTRA-BUDGETARY PROGRAMMES

**Recommendation 52**

The question of reimbursement of overhead costs to the executing agencies for administering both the Expanded Programme of Technical Assistance and Special Fund programmes was reviewed by the Advisory Committee on Administrative and Budgetary Questions in 1964. In recommending an upward adjustment in the level of reimbursement of such costs, effective in 1965 (A/5842,<sup>89</sup> para. 41), the Advisory Committee proposed that the measures recommended be reviewed by the Advisory Committee after not more than five years. The Committee is following closely the question of overhead costs in the light of the discussions held during the fifth session of the Governing Council of the United Nations Development Programme (see E/4451,<sup>90</sup> paras. 27 and 243) and the information to be provided to the Governing Council at its sixth session on 6 June 1968.

**Additional information**

[A/7124/Add.1]

**Recommendation 1**

As a step in following up General Assembly resolution 2370 (XXII) the Committee for Programme and Co-ordination recommended that the Economic and Social Council (E/4493/Rev.2,<sup>91</sup> para. 10) request the Secretariat to prepare for consideration at its first meeting in April 1969 programme projections for 1971 indicating: (a) broad areas of priorities derived from the resolutions of the policy-making organs of the United Nations among major fields of activities; and (b) the priorities within each programme distinguishing, for example, between energy, water resources, and mineral resources within the field of natural resources.

The detailed instructions issued in mid-August 1968 to Departments on the compilation of material for the preparation of the budget estimates for 1970 and the planning estimates for 1971, take into account the request of the Committee for Planning and Co-ordination referred to above. In as much as he drawing-up of programme projections for 1971 necessarily requires an analysis of programmes planned for implementa-

tion during 1970, the task of compiling the budget estimates for 1970 and the planning estimates for 1971 will be undertaken as a joint exercise. It is the intention that the material on programmes and related resource requirements for the two years should be made available early in 1969 to the programme-reviewing bodies, particularly the Committee for Programme and Co-ordination, the Trade and Development Board and the Industrial Development Board, in order that the planning estimates for 1971 be adjusted as necessary on the basis of the comments of these bodies on programme priorities before submission to the Advisory Committee on Administrative and Budgetary Questions and to the twenty-fourth session of the General Assembly.

**Recommendation 4**

In agreement with the various organizations involved, the Advisory Committee on Administrative and Budgetary Questions in July 1968 secured the services of a special outside consultant to study the question of a uniform budget layout. This consultant is expected to submit a preliminary report on his findings to the Advisory Committee at its autumn session.

**Recommendation 5**

The Economic and Social Council in August 1968 at its forty-fifth session considered the latest report (E/4501<sup>92</sup>) submitted by ACC providing a breakdown of expenditures by all organizations within the United Nations system in relation to programmes and other activities for the years 1966 to 1968. In document E/4501/Add.1,<sup>93</sup> ACC pointed out that one of the reasons why the report in document E/4501 could not give a very clear and comprehensive picture of over-all activities might be that any heading or sub-heading of an over-all summary which is broad enough to accommodate activities as diverse as those of the United Nations system must be so worded that it cannot give a clear picture of the specific activities of the separate organizations. Attached to E/4501/Add.1 were a number of alternative breakdowns provided by certain organizations which they felt gave a clearer picture of their activities. In this regard, ACC suggested to the Council that such separate breakdowns might provide enough information to show areas where a potential risk of overlapping existed and that, if those areas were pinpointed, a more detailed comparative analysis of those areas alone might be more useful than the very broad comparative analysis in E/4501. In conclusion, ACC stated that in any event it would be useful to have the comments of the Council on the matter with a view to determining what further changes could usefully be made in the form of the annual report.

After considering the ACC reports, the Council expressed the view that the headings, and the allocation of expenditures under each heading, needed to be reviewed in the light of the requirements of those bodies with responsibility for co-ordinating the activities of the United Nations system in the economic, social and human rights fields as a whole, and wished to respond to ACC's request for further guidance in this matter (E/4501, para. 8). In this connexion, the Council noted that the report on the general review which was being prepared for the Enlarged Committee for Programme and Co-ordination in response to General Assembly resolution 2188 (XXI), of 13 December 1966, would utilize the framework provided by ACC's report as the basis for the "clear and comprehensive picture" of these activities.

The Council, therefore, requested the Enlarged Committee, when it examined this report in September 1968, to consider the framework of headings and the activities appearing under each of these headings from the standpoint of the needs of coherent programme review and co-ordination, as well as the alternative layouts, and to submit its comments or recommendations thereon to the Council through the Committee for Programme and Co-ordination.

**Recommendation 6**

Essentially the same form of presentation as that used for the budget estimates for 1968 has been maintained for the financial year 1969 (A/7205<sup>94</sup>). However, in the main body of the

<sup>88</sup> *Ibid.*, Forty-fifth Session, Annexes, agenda item 23.

<sup>91</sup> *Official Records of the General Assembly, Twenty-third Session, Supplement No. 5 and erratum.*

<sup>89</sup> *Ibid.*, Twenty-second Session, Supplement No. 5 and erratum.

<sup>90</sup> Mimeographed document.

<sup>91</sup> *Official Records of the Economic and Social Council, Forty-fifth Session, Supplement No. 6.*

<sup>92</sup> *Ibid.*, Supplement No. 9.

text, under section 3, where the costs of established posts and other credits for 1969 are distributed by main office and department, considerably more information has been provided than was contained in the 1968 budget document as regards the work programmes to be undertaken and the resources required for their implementation, particularly with respect to the economic, social and human rights sectors. This additional information is designed to:

(a) Reflect the interrelationship between work programmes and other services to be rendered and the direct budgetary resources required for their implementation;

(b) Show the planned utilization of the total manpower both available and proposed so that Member States can discern more clearly the manner in which this manpower is allocated to the various work programmes; and

(c) Indicate wherever possible the extent to which resources available under the regular budget are supplemented where appropriate by resources financed from extra-budgetary funds.

As in previous budget documents since that for 1967, special information annexes were provided, the first of which distributed the total estimates by main field of activity as well as by object of expenditure, and the second indicated the origin, purposes, scope and source of financing of the extra-budgetary resources at the disposal of the United Nations for activities in the economic, social and related fields and identified the supporting services provided to these programmes by United Nations offices and departments. In the budget document for 1969 a new annex was added which summarized total United Nations expenditures incurred during 1967 and estimated for 1968 for economic, social and related programmes financed under the regular budget as well as from extra-budgetary sources.

#### Recommendation 8

In document A/7125,<sup>mm</sup> the Secretary-General submitted his report on the budget performance of the United Nations for the financial year 1967.

In his foreword to the budget estimates for 1968 (A/6705<sup>nn</sup>), the Secretary-General, in paragraph 9, in referring to the budget performance report (A/6666<sup>oo</sup>), which had been submitted in respect of the financial year 1966, expressed his belief that similar reports in the future would be of greater benefit to Member States if they were supplemented by an evaluation of accomplishments in regard to the work programme during the year in question, especially in the economic and social field. In its related report (A/6707,<sup>pp</sup> para. 49), the Advisory Committee on Administrative and Budgetary Questions expressed the view that a more detailed breakdown of expenditures under the various chapters and sub-chapters of budget sections would be useful. These objectives have been borne in mind in the preparation of the 1967 budget performance report.

In its report (A/7207,<sup>qq</sup> para. 44) on the Secretary-General's budget estimates for 1969, the Advisory Committee noted that the report relating to the financial year 1967 was a considerable improvement over the report covering the previous year. In addition to providing a comparison by section and chapter between appropriations, on the one hand, and expenditures and obligations on the other, it contained material explaining the reasons for the surplus or deficit. Under section 3, performance in the economic and social area was further analysed to indicate the manpower actually allocated to major projects as against what had been programmed, and information was provided in many instances as to the disposal of the projects. Similar material was also available for UNCTAD under section 20. The Advisory Committee trusted that UNIDO would be similarly covered in subsequent reports.

#### Recommendation 23

As of 31 August 1968, 85 per cent of the assessed contributions to the regular budget for 1967 had been received.

<sup>mm</sup> *Ibid.*, *Twenty-third Session, Annexes*, addendum to agenda item 72.

<sup>nn</sup> *Ibid.*, *Twenty-second Session, Supplement No. 5* and erratum.

<sup>oo</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 80.

<sup>pp</sup> *Ibid.*, *Twenty-second Session, Supplement No. 7* and errata.

<sup>qq</sup> *Ibid.*, *Twenty-third Session, Supplement No. 7*.

#### Recommendation 26

See main part of document (A/7124, para. 6).

#### Recommendation 29

Since the issuing of document A/7124, a number of developments have taken place with regard to the introduction of an integrated system of long-term planning, programme formulation and budget preparation in respect of activities in the economic, social and human rights fields. These developments result from the deliberations of the Committee for Programme and Co-ordination at its second session, the Economic and Social Council at its forty-fourth and forty-fifth sessions and the introduction of certain improvements in the processes of internal management.

In its resolution 1264 (XLIII), the Council had requested its subsidiary bodies, where they have not already done so, to draw up long-range programmes of work containing clear indication of priority among the various projects. At its forty-fourth session, the Council had the reports of its Committee on Housing Building and Planning, its Population Commission, its Statistical Commission, its Commission on Human Rights, its Commission on the Status of Women and its Commission for Social Development, and ECE, ECAFE and ECLA regarding the action they have taken on the subject. The item will be considered by ECA at its next session in February 1969, when it will have before it a programme of work and priorities for the biennium 1969-1970, with a projection to 1973.

At its forty-fourth and forty-fifth sessions, the Council considered the implementation of the recommendations of the *Ad Hoc* Committee. At both sessions, it had before it the Secretary-General's reports to the Council on the question (E/4460 and Add.1,<sup>rr</sup> E/4460/Add.2<sup>ss</sup>) and, at the forty-fifth session, it also had before it the Secretary-General's report to the General Assembly on the question (A/7124), the report of the Committee for Programme and Co-ordination (E/4493/Rev.2<sup>tt</sup>) and extracts (E/L.1225 and Add.1<sup>ss</sup>) from the report of the Advisory Committee on Administrative and Budgetary Questions to the General Assembly on the budget estimates for 1967 (A/7207).

In its report, the Committee for Programme and Co-ordination noted General Assembly resolution 2370 (XXII) and made a number of recommendations with regard to the establishment of priorities and long-term planning. It recommended that the Council request the Secretary-General to prepare for its first meeting in 1969 a short general survey indicating broad areas of priorities—derived from the resolutions of the policy-making organs of the United Nations—among major fields of activities and priorities within each programme, and draft programme projections for 1971. It further recommended that the Council request the functional commissions and other programme-formulating bodies, including the Trade Development Board and the Industrial Development Board to classify items of their work programme into three categories indicating work of high priority, work of priority, and work of lesser priority and that the Secretary-General prepare suggestions on the basis of which the appropriate bodies can undertake this classification. To fulfil its responsibilities in reviewing these priorities, the Committee recommended that all reports of the functional and regional economic commissions and other subsidiary organs—where the schedule of the meeting of these bodies and of the Committee permits—and report of special conferences and seminars be submitted to the Committee before they are referred to the Council to allow the consideration of new proposals and programme changes, including those proposed by the Secretary-General, from the standpoints of priorities in the work programme and of avoidance of duplication with the functions of the specialized agencies and other international organizations. The Committee proposed a revised format for fascicles on the work programme which would be reviewed in depth over a three-year

<sup>rr</sup> See *Official Records of the Economic and Social Council, Forty-fourth Session, Annexes*, agenda item 19.

<sup>ss</sup> Mimeographed document.

<sup>tt</sup> *Official Records of the Economic and Social Council, Forty-fifth Session, Supplement No. 9*.

period. The information to be provided in the fascicles will, among other things, describe briefly and in general terms the plans which the unit expects to carry out in the following two-, four- and six-year periods; include an account of any legislative authority more than five years old under which programmes are still being carried out, and, to the extent possible, an assessment of the work still required to fulfil the purposes of the legislative instrument and a recommendation concerning its continuation; and, show priorities for existing projects and new proposals.

In its resolution 1367 (XLV), of 2 August 1968, the Council approved the recommendations and proposals of the Committee for Programme and Co-ordination concerning its future role and conduct of its work in programme matters. In another action, in its resolution 1378 (XLV), of the same date, in long-range planning, it endorsed the plans of the Committee for Programme and Co-ordination to assist the Economic and Social Council and the General Assembly in the establishment of priorities within the United Nations and the formulation of programmes clearly responsive to such priorities. The Council further expressed its belief that the implementation of those measures would effectively promote long-term planning, the setting of priorities, and the formulation of effective work programmes responsive to those priorities and thus make for optimum use of available and anticipated resources; and that those improvements in the setting of priorities and the formulation of work programmes would help to define more clearly the objectives of specific programmes and projects essential for the evaluation of the performance and achievements of the United Nations and its related organizations in the economic, social and related fields.

Perhaps the most significant recent development relates to the improvements introduced in processes of internal management in connexion with the preparation of the budget estimates for 1970 and the planning estimates for 1971. First of all, the entire time-table for the work of the budget review, which had been instituted for the first time in 1967 and has now become a part of the established procedures, is being advanced by some four to five months. Secondly, for the first time, a consolidated request calling for an integrated presentation of budgetary data and programme information has been addressed to all departments in the Secretariat. The request takes into account the recommendations and proposals made by the Committee for Programme and Co-ordination with regard to long-term planning and indication of priorities. With this time-table and the issuing of a consolidated set of instructions combining information for programme purposes with that for budget purposes, it is hoped that the Committee for Programme and Co-ordination will have at its disposal in April 1969 programme and essential budgetary data to enable it to discharge more effectively its responsibilities of programme review towards the Council. The Council in turn would be able to act at its spring session on programme recommendations for the following year well before the Advisory Committee on Administrative and Budgetary Questions meets to consider the Secretary-General's budget estimates, thereby reducing the difficulties which have hitherto existed due to the schedule of meetings of the Committee for Programme and Co-ordination and the Advisory Committee on Administrative and Budgetary Questions. Another consequence of these improvements will be a considerable reduction in the volume of documentation for the Committee for Programme and Co-ordination; which will be able to utilize the Secretary-General's budget estimates for its general consideration of a number of sectors of the work programme.

### Recommendation 30

As its report (E/4493/Rev.2) on its second session indicates, the Committee for Programme and Co-ordination has been making progress in its evaluation of activities of the United Nations. In resolution 1366 (XLV), of 2 August 1968, the Economic and Social Council again expressed appreciation to the Committee for the efforts that it had made to review the work programme of the organization in the economic, social and human rights fields.

As for the evaluation of operational activities, at its forty-fifth session, the Economic and Social Council had before it a report (DP/RP/5<sup>uu</sup>) by the Secretary-General on new arrangements for the Office of Technical Co-operation a report (E/4486/Add.1,<sup>vv</sup> annex VII) by ACC on the work of its Inter-Agency Study Group on Evaluation, as well as a progress report (E/4508<sup>ww</sup>) on the UNITAR research study on the methods and techniques of evaluation. In resolution 1364 (XLV), of 2 August 1968, the Council took note of these papers and, *inter alia*, requested the Secretary-General to prepare for its forty-seventh session a background paper describing the main policy issues and the practical problems raised by the efforts throughout the United Nations system to evaluate projects and programmes of technical co-operation and to include in this paper appropriate recommendations and conclusions for the development of a coherent programme for the evaluation of technical co-operation.

At its sixth session, the Governing Council of UNDP discussed a progress report by the Administrator (DP/L.68<sup>uu</sup>) on the evaluation activities of UNDP, and the Administrator is pursuing the work outlined in his report.

In its report (E/4486/Add.1, annex VII) to the Council at its forty-fifth session ACC informed the Council of progress made in respect of various aspects of evaluation methods and standards, including agreed definitions of certain basic terms used in evaluation. Since that report was prepared, ACC has made arrangements for an informal working party of experts to meet in November 1968 to take up methods of evaluation and to assist ACC and its Inter-Agency Study Group on Evaluation in further work on this subject.

In resolution 1364 (XLV), the Economic and Social Council requested the Secretary-General to submit to it at its forty-seventh session the reports of the evaluation missions to Iran and Ecuador, as well as such comments and suggestions as ACC might wish to make in light of these reports.

The role of the Committee for Programme and Co-ordination was further defined by the Committee and the Economic and Social Council in the spring and summer of 1968. The Committee's recommendations concerning its future role and the conduct of its work on programme matters, which are contained in its report on its second session (E/4493/Rev.2), were approved by the Council in resolution 1367 (XLV). In the same resolution, the Council requested the Committee, at its third session, to make further recommendations as necessary concerning its future role and conduct of its work in co-ordination matters.

The Enlarged Committee for Programme and Co-ordination held its second session in September-October 1968. At that time, it had before it an extensive documentation prepared by the Secretariat including an account of the operational and research activities of the United Nations system in the field of economic and social development (E/AC.51/GR/L.6 and Add.1-2<sup>uu</sup>), containing an extensive description of existing arrangements for co-ordination, planning and evaluation. It also had before it annotations prepared by the Secretariat (E/AC.51/GR.13<sup>uu</sup>) on issues identified by the Committee for future consideration by it at its first session.

### Recommendation 40

In response to the request made by the Council in its resolution 1264 (XLI<sup>iii</sup>), the subsidiary bodies of the Council, which met in the interval between the forty-third and forty-fifth sessions, reviewed their methods of work and calendar of conferences, their documentation and the terms of reference of their own subsidiary bodies. As a result, a number of steps were taken with a view to reducing both documentation and meetings. The Council had before it, at its forty-fifth session, information on these actions of its subsidiary bodies (see E/4460/Add.1 and 2). In its resolution 1379 (XLV), of 2 August 1968, the Council welcomed the action of the Statistical Commission, the Commission on Narcotic Drugs and the Committee for Development

<sup>uu</sup> Mimeographed document.

<sup>vv</sup> See *Official Records of the Economic and Social Council, Forty-fifth Session, Annexes*, agenda item 23.

<sup>ww</sup> *Ibid.*, agenda item 18.

Planning, which had decided to dispense with summary records of their meetings, and requested those of the subsidiary organs which had not yet done so to consider at their next session dispensing with such records.

### ANNEX III

[Original text: English/French/Spanish]

#### Implementation by the International Labour Organisation

[A/7124]

##### A. BUDGET PREPARATION

###### **Recommendation 1\***

A document containing preliminary information on the broad outline of the programme on which the Director-General's programme and budget proposals for 1969 were to be based was submitted to the Financial and Administrative Committee of the ILO Governing Body for consideration at the May-June 1967 session, which was held about nine months before the programme and budget proposals for 1969 were due to be examined by the Committee, and slightly more than a year before the 1969 budget was due to be adopted by the International Labour Conference. The document in question was essentially concerned with activities to be proposed for 1969 under a limited number of important headings. It is intended to continue the submission of such documents; an effort will be made to include preliminary and approximate estimates of the cost of the activities dealt with to the extent that this is practicable.

###### **Recommendation 2**

The documents containing the Director-General's programme and budget proposals are dispatched to the members of the ILO Governing Body twelve months before the beginning of the financial period to which the proposals relate, or some six weeks before the proposals are to be considered by the Financial and Administrative Committee of the Governing Body at its February-March session.

###### **Recommendation 3**

A report and recommendations by the Financial and Administrative Committee on the programme and budget proposals, containing a summary of the comments of all speakers, is transmitted to the ILO Governing Body. A record of the Governing Body's discussion of and decision on the proposals is then included, together with the comments made in the Financial and Administrative Committee, in a report to the International Labour Conference. Under the ILO Financial Regulations this report must be dispatched to all members of the organization at least two months before the regular session of the Conference. It is discussed at the Conference by a Finance Committee of government representatives, whose comments are included in a further report for consideration at the plenary meeting during which the programme and budget are finally adopted.

The individual membership of the bodies mentioned above is a matter for decision by the member States concerned and by the employers' and workers' groups in the ILO, all of whom have been apprised of the recommendations of the *Ad Hoc* Committee on this matter.

It is the practice of the bodies referred to above to devote as much time as they deem necessary to considering budget estimates.

##### B. STANDARDIZATION OF BUDGET DOCUMENTS

###### *Uniform budget layout*

###### **Recommendation 4**

The question of a uniform budget presentation for all organizations was the subject of a report by ACC to the Economic and Social Council (E/4193<sup>a</sup>). In this report ACC drew attention to the need in each organization for the policy-making body to have programme and budget proposals submitted to it in the form it found most helpful as a basis for deciding on the re-

sources to be allocated to different types of activity and to the over-all programme of the organization concerned, and to the need for each organization to retain flexibility in adapting its programmes and the related organizational structures to changing needs. ACC concluded that it would not be possible to reconcile a uniform layout for budget presentation with these needs, and the Director-General fully shares the views of ACC on this matter.

The Director-General will, however, be pleased to give his full co-operation to the Advisory Committee on Administrative and Budgetary Questions in any study which it may decide to undertake on this subject. He believes that progress in the achievement of the basic aim of comparability could be made by progress in the standardization of financial nomenclature (see below comments on recommendations 6 and 26).

###### **Recommendation 5**

A breakdown of the expenditure estimates according to the standard classification adopted by ACC is appended to the ILO programme and budget. (Consideration is now being given at the inter-organizational level to the revision of the ACC classification, with a view to its improvement and refinement.)

###### *Common principles of budgetary presentation*

###### **Recommendation 6**

The ILO programme and budget have been presented according to main fields of activity from the budget year 1967; an information annex is provided in which the expenditure estimates are broken down according to objects of expenditure.

Resources devoted in the ILO programme and budget to "Service and support activities" (i.e. legal services, personnel and administrative services, and financial and general services) are shown in a separate chapter. Total costs of technical co-operation projects, and the related costs of technical planning and technical servicing, are grouped in a separate annex. Research costs are also identified separately in an annex. Before any attempt is made, however, to provide a special annex giving "a breakdown of expenditures" (by which is presumably meant all the expenditures provided for in the programme and budget) "into administrative costs, operational costs, and general research and study costs" it would seem desirable to have agreed common definitions of these terms, or of other suitable terms covering the whole range of expenditures, which would enable all of the organizations in the United Nations system to present information in reasonably comparable form. It is hoped that suitable definitions can be developed through the inter-organization consultations now under way on the standardization of financial nomenclature.

As the ILO programme and budget is organized in terms of programmes, brief descriptions of activities are given with the detailed estimates. During the Financial and Administrative Committee's discussions (in November 1966 and February-March 1968) relating to the *Ad Hoc* Committee's second report (A/6343<sup>b</sup>) there was opposition to transferring the description to an annex, since this would necessitate constant cross-reference

A meaningful geographical annex would be difficult to provide, even in respect of projects limited to particular countries or groups of countries, for the financial period to which the ILO budget relates, since at the time of preparation of the estimates many Governments are not in a position to formulate specific requests for projects or to indicate the priorities attached to each. Even when requests have been made and priorities are known, there may be changes in plans and in dates of implementation. An effort is made in the programme descriptions to indicate the location of projects already under way or shortly to be implemented, but a list grouping these indications would be misleading because the proportion of continuing a compared with possible new projects varies between different fields of activity and different countries. Information on the geographical distribution of projects carried out, under way or already approved for subsequent years, together with information on requests for technical assistance, the implementation of which has not yet been provided for, is, however, supplied each year to the Committee on Operational Programmes of the

\* See below "Additional information".

<sup>a</sup> See *Official Records of the Economic and Social Council, Forty-first Session, Annexes*, agenda item 3.

<sup>b</sup> See *Official Records of the General Assembly, Twenty-first Session, Annexes*, agenda item 80.

Governing Body, which considers the appropriate magnitude and balance for the programme of such activities to be provided for in the Director-General's next programme and budget proposals.

A very large proportion of the programmes of activity of the ILO consists, of course, of activities which are not directed or limited to particular countries, but are of concern to all or most of the member States. They could therefore not be fitted in any meaningful manner into a "geographical annex" of the kind suggested by the *Ad Hoc* Committee.

A clear picture of the distribution of staff among the different units of the International Labour Office is given in the schedule of established posts and the summary of staff resources set out in the programme and budget document. The summary indicates staff resources by main sectors of activity, distinguishing between Professional and General Service staff and between established posts and additional staff resources (i.e. in effect, between the credits provided for permanent and temporary staff). Figures are given for the previous year as well.

The practice of the ILO concerning the drafting of the budget foreword and comments corresponds in general to the recommendations made under this heading. The Director-General will of course continue his efforts to improve the presentation of the document and to make it more informative and more convenient to use.

#### *Cost increases for present establishment*

#### **Recommendation 7**

Breakdowns of proposed increases showing the part resulting from the expansion of programmes and that caused by increases in prices have been included in the ILO programme and budget since the budget year 1968. A standard practice and nomenclature as recommended will need to be worked out at the inter-organizational level as a part of the consultations begun in 1967 on the standardization of financial nomenclature. The expression "mandatory increases" is no longer used in the ILO programme and budget.

### C. BUDGET PRACTICES AND PERFORMANCE

#### *Reporting on budget performance*

#### **Recommendation 8**

A report on budgetary performance covering the elements mentioned was first submitted to the Financial and Administrative Committee at the February-March 1967 session of the ILO Governing Body. This report was prepared and dispatched to all members of the Governing Body as soon as final expenditure figures for 1966 were available and a list of the necessary transfers could be established, i.e. in the first days of February 1967. A similar report in respect of the budget year 1967 was submitted in February-March 1968, together with a report on programme implementation in 1967.

#### *Transfers*

#### **Recommendation 9**

The practice of the ILO with regard to transfers within appropriation lines has been and continues to be as outlined in this recommendation. Transfers made by the Director-General within appropriation lines are reported in the audited accounts and are also reflected in the comparative expenditure figures provided in later budgets.

#### **Recommendation 10**

The Financial and Administrative Committee of the ILO Governing Body has examined this matter and has not so far taken the view that any appropriation line in the ILO budget is disproportionately large in the sense of leaving the Director-General undue latitude to make transfers.

#### **Recommendation 11**

Under the ILO Financial Regulations transfers between appropriation lines are subject to special resolutions of the Governing Body, and such resolutions must be communicated to the International Labour Conference at the beginning of its annual session. In practice, provisional approval of necessary transfers

is sought by correspondence from the Chairman of the Governing Body, after he has been specially authorized by the Governing Body for this purpose. Approval is confirmed by the Governing Body at the following session.

#### **Recommendation 12**

A draft schedule of transfers, with explanations, was appended to the budgetary performance reports mentioned above in the comments on recommendation 8. Transfers approved by the Governing Body are reported in the audited accounts.

#### *Supplementary estimates*

#### **Recommendation 13**

The ILO Financial Regulations provide that the adoption of a budget constitutes an authorization to the Director-General to incur expenditure during the budget year, for the purpose for which money has been voted, up to, but not exceeding, the amounts so voted. The expenditure estimates are designed to provide adequate amounts for the purposes envisaged, taking account of cost increases that can be foreseen with reasonable certainty; and the Internal Financial Rules adopted by the Governing Body contain a number of provisions to ensure the exercise of effective control over expenditure. In no case are disbursements under the budget as a whole allowed to exceed the total authorized without the prior approval of the Governing Body.

#### **Recommendation 14**

In the great majority of cases, unavoidable increases in expenditure are financed in the ILO by programme adjustments or by transfers between programmes, i.e., through savings. Even where it does not appear that sufficient savings will be available to cover the entire amount of the additional expenditure expected to be incurred, it is the custom for the Governing Body to specify, in authorizing the use of the budgetary provision for unforeseen expenditure or (in the last resort) a drawing on the Working Capital Fund, that the expenditure in question is to be financed in the first instance and to the greatest extent possible by means of savings.

#### **Recommendation 15**

Since the budget year 1965 the ILO budget has included a separate part containing a limited provision for unforeseen expenditure. The use of this credit is subject to the prior authorization of the Governing Body. The size of the credit is currently \$130,000 per annum, or about one half of 1 per cent of the total expenditure budget.

#### **Recommendation 16**

Under the ILO Financial Regulations no drawings may be made on the Working Capital Fund to finance supplementary expenses without the prior approval of the Governing Body.

#### **Recommendation 17**

No such drawings are made in the ILO (see comment above on recommendation 16).

#### **Recommendation 18**

No such drawings are made in the ILO (see comment above on recommendation 16).

#### **Recommendation 19**

Final statements of supplementary expenditures authorized and incurred during the financial period are included in the audited accounts of the ILO. These statements give full details of the nature of the supplementary expenditure authorizations and the manner in which the related expenses were met: (a) by utilization of the budgetary credit for unforeseen expenditure; (b) by drawings on the Working Capital Fund. The difference between supplementary expenses actually incurred and drawings under the related authorizations represents the extent to which the expenses were covered by budgetary savings.

#### *Working Capital Funds*

#### **Recommendation 20**

Article 19, paragraph 1, of the ILO Financial Regulations provides as follows:

"1. The Working Capital Fund is a fund established for the following purposes:

"(a) to finance budgetary appropriations pending receipt of contributions or other income; and

"(b) in exceptional circumstances and subject to prior authorisation of the Governing Body, to provide advances to meet contingencies and emergencies."

The position in the ILO thus conforms with the recommendation of the *Ad Hoc* Committee in this respect.

#### Recommendation 21\*

Until 1965 all miscellaneous ILO income was estimated in advance and the estimated amount deducted from the gross expenditure budget. The present practice of crediting to the Working Capital Fund miscellaneous income other than receipts from the UNDP Technical Assistance Special Account was introduced by decision of the International Labour Conference, on the recommendation of the Governing Body, with effect from 1 January 1965, as one of a series of interrelated measures designed to strengthen the financial position of the Working Capital Fund and of the organization as a whole, following the acute financial difficulties faced by the organization in the last quarter of 1963 as a result of the late receipt of contributions and the insufficient level of the Fund. The principal sources of such miscellaneous income are sales of ILO publications (less the cost of reprints for sales), interest on the short-term investment of such temporary surpluses of income received from contributions over actual expenditure as occur during the year, the net balance of profits and losses on exchange (which is sometimes a net loss and therefore deducted from the total miscellaneous income), and sales of waste paper. The total amounts of such miscellaneous income are small in relation to the size of the budget (1964: \$157,799; 1965: \$204,323; and 1966: \$236,458). Nevertheless, the payment of miscellaneous income into the Working Capital Fund since 1965 has proved an important contributory factor in the modest improvement in the financial position of the organization that has taken place since 1964. This practice, combined with the other measures taken to strengthen the financial position of the organization, has enabled the Working Capital Fund to meet the calls made on its resources in the past three years.

In the light of the recommendation of the *Ad Hoc* Committee, the Working Party on the Working Capital Fund at its meeting in November 1967 gave very careful consideration to this question as part of its comprehensive examination of the functioning and development of the Working Capital Fund in the past two years and in its consideration of the action to be taken in relation to the Working Capital Fund in the future. The Working Party came to a number of conclusions, again interrelated, for future action, and made a number of recommendations designed to ensure the continuing ability of the Working Capital Fund to withstand the calls estimated likely to be made on it in the next few years. The Working Party concluded in particular that miscellaneous income should continue to be paid into the Working Capital Fund.

#### Recommendation 22

The practice of the ILO conforms fully with this recommendation. Each time proposals to increase the level of the Working Capital Fund have been submitted to the Financial and Administrative Committee of the Governing Body or, since November 1965, to the *ad hoc* Working Party on the Working Capital Fund established in that year by the Financial and Administrative Committee, they have been supported by extensive documentation concerning the inflow and outflow of funds, and monthly figures showing the fluctuations in the level of the Working Capital Fund as a result of the calls made on it and of payments credited to it. The documentation submitted to the Working Party on the Working Capital Fund has been particularly complete in this regard.

#### Recommendation 23\*

This recommendation is a matter primarily for the attention of member Governments. The Director-General and the legislative bodies of the ILO have, however, made several appeals for prompt payment of the contributions of member States in recent years. Serious concern has repeatedly been expressed in the Governing Body at the continued failure of a number of

Governments to pay their annual contributions promptly. The International Labour Conference at its forty-eighth session (June 1964) made a special appeal for prompt payment, which the Director-General communicated to the Governments of all member States. This appeal contained a number of suggestions for possible action to be taken by Governments whose fiscal year does not coincide with the calendar year. Since then, a number of Governments in this position have taken special parliamentary or administrative action that has enabled them to pay all or part of their contributions more promptly than in earlier years. In response to requests by the Financial and Administrative Committee, two special reports on the measure taken by the Director-General to secure prompt payment of members' contributions have been submitted to that Committee the first in November 1966 and the second in May 1967. In addition to the regular dispatch of reminder letters to Governments which are late in the payment of their contributions advantage has been taken, particularly in the case of large contributors, of missions to the countries concerned by high-ranking officials of the Office to press for the payment of outstanding contributions. In addition, the directors of field units, national correspondents and UNDP Resident Representatives are asked, where necessary, to intervene directly with the Governments of the countries in which they are located. Finally contact is made where necessary by the financial services of the Office with the permanent delegations in Geneva of a number of member States with a view to securing prompt payment of those States' annual contributions.

In its comprehensive examination of all aspects of the functioning and development of the Working Capital Fund, the Working Party on the Working Capital Fund agreed that the factor having the greatest bearing on the appropriate level for the Fund was the timing of the receipt of member States contributions. At its meeting in November 1967 the Working Party made a recommendation to the effect that the Director-General should be requested to continue his efforts to secure prompt payment of contributions. The appeals made in the past and the continuing efforts of the Director-General to secure prompt payment have brought about a modest, but encouraging, measure of improvement in the timing of the receipt of contributions since 1963, as may be seen from the following table showing the percentages of assessed contributions in respect of the year concerned that had been recovered by the end of each quarter:

Year	Percentage of current year's contributions collected			
	By 31 March	By 30 June	By 30 September	By 31 December
1963	21.23	41.47	68.30	88.50
1964	22.13	41.87	71.35	91.99
1965	26.20	48.25	71.78	91.65
1966	20.89	52.54	78.93	92.60
1967	27.01	53.07	71.77	92.91

#### D. STANDARDIZATION OF FINANCIAL REGULATIONS

##### Recommendation 24

When agreement has been reached on a substantial number of terms in the standard financial nomenclature which is currently being developed (see below observations on recommendation 26) proposals will be put before the appropriate organs in the ILO for such amendments as may be required to bring the terminology of the ILO Financial Regulations into conformity wherever necessary and practicable with the agreed standard definitions. Amendments will also be proposed if necessary to reflect changes in procedures that may be called for as a result of the adoption of the agreed definitions.

Consideration will also be given to any other amendments in the ILO Financial Regulations which may appear desirable and practicable in the interests of greater uniformity, following consideration of this matter at the inter-organization level.

#### E. THE BUDGET CYCLE

##### Recommendation 25\*

The ILO at present has an annual budget cycle. Following a suggestion made by the Director-General, the Governing

\* See below "Additional information".



Body at its February-March 1968 session decided to recommend to the International Labour Conference that it decide to adopt the programme and budget of the organization for a two-year, instead of a one-year financial period, beginning with the period 1970-1971.

#### F. STANDARDIZATION OF NOMENCLATURE

##### **Recommendation 26**

Inter-organization financial consultations were begun in the latter part of 1967 under the aegis of ACC with a view to drawing up a set of standard definitions of financial terms in use in the United Nations system. This work is advancing rapidly, with the full co-operation of the ILO.

#### G. AUDIT, INSPECTION

##### *External auditors*

##### **Recommendation 27**

The ILO Financial Regulations, while they set out certain specific financial matters which shall be covered by the external auditor, do not limit him to reporting only on these items. It has in fact been the practice of the ILO external auditor over the years to make general observations on ILO financial practices, including questions of efficiency of operations as well as the appropriate use of funds. Unless the external auditor himself should at some time consider an amendment desirable, there would appear accordingly to be no need to amend the existing provisions of the Regulations concerning external supervision.

The report called for was submitted to the General Assembly at its twenty-second session, and the views of the Panel of External Auditors on the question of rotation were summarized in paragraphs 22-27 of the report of the Secretary-General of the United Nations (A/C.5/L.902<sup>c</sup>). The General Assembly took note of this report in resolution 2360 A (XXII) of 12 December 1967. No further action would appear to be called for on recommendation 27 (b).

##### *Establishment of an inspection unit*

##### **Recommendation 28**

The Secretary-General of the United Nations is commenting on this recommendation on behalf of all the organizations. The ILO participates in the joint inspection system as now established.

#### H. PROGRAMME PLANNING AND EVALUATION

##### *Long-term planning*

##### **Recommendation 29**

The discussions at the 1963 and 1964 sessions of the International Labour Conference on the report of the Director-General on the programme and structure of the ILO provided a guideline for detailed consideration of these matters by the Governing Body's Working Party on Programme and Structure. The approval by the Governing Body, and acceptance by the Conference, of the Working Party's reports confirmed the existence of a broad consensus regarding the main priorities in the fields of conditions of work and life, human resources development and social institutions development, which were to constitute the ILO's three major technical programmes in the years ahead. These discussions and reports thus provided a framework and a longer-term perspective, as recommended by the *Ad Hoc* Committee, for Governing Body and Conference examination of the ILO programme and budget starting with 1967.

One of the major purposes of the ILO programme planning and control system, installed by the Director-General as the core of the reorganization of the International Labour Office in 1965, is to provide for long-range planning. The policy statements which are prepared for each programme area at the beginning of the programme planning cycle are based on an appraisal of conditions for a substantial period ahead, and the internal directives issued by the Director-General in a subsequent stage of the planning cycle, setting out priorities and giving policy guidance for each programme, cover both the long-range outlook and the position for the period immediately ahead

in respect of the goals and strategies of the programme. Thus each year the detailed planning and preparation of the programme and budget are fitted into the framework provided by long-range planning. For example, the Director-General's programme and budget proposals for 1969 outline a plan in stages for a World Employment Programme, and provision is made in the 1969 proposals for initial action in the framework of this programme.

The system followed in the ILO is thus broadly in conformity with the principles underlying the recommendations made by the *Ad Hoc* Committee, and substantial progress has been made in the ILO in applying these principles. The full installation of the ILO's system is a phased process, and further progress is expected over the next few years, in the following respects:

(a) As experience is accumulated it should be possible to provide a more thorough analysis of longer-term perspectives in major programme areas and, with regard to some of these, a sharper definition of ILO objectives and longer-term plans, with a clearer indication of time horizons, as a framework for the formation of specific shorter-term budget proposals;

(b) While full use will continue to be made of the established machinery for inter-organization co-ordination, efforts are also continuing with a view to promoting increased co-operation and, where appropriate, integration of activities at the technical level through ILO participation in United Nations programmes, parts of which fall within the field of competence of the ILO, such as those relating to industrialization, rural development and the exploitation of science and technology for development purposes.

As regards the six-year planning period recommended by the *Ad Hoc* Committee, the necessary internal procedures are currently under study in connexion with plans for the introduction of a biennial budget cycle.

##### *Evaluation*

##### **Recommendation 30\***

The ILO's internal programme planning and control system provides for regular progress reviews of all programmes. The activities of smaller organizational units are reviewed periodically at the departmental level, and those of the departments are reviewed periodically by the internal Programme Committee. It is intended to install systematic procedures for evaluating the results of approved work programmes and projects as soon as possible.

Consideration is being given to how reporting for management purposes can best be linked to reporting for other purposes, in particular to the Governing Body and to the International Labour Conference. It has been proposed that consideration should be given by the Governing Body to arrangements for detailed review of an individual programme sector at regular intervals, and interest has been expressed in the Financial and Administrative Committee of the Governing Body in the establishment of arrangements for the evaluation of programmes on a tripartite basis.

As regards the evaluation of field projects, methods and techniques of evaluating operational activities have been developed within the organization. In addition, the ILO has co-operated fully with the United Nations in its programme of evaluating the over-all impact of the operational programmes of the United Nations system in the developing countries, as required by Economic and Social Council resolution 991 (XXXVI), 2 August 1963. It is also co-operating fully with the United Nations and the other agencies in exploring the possibility of establishing common evaluation techniques and guidelines that could be applied in the United Nations family of organizations as a whole. It is participating in the work of the Inter-Agency Study Group on Evaluation established by ACC.

##### **Recommendation 31**

This recommendation is addressed primarily to the Economic and Social Council. The Director-General is, however, co-operating fully in the work on evaluation undertaken through the machinery of ACC, including the development wherever practicable of common methods and standards.

<sup>c</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 80.

\* See below "Additional information".

## I. CO-ORDINATION

**Recommendation 32**

In the course of the discussion held in the Financial and Administrative Committee during the February-March 1968 session of the ILO Governing Body on implementation of the recommendations of the *Ad Hoc* Committee, questions were raised as to the intention of this recommendation. Two possible interpretations were suggested: (a) that the ILO should, when establishing its draft programme and budget, take account of the recommendations of the United Nations General Assembly concerning earlier budgets; or (b) that the Advisory Committee and the General Assembly should examine the Director-General's programme and budget proposals before they are submitted to the Governing Body.

In the first case the ILO would have no difficulty in following the recommendation and in fact has always followed such a practice.

In the second case the recommendations would raise difficulties of two kinds for the ILO—the first of a practical character concerned with timing, and the second of a more fundamental nature arising out of the tripartite structure of the organization.

The problem of timing is essentially that programme and budget proposals would have to be formulated considerably earlier than at present to allow time for review by the United Nations bodies, and that the problems of formulating an appropriate programme and of providing reliable expenditure estimates for the financial period concerned would become correspondingly more difficult, since the longer time interval between the preparation of the programme proposals and the estimates and the end of the financial period which they covered would allow unforeseeable factors (needs for programme changes or new work items, cost increases, etc.) to intervene to a greater extent.

A more fundamental difficulty would arise out of the fact that prior review by the General Assembly would be a review by a body composed solely of representatives of Governments. The ILO is a tripartite organization in which representatives of employers and workers, as well as representatives of Governments, participate in all decisions, including the framing of the programme and budget by the Governing Body and its final adoption by the Conference. This tripartite character corresponds to the practical requirements for successful action in the field for which the ILO is responsible: if progress is to be made in dealing with the problems of industry and labour, the support of employers and workers is essential. This support is most likely to be forthcoming when representatives of all three groups participate freely in all decisions concerning programmes of activity and policy recommendations. The process of tripartite negotiation through which decisions are taken on the programme and budget of the ILO is thus a vital part of the continuing collaboration among the three groups which is an essential condition of successful operation in the ILO field. It is a process which has usually resulted in a budget having the agreement and support of all three groups.

If there were prior reviews by another inter-governmental body (the United Nations General Assembly) it is to be assumed that government representatives therein would feel called upon to take the same position during discussions of the budget in the ILO as they had taken in the Assembly. There would thus be limited freedom of action in discussions in the ILO between government representatives and those of employers and workers, and little if any scope for development of the kind of consensus that is essential to maximum effectiveness in the work of the ILO.

**Recommendation 33**

This recommendation is closely linked with the preceding one, and the comments on the latter indicate the particular problems that both might raise for the ILO. General observations on the efforts to co-ordinate meeting and conference schedules with those of the other organizations are made below in connexion with recommendation 42.

**Recommendation 34**

This recommendation is addressed to the Advisory Committee and to the Economic and Social Council.

**Recommendation 35\***

This recommendation is addressed to the Advisory Committee on Administrative and Budgetary Questions, although its implementation will require the co-operation of the specialized agencies. Reviews have been conducted by the Advisory Committee in the ILO in the past; and the Director-General has welcomed a proposal by the Advisory Committee to visit the ILO for the purpose of further reviews along the lines recommended.

**Recommendation 36**

This recommendation was considered by ACC at its spring 1967 session. The action taken by ACC was reported as follows in paragraph 26 of its thirty-third report (E/4337 and Add.1 and 2<sup>d</sup>):

"The ACC has confirmed the authorization given to its Preparatory Committee to dispose of all current inter-agency business not requiring specific consideration and decision by the executive heads themselves. It considers that the appointment of a full-time Under-Secretary for Inter-Agency Affairs . . . represents a further step in the direction envisaged by the *Ad Hoc* Committee."

Paragraphs 13 and 14 of the same report contained the following passage on the role of the Preparatory Committee:

"The ACC itself and its Preparatory Committee form the centre of an extensive network of formal inter-agency arrangements. During the twenty years of its existence, ACC has had forty-three sessions. These meetings, bringing together the Secretary-General and the heads of twelve agencies, must, however, be kept short. This has been possible because the work of ACC is prepared in advance by senior officials in the Preparatory Committee who are authorized to dispose of all current inter-agency business that does not require specific consideration and decision by the executive heads themselves.

"The Preparatory Committee meets three times a year, usually shortly before ACC, and its sessions are longer than those of ACC, lasting about one or two weeks. This procedure, followed for nearly twenty years, has in general worked well and has freed the executive heads from a mass of detail, with which it would be inappropriate for them to deal directly, although certain improvements of detail are under consideration."\*

**Recommendation 37**

The Director-General keeps the secretariat of UNDP informed of action planned by the ILO and will continue to co-operate in efforts to improve the procedures for co-ordination.

**Recommendation 38**

This recommendation is addressed to the Economic and Social Council.

**Recommendation 39**

This recommendation is felt to be a matter for action in the first instance by the bodies mentioned. It may be noted that steps have already been taken to strengthen the secretariat of ACC.

## J. CONFERENCES, MEETINGS AND DOCUMENTATION

**Recommendation 40**

All proposals for ILO meetings, including their proposed agenda, composition and duration, are the subject of review and decision by the Governing Body as a part of the process of framing the draft programme and budget for adoption by the International Labour Conference.

In its consideration of proposed schedules of ILO meetings, the Governing Body in recent years has consistently followed the rule that not more than four meetings from among those which it has classified for this purpose as "major meetings"

\* See below "Additional information".

<sup>d</sup> See *Official Records of the Economic and Social Council, Forty-third Session, Annexes*, agenda item 17.



should be held in a single year, while in the case of certain types of ILO meetings such as regional conferences, regional advisory committees, industrial committees, the International Conference of Labour Statisticians and various other specialized bodies, it has long been customary to have an interval of two or more years between successive sessions.

There has, however, been some opposition in the Governing Body in the recent past to continued application of the rule limiting the number of "major meetings" to four per year, and the matter is currently being re-examined in the Governing Body Committee on Industrial Committees.

The question of biennial sessions of the International Labour Conference is dealt with below in connexion with recommendation 41.

#### **Recommendation 41**

The International Labour Conference must, under the existing provisions of the Constitution of the ILO, be held at least once in every year.

The question of holding the Conference on a biennial basis was examined by the Governing Body's Working Party on the Programme and Structure of the ILO in November 1966 and February 1967. During these meetings the Working Party carefully considered the recommendation quoted above and noted in its report<sup>o</sup> that the possibility of a biennial conference had in fact been under continuous consideration in the ILO for the last fifteen years but that it had always been rejected. The Working Party also noted that the primary reason for the *Ad Hoc* Committee's recommendation was a continuing increase in the number of conferences and meetings, but that over a period of forty-eight years there had been no increase in the periodicity of the sessions of the International Labour Conference and no substantial increase in their duration; as regards ILO meetings generally, although there were inevitable variations from year to year, there had been no increase in the number of either major or other meetings provided for in the ILO budget.

The report<sup>o</sup> of the Working Party continued as follows:

"41. The Working Party has nevertheless considered the proposal on its merits and it is on its merits that it rejects it. The International Labour Conference is the one world forum in which, in the language of the Constitution, "the representatives of employers and workers, enjoying equal status with those of governments, join with them" in "continuous and concerted international effort" to pursue "the war against want". The ILO is not merely an executing agency for technical projects but the authentic voice and instrument of international co-operation among governments, employers and workers in matters of social justice which have a vital bearing on world policy; an annual conference representative of the whole membership of the Organisation is an essential element in its continuous responsiveness to the ever-growing challenge of economic and social growth and policy. In this connection the Working Party noted that the General Assembly of the United Nations continues to meet each year for a period of some three months and that the Economic and Social Council of the United Nations continues to hold thrice-yearly meetings. It also noted that it is the practice of a number of other specialized agencies and special United Nations bodies dealing with questions of economic and social policy and development to meet regularly each year and that it is increasingly becoming the practice of major regional organisations to hold each year meetings representative of their whole membership. In these circumstances it is the general sense of the Working Party that the abandonment of annual sessions of the International Labour Conference would not be justified and that, whatever the purpose of the proposal, its practical effect would be to lessen considerably the impact of the ILO on world affairs at a time when it is more crucial than ever before that the objectives of the ILO should be consistently pursued by national and international effort."

The Working Party also gave consideration to possible means

of lightening the burden imposed by annual sessions of the Conference, and commented as follows on this subject:

"44. The Working Party recognises that the workload of the Conference has increased, and is continuing to increase, and that there is a widespread desire to afford some relief to Governments and delegates without prejudicing, and if possible in such a manner as to improve, the efficiency of the Conference and its work, and without impairing or reducing the effectiveness of its impact on international and national action in pursuit of the objectives of the ILO.

"45. There continues to be a divergence of views in the Working Party on the question whether in these circumstances it is desirable to experiment with the proposal that the Conference might hold "light" and "heavy" sessions in alternate years or adopt some other device for the purpose of lightening its agenda either regularly or in alternate years."

"47. . . . The Working Party therefore makes no proposal on this matter."

The conclusions of the Working Party were approved by the Governing Body at its February-March 1967 session, subject to the comments and reservations made in the course of the discussion. The report of the Working Party was placed before the International Labour Conference at its 1967 session; the questions dealt with in the report will be given further consideration by the Conference in the course of a new general discussion on the programme and structure of the ILO, which is provisionally scheduled to be held in June 1969.

#### **Recommendation 42**

A list of ILO meetings to be held each year is drawn up in advance and is communicated to the Secretary-General of the United Nations.

Meetings of the ILO other than the International Labour Conference (and regional conferences and advisory committees, for which premises are generally provided by host Governments) are normally held in the ILO headquarters building. They are serviced to a large extent by regular ILO staff, with a minimum use of temporary assistance, and it has been found in practice that this system permits conflicts involving the physical and servicing requirements of the meetings of other organizations to be largely avoided.

The main case in which co-ordination with other organizations is indispensable is that of the International Labour Conference, which is generally held in the Palais des Nations. The Conference begins each year on the first Wednesday in June and lasts for twenty-one to twenty-three working days. This regularity, which is well known to the Secretary-General, makes the task of co-ordination relatively easy.

#### **Recommendation 43**

The ILO programme and budget, in the presentation introduced with the estimates for the budget year 1967, contains a special appropriation line for major advisory meetings. The technical meetings convened as a part of activities in the various programme sectors are provided for in the framework of the programmes concerned, the Governing Body having found it convenient to consider them in conjunction with the other programme components in the same technical area in order to have a clear view of all the activities proposed in that area and their relative costs. Moreover, these meetings are listed together with the major advisory meetings in a schedule which forms one of the information annexes to the programme and budget document. This schedule indicates the direct cost of each meeting proposed for the financial period concerned and gives comparative figures covering each meeting in the two years preceding that financial period.

A further information annex was added in the programme and budget proposals for 1969, indicating both the direct costs of meetings proposed for 1969 and the directly identifiable resources which would be required in that year for their planning and servicing. This table did not contain estimates of the indirect costs of the meetings, since it was felt that before such estimates were attempted it would be desirable to reach agreement at the inter-organization level on the elements that should be taken into account, i.e. on a standard definition of the indirect costs of meetings. The Director-General is

<sup>o</sup> International Labour Office, *International Labour Conference, Fifty-first Session, Geneva, 1967, Report of the Director-General, Report I (Part II), Supplement*, para. 40.

proposing that such a definition should be worked out during the inter-organizational consultations which are now in progress under the aegis of ACC on the standardization of financial nomenclature.

The International Labour Conference and the ILO Governing Body are provided for in separate budgetary appropriation lines. They could also be included in the list of meetings given in the information annexes referred to above. As in the case of other meetings, an estimate of their indirect cost would presumably have to take account of the salaries and allowances during the period of their meetings of the regular staff assigned to servicing them.

#### **Recommendation 44**

This recommendation is addressed to the Secretary-General of the United Nations.

#### **Recommendations 45 and 46**

These recommendations are a matter for consideration by the States members of the various organizations.

#### **Recommendation 47**

As indicated in the comments above on recommendation 40 all proposals for ILO meetings are the subject of review and decision by the Governing Body as a part of the process of framing the draft programme and budget for adoption by the International Labour Conference. Accordingly it is not possible for the number or length of the meetings of any ILO body to be increased without the approval of the Governing Body.

#### **Recommendation 48**

The plans for the new ILO headquarters building do not provide for the construction of facilities for the sessions of the International Labour Conference. It has been assumed that the full facilities of the Palais des Nations, including the Conference Hall and related committee rooms and offices, will continue to be available to the ILO for the sessions of the Conference in accordance with the long-standing agreement. Plans for the new ILO building are therefore based on the assumption that it will only be necessary to provide for the sessions of the Governing Body and for the smaller meetings which can most economically and efficiently be held in the headquarters building of the organization, without the displacement of large numbers of staff, movement of supplies, etc., which would be required if they were held elsewhere.

#### **Recommendation 49**

The staff resources made available to the services primarily responsible for servicing ILO meetings (including those of policy-making organs) have not been increased in recent years.

#### **Recommendation 50**

Priorities regarding the areas and programmes of ILO meetings are established within the framework of the planning procedures followed for the elaboration of the ILO programme as a whole; they are subsequently approved by the Governing Body.

The availability of staff and physical resources for conferences and meetings and the proportion of expected financial resources that should be devoted to them are determined when the programme of the financial period in question is worked out through the internal programme planning machinery; suggested financial allocations for this programme are included in the programme and budget proposals, which member States have the opportunity to consider.

As noted above, in connexion with recommendation 40, the Governing Body in recent years has consistently followed the rule that not more than four "major meetings" should be held in a single year; while in the case of certain large meetings, including regional conferences and regional advisory committees, it has long been customary to have an interval of two or three years between successive sessions. These arrangements have been maintained in spite of the view expressed by some members of the Governing Body that the time interval between such meetings has become too long.

Comments are made above on recommendation 42 with regard to the co-ordination of meeting schedules.

Technical meetings on subjects of mutual interest are convened jointly by the ILO and the other organizations concerned. In cases where particular aspects of the subject to be dealt with by an ILO meeting are of interest to another organization, that organization is usually invited to submit a contribution to the report prepared by the ILO and its representatives are invited to participate in the discussions.

### K. LOCATION OF SERVICES OF THE UNITED NATIONS

#### **Recommendation 51**

This recommendation is addressed to the Secretary-General of the United Nations.

### L. ADMINISTRATIVE COSTS OF EXTRA-BUDGETARY PROGRAMMES

#### **Recommendation 52**

This recommendation is addressed to the Advisory Committee on Administrative and Budgetary Questions which was consulted when the present rates of reimbursement of overhead costs incurred for projects of UNDP were established. However, as an executing agency for such projects the ILO is highly interested in the level of overhead costs allocations. Its experience has shown that these allocations, even at their present level, fall far short of the costs actually incurred for necessary technical and administrative servicing and support of UNDP projects, even though every effort is made to keep such costs to a minimum; and the Governing Body has on several occasions requested the Director-General to press for increased allocations in order to reduce the proportion of overhead costs which must be borne by the ILO budget.

#### **Additional information**

[A/7124/Add.1]

#### **Recommendation 1**

The practice of providing the ILO Governing Body with preliminary information concerning the programme envisaged by the Director-General for the next financial period but one was pursued in 1968 by the submission to the Financial and Administrative Committee, at the May-June session of the Governing Body, of a document containing preliminary information concerning the programme for 1970-1971. This document contained a section on financial factors affecting the 1970-1971 programme and budget.

#### **Recommendation 21**

The figure of \$322,343 for 1967 may be added to the figures indicated for ILO miscellaneous income in 1964, 1965 and 1966.

#### **Recommendation 23**

The following may be added to the figures for collection of contributions during the period 1963 to 1967:

Year	By 31 March	By 30 June
1968 .....	26.68	48.14

#### **Recommendation 25**

On the recommendation of the Governing Body, the International Labour Conference decided at its fifty-second session (June 1968) to adopt the programme and budget of the International Labour Organisation for a two-year instead of a one-year financial period, beginning with the period 1970-1971.

#### **Recommendation 30**

The Director-General believes that the introduction of a two-year programming cycle will make it possible to undertake more systematic evaluation of the ILO's work in non-budget years by devoting to the necessary work some of the resources not needed in those years for the preparation of programme and budget proposals. The Director-General, therefore, intends to have preparations made for:

(a) A review in depth, at the February 1970 session of the Governing Body, of an individual programme, probably selected from the major programme concerning conditions of work and life;

(b) A general review at the May 1970 session of the Governing Body of the over-all ILO programme carried out during 1968 and 1969, as a first thorough review of a two-year programme period;

(c) Reviews similar to (a) and (b) above in 1972;

(d) Relatively brief progress reports to the Governing Body in budget years (1969 and 1971) on programme implementation during the preceding year.

#### **Recommendation 35**

Arrangements are now under discussion for a visit by the Advisory Committee on Administrative and Budgetary Questions to the ILO in 1969.

### **ANNEX IV**

#### **Implementation by the Food and Agriculture Organization of the United Nations**

[A/7124]

[Original text: English/French/Spanish]

#### **A. BUDGET PREPARATION**

##### **Recommendation 1**

The Director-General discusses with various member States the general level and selected major items of increase contemplated in his subsequent budgetary biennium more than a year ahead of the budget preparation. To meet specifically the intent of this recommendation, the Director-General proposes to furnish to the FAO Council at its October session in the non-Conference year, preliminary and approximate indications of the budget estimates. The Conference agreed that information along these lines would meet with the requirements of the recommendation. This action will be initiated with the October 1968 session of the Council.

##### **Recommendation 2**

The procedure described has been in effect for many years. The draft programme of work and budget is ready early in the spring of the Conference year and is distributed to all member States well ahead of the Conference, which meets in November. At the same time the draft programme of work and budget is also submitted to the members of the Programme Committee and the Finance Committee, usually thirty days prior to their spring sessions in the Conference year. Under General Rule XXVIII concurrent sessions and joint meetings are held by the two Committees to consider the programme and relevant financial aspects of the draft programme of work and budget. The views of the two Committees expressed jointly on matters of common interest and separately on programme and financial aspects respectively are presented in a consolidated report to the Council, which considers the draft programme of work and budget at its June session of the same year and makes recommendations to the Conference on policy issues.

##### **Recommendation 3**

As stated under recommendation 2 above, the Programme and Finance Committees hold as many meetings as they consider necessary for a thorough discussion of the draft programme of work and budget and their reports are made available in adequate time to member States, being distributed to them at the same time as submitted to the members of the Council.

The Programme Committee consists of a Chairman, six members and three alternates selected by the Council in a personal capacity from among qualified individuals who have shown a deep interest in the objectives of FAO and who have participated in Conference and Council sessions and in other technical activities of the organization. The Finance Committee consists of a Chairman, four members and three alternates selected by the Council, also in a personal capacity, from among government service of member States, for their special competence in finance and administration.

#### **B. STANDARDIZATION OF BUDGET DOCUMENTS**

##### *Uniform budget layout*

##### **Recommendation 4**

The FAO budget is presented biennially to the Conference by categories of expenditure and by fields of activity, and in some instances by programme, in accordance with the recommendations of the governing bodies. The Programme and Finance Committees have expressed the view that a uniform budget presentation might cause confusion and misunderstanding. However, the Director-General will co-operate closely with the Advisory Committee on Administrative and Budgetary Questions in its study of the problem. If a uniform budget presentation is developed to the satisfaction of all concerned, approval of the Conference must be obtained before it can be placed into effect.

##### **Recommendation 5**

The organization is already collaborating with other agencies in providing the information in a special document. In addition, FAO is participating in inter-agency discussion in an effort to refine and elaborate the classification of expenditures approved by ACC. However, the Programme and Finance Committees have expressed the view that such a report is of questionable value.

##### *Common principles of budgetary presentation*

##### **Recommendation 6\***

For many years FAO has submitted its budget breakdown by object of expenditure and by functions or fields of activity. In exceptional cases, particularly where a new programme is being started, the appropriation requested is for the entire field of activity without a breakdown by object of expenditure, but as rapidly as the circumstances permit, such appropriations are integrated into the general budgetary pattern and a breakdown of expenditures is furnished.

The FAO budget document now includes a foreword and comments along the lines recommended. The Director-General will co-operate with other organizations in developing a foreword and comments which are drafted along approximately the same lines.

##### *Annexes:*

- A. The Director-General will furnish an annex giving the breakdown of expenditures into administrative costs, operational costs, and general research and study costs, when inter-agency agreement has been reached as to what should be included in each category. Subject to the approval of the Programme and Finance Committees, this additional annex could be included in the 1970/1971 budget documentation.
- B. The FAO Programme of Work and Budget is already programme-oriented and a narrative description of each of the programmes appears in the main body of the document. It would not appear desirable to shift the description to an annex. The Programme and Finance Committees, with the approval of the Conference, have agreed that such an annex would not be considered desirable.
- C. Since FAO's budget is not based on projects in specific countries, it is not feasible to prepare a geographical annex classifying projects by countries. The Programme and Finance Committees, with the approval of the Conference, have agreed that such an annex would not be feasible. At the present time there is an annex to the budget listing by regions (but not by countries) expenditures in FAO regional offices and the costs of Professional officers outposted by divisions to the regions. In addition, the budget contains annexes summarizing the UNDP Technical Assistance and Special Fund components project costs by substantive division. It should not be difficult to identify these projects by country and region. If the Programme and Finance Committees consider that it is desirable to include such information, this could be done in respect of the 1970/1971 budget documentation.

\* See below "Additional information".

- D. The FAO budget document now includes an annex showing by regular Programme, United Nations Special Fund agency costs, and other funds, the established posts by organizational unit and by Professional grade and General Service category for the year prior to the biennium and the changes for the ensuing biennium. Temporary posts are not shown.
- E. With respect to the recommendation that annexes should contain detailed discussion and description and the budget document itself should include only such comments as are absolutely essential, the format of the 1966/1967 Programme of Work and Budget was reviewed by the Programme and Finance Committees. The Committees generally expressed the view that the presentation was satisfactory and therefore should be continued. Although efforts to shorten the main presentation will be continued, it is not seen how expanding the annexes would be useful to FAO. The Conference has agreed with the Programme and Finance Committees in this respect.

*Cost increases for present establishment*

**Recommendation 7**

The practice in FAO for many years has been to show clearly in budget estimates to what extent proposed increases are due, on the one hand, to expansion of staff, programmes, or activities generally and on the other hand, to increases in costs or prices. These estimates are reviewed specifically by the Finance Committee to determine which part of the estimates is considered "mandatory" and the Finance Committee regularly reports specifically to the Council on the nature of "mandatory increases". The Director-General welcomes inter-agency discussions to adopt a standard budgetary practice and nomenclature in identifying and showing separately increases in proposed expenditures due solely to rises in prices (including salaries and wages).

C. BUDGET PRACTICES AND PERFORMANCE

*Reporting on budget performance*

**Recommendation 8\***

The current practice in FAO, which has been in effect for many years, is to currently inform the Finance Committee of transfers and budgetary adjustments and the reasons therefor, receiving the approval of the Finance Committee and/or the FAO Council, where appropriate. Programme changes are reported to and receive the approval of the Programme Committee and the Council. Reports of the financial position of FAO are furnished regularly to the Finance Committee at its regular meetings held twice a year.

In implementing this recommendation of the *Ad Hoc* Committee, FAO will furnish annual reports of budget performance, which will be forwarded to member States. The first of such reports will be submitted to the 1968 spring sessions of the Programme Committee and the Finance Committee.

*Transfers*

**Recommendation 9**

The Financial Regulations of FAO authorize the Director-General to make transfers of funds within a chapter of the budget reporting thereon to the Finance Committee. The regulations also authorize transfers from one chapter of the budget to another after the Director-General has obtained approval of the Finance Committee. However, the Director-General can make within-chapter or between-chapter transfers which involve additional financial obligations on the part of the member States and associate members only after approval by the Council.

The Director-General also has authority to make between-chapter transfers of common staff costs and transfers from the contingency chapter of the budget.

**Recommendation 10**

The Council, at its forty-seventh session, requested the Programme and Finance Committees to review the conditions under which the Director-General may transfer funds appropriated by

the Conference and in this respect to consider and comment upon the recommendations of the *Ad Hoc* Committee. In interpreting the Financial Regulations governing transfers, the Legal Counsel of FAO had given the opinion that the Director-General did not have the power to make within-chapter or between-chapter transfers which may involve additional obligations for member States and associate members in future financial periods. In view of this interpretation, the Committees concluded that the Financial Regulations with respect to financial transfers were adequate and need not be changed.

The Conference concurred with the conclusions of the Programme and Finance Committees.

**Recommendation 11**

With the exception of transfers between chapters for common staff costs and transfers from the contingency chapter, the Director-General requests prior authorization from the Finance Committee or the Council, as appropriate, for all transfers between chapters and for within-chapter transfers which may involve additional obligations to member States and associate members in future financial periods.

With regard to the suggestions for a postal approval procedure, such procedure is provided for Council actions but not for actions to be taken by the Finance Committee.

**Recommendation 12**

The Director-General will describe any transfers effected and explain why they were made in his annual reports on budget performance, the first of which, as described in the observations on recommendation 8, will be submitted to the Programme and Finance Committees at their 1968 spring sessions.

*Supplementary estimates*

**Recommendation 13**

Budget estimates are calculated on the best information available, taking into account past experience and expected trends. For example, salary increases which are expected to occur prior to the ensuing biennium are incorporated. Common staff costs are based on personal entitlements of each individual staff member and with respect to vacant posts, on expected averages.

Annual allotments are issued to each organizational unit by objects of expenditure and the officer receiving the allotment is required to stay within each item of the allotment unless specific approval is obtained from the budget authority.

**Recommendation 14**

It has been the practice in FAO to finance unavoidable increases in expenditure in the first instance by savings, and increases owing to rises in prices are, in so far as possible, absorbed within available resources. Minor increases of salaries and allowances usually have been absorbed in the past within the biennial budget by savings without damaging the programme. However, major increases, which, because of the required legislative approvals and prior action of the General Assembly of the United Nations, frequently occur in the middle of the biennium, call for special provisions including withdrawals from the Working Capital Fund. Financing of increases, owing to rises in prices, from other than savings is not made until after discussions by the Director-General with the Finance Committee and the Council and after having obtained their approval.

However, it is the position of FAO that it does not appear desirable to lay down the rule that all increases in prices and wages should be absorbed within the approved budget level as might on occasions cause substantial and undesirable reduction in substantive programmes.

**Recommendation 15**

The organization now has a special appropriation line for contingencies. The amount for the 1968/1969 biennium is \$350,000, the same as it has been for the previous three biennia. The contingencies provision is indicated to cover unforeseen expenditure of a general nature (for example, price increases of utilities, equipment, supplies and communications) as well as the cost of inter-agency activities initiated during the biennium which cannot be anticipated at the time the budget is prepared. The contingency provision represents 0.58 per cent of the budgetary appropriation for the 1968/1969 biennium.

\* See below "Additional information".

**Recommendation 16**

The Financial Regulations of FAO provide that withdrawals from the Working Capital Fund for financing emergency expenditures shall be approved in advance by the Council.

**Recommendation 17**

As stated in connexion with recommendation 16, withdrawals from the Working Capital Fund for financing emergency expenditures are made only after approval in advance by the Council. In so doing the Council determines whether the withdrawal is for a clearly exceptional case involving an emergency.

**Recommendation 18**

This recommendation is not applicable to FAO except for an action of the thirteenth session of the Conference (November 1965) which passed resolution No. 35/65 authorizing the Director-General, after consultation with the Chairman of the Finance Committee, to withdraw up to \$500,000 from the Working Capital Fund to finance initial emergency measures for the control of outbreaks of livestock diseases under emergency circumstances which constitute a potential epizootic threat to livestock of other countries. No withdrawals from the Working Capital Fund for the purpose authorized have yet been made.

**Recommendation 19**

The annual financial reports of FAO now show the nature and the amount of the emergency expenditure incurred and the method used to finance such expenditure. The annual report on budget performance discussed in connexion with recommendation 8 will include the requisite explanation of the emergency expenditures incurred and the financing procedure used to meet them.

*Working capital funds***Recommendation 20**

As stated in the observations on recommendations 16 and 17, working capital funds are used to finance emergency expenditures only after approval obtained in advance from the Council.

**Recommendation 21**

The Financial Regulations of FAO provide that certain income received by the organization shall be classed as miscellaneous income for credit to the general fund. The FAO Council has the power to authorize that some emergency expenditures which cannot be covered from the current budget by savings or otherwise be financed by withdrawals from the Working Capital Fund. The Financial Regulations provide that advances made from the Working Capital Fund to finance emergency expenditures should be reimbursed by such method as the Conference determines. The Conference has, on occasion, approved the increase in Working Capital Fund from miscellaneous income and the replenishment of the Working Capital Fund from the cash surplus. The Programme and Finance Committees have expressed the view that this procedure was a more convenient, surer and faster way to achieve the aim of replenishment or increasing the Working Capital Fund. The Conference has concurred with the views of the Programme and Finance Committees.

**Recommendation 22**

The Conference, at its thirteenth session (1965), decided that the level of the Working Capital Fund should be increased from \$2.5 million to \$4.5 million. In considering the increase, full information was furnished to the Finance Committee as to inflows and outflows for the first seven months of the years 1960-1964 and the first two months of 1965 together with a forecast for the next five months of 1965. Explanatory comments were provided specifying the main factors which would jeopardize the organization's liquidity and the time of the year when they would most usually occur. Similar information and explanations will be furnished to the Finance Committee when a further increase in the Working Capital Fund is recommended.

**Recommendation 23**

This recommendation is directed to member States of the organizations.

## D. STANDARDIZATION OF FINANCIAL REGULATIONS

**Recommendation 24**

When agreement has been reached as a result of inter-agency discussions, in which FAO is participating, on a substantial number of terms to be used as standard financial nomenclature, proposals will be submitted to the Council and Conference of FAO for such amendments as may be required in the Financial Regulations.

## E. THE BUDGET CYCLE

**Recommendation 25**

The budget cycle of FAO is now on a biennial basis.

## F. STANDARDIZATION OF NOMENCLATURE

**Recommendation 26**

Inter-organization financial consultations were started in November 1967 by the Consultative Committee on Administrative Questions, for the purpose of developing a standard nomenclature of budgetary and financial terms. FAO is participating in this endeavour to the fullest extent.

## G. AUDIT, INSPECTION

*External auditors***Recommendation 27\***

The Financial Regulations of FAO already comply with this recommendation in that they enable the external auditor to make observations on the administration and management of FAO. The external auditor of FAO concurs in this view.

With regard to the question of rotation of auditors, the FAO Finance Committee has noted the views of the Panel of External Auditors on this matter and concurred with the opinion of the Panel that the proposal would not strengthen but weaken the existing external controls and that it should not be adopted. The Finance Committee decided to review the matter again at its next meeting after the ACC study was completed. The report to the Finance Committee for its next meeting, May 1968, not only advises of the results of the ACC study but also refers to the action of the General Assembly thereon (resolution 2360 A (XXII) of 19 December 1967), which noted, without comment, the report of the Secretary-General (A/C.5/L.902\*) on his consultations with the Panel of the External Auditors of the United Nations and the specialized agencies.

*Establishment of an inspection unit***Recommendation 28\***

The Conference has approved FAO participation in the Joint Inspection Unit on the basis of the conclusions reached at the Joint Meeting of the Economic and Social Council Committee for Programme and Co-ordination and ACC. The Conference has appropriated the estimated funds necessary for FAO's share of the costs of the Unit.

The Conference noted that the Programme and Finance Committees would submit proposals later to the Council on the procedure to be followed in the handling of reports of the Joint Inspection Unit as far as FAO was concerned. The Conference authorized the Council to approve such proposals provisionally, pending acceptance by the Conference at its next session.

## H. PROGRAMME PLANNING AND EVALUATION

*Long-term planning***Recommendation 29\***

The organization has had a continuing interest in the principle of long-term planning over the past years, and also in having a system of built-in evaluation as an aid to programme planning and budgeting. Long-term programming was discussed as early as 1956 in the FAO Council which passed a resolution entrusting the Director-General with the task of studying priorities

\* See below "Additional information".

\* See *Official Records of the General Assembly, Annexes*, agenda item 80.

to be set for projects in the programme of work and budget for 1959 and subsequent years. Later, the 1959 document entitled "Forward Appraisal" outlined FAO's programme through 1964. Under the United Nations Development Decade (1960s), FAO also set some of its major tasks and indicated certain priority fields of actions. In 1965 it initiated an expanded fisheries programme based on a preliminary six-year plan.

In 1963 the FAO Conference took a most important step towards long-term planning. In discussing the role of agriculture in the economic development of the developing countries and also in deciding upon the future orientation of the Freedom from Hunger Campaign (launched by FAO in 1960), it emphasized the need for preparation of an Indicative World Plan in the form of a quantitative picture of prospects for world production and consumption of and trade in agricultural products. It requested the Director-General to present to the thirteenth session of the Conference a perspective of the situation and a world plan for agricultural production, trade and development, and to highlight national and international action necessary to achieve the goals in order to accelerate the development of the developing countries.

The Indicative World Plan has received high priority in the work of FAO following its endorsement by the 1965 FAO Conference. It has four major objectives:

- (a) A focus for the work of FAO;
- (b) An international frame of reference for member States in the formulation and implementation of their national planning activities;
- (c) A useful basis for attempting to reconcile the production and trade policies between countries to make them as far as possible complementary;
- (d) A framework within which foreign aid may be programmed by both donor and recipient countries;
- (e) A basis for FAO's co-operation with United Nations and other agencies regarding the preparation for the Second United Nations Development Decade.

The Plan is thus intended as much to provide a basis for long-term planning for FAO as it is to avoid the potential chaos and waste which might result from unco-ordinated development of countries. It thus anticipated not only the call of the *Ad Hoc* Committee towards a long-term and integrated planning of activities of FAO, but also the United Nations General Assembly resolution 2218 B (XXI) requesting the Secretary-General to prepare "a preliminary framework of international development strategy for the 1970s". A first draft of the Indicative World Plan will be presented to the 1969 Conference for consideration.

The Plan is being worked on the basis of a two-time schedule. It envisages the projection of needs for agricultural production and trade and the means to meet them initially for 1975, and on a more tentative basis for 1985, using the rates of population growth along with the desirable and feasible rates of increase in the gross domestic product as the point of departure. It involves two basic approaches for arriving at an international consistent plan: a "vertical" approach by sub-regions and a "horizontal" approach by commodities. In the former case the food and agricultural needs as indicated by broad development goals will be projected over the plan period within the context of the region or sub-region concerned for the purpose of determining the types and magnitude of the resources and the policy lines and institutional arrangements required to meet them. In the horizontal approach, world totals of consumption, trade and production of agricultural products would be built up commodity by commodity thus giving countries a frame of reference by which to plan development. Attempts to reconcile the two sets of data would be made constantly and progressively for the purpose of giving the Plan a meaning finally at the world level, and also to the extent possible, for individual countries and for regional groupings of countries. A pilot study leading to a possible indicative plan among West African countries has proved this approach to be feasible.

As the name suggests the Plan can do more than indicate the broad programme and policy objectives and trends. The Programme and Finance Committees of FAO, while concurring that it is desirable to plan ahead, consider that too detailed a plan would be unrealistic for long-term projections but that a

broad outline of programme objectives and trends would have considerable value. Moreover the implementation of its policy implications will obviously rest with Governments themselves. It is understood that to the extent that Governments are able to follow the broad policy lines emerging from the Plan, and allocate or find the corresponding resources in the pursuit of their application, the Plan would become effective in providing a basis for formulating the work of FAO. Priorities and lines of activities within FAO will therefore depend to a large extent on choices made by countries, with FAO however continually ready to assist them on request to reach decisions with respect to any aspects of the Plan they consider necessary. The views and realities of member States would of course be sought at an earlier stage and reflected in the make-up of the Plan. It is also the intention to review it continuously in the light of changing circumstances and needs and provide leeway in its broad frame and operation to allow for adjustments as and when the need or opportunity arises. One of the devices employed in this respect would be to present the countries with a choice between two alternative rates of development—minimum and maximum. The first would envisage a close relationship between past trends and recent performances taking into account the factors which could modify these, while the latter would aim for a higher growth target with the assumption of greater effort and better performance than has so far been achieved in most countries.

The Conference at its fourteenth session asked the Director-General to review carefully its methodology and progress. The completion of the Plan is now being awaited. The appropriate machinery for translating its aims and findings into concrete activities of FAO and among member States is now being studied as part of the over-all plan for reorganizing the structure of FAO as called for by the FAO Conference at its fourteenth session. This is also in line with the recommendation of the *Ad Hoc* Committee that each organization should develop its own process and staff capability.

Following its completion and approval by the Conference in 1969 the Plan should substantially assist long-range forward planning and would facilitate the implementation of the six-year planning cycle recommended by the *Ad Hoc* Committee, if such a formal system is adopted by FAO.

The organization already follows the practice of synchronizing its planning and budget cycle with those of other organizations on those occasions where it seems necessary and feasible.

### Evaluation

#### Recommendation 30

Since its inception FAO has been concerned with the evaluation of its activities in one form or another and the appropriate machinery and procedures have been built up both at government level and within the secretariat. Over-all evaluation rather than being considered as an independent undertaking has been essentially integrated with the normal programme planning and development process of the organization.

A broad evaluation of existing as well as new programmes and projects in different subject-matter fields takes place at numerous technical meetings and also in the five regional conferences (Africa, Asia and the Far East, Europe, Latin America and the Near East) which meet in non-conference years. In these regional conferences intensive joint discussions, both at technical and policy levels, take place between the representatives of member States and the Director-General, regarding the effectiveness of existing programmes in the respective regions, the gaps, if any, and the new programmes to be initiated.

The past and current activities of FAO under both the regular programme and the field programmes as well as the Director-General's proposals for the continuation of existing programmes and for new programmes for the ensuing biennium, incorporated in his programme of work and budget, are also discussed in various established organs of FAO, such as the Programme Committee, the Finance Committee, the Committee on Commodity Problems, the Committee on Fisheries, the FAO Council, and finally the technical committees and commissions of the Conference which meets every two years. The FAO Council aided by the Programme Committee makes a fairly



exhaustive analysis and evaluation on a six-year cycle of the programmes of work of all technical and economic divisions and also of some of the supporting services; this review relates to all activities under the regular and technical co-ordination programmes.

At the secretariat level evaluation function is carried out mainly by three units. First, divisions carry out pre-project evaluation and report on the progress of the activities under their operational responsibilities. This includes both technical and economic feasibility and is usually undertaken by a multi-disciplinary team. The second unit, the Division of Technical Assistance Co-ordination which is concerned with the co-ordination of UNDP projects administered by FAO, prepares a comprehensive and analytical review of FAO's field programmes. A first accountability report on these programmes was presented to the fourteenth session (1967) of the Conference. This report gave a general description of FAO's field programmes, including information and statistics on the volume, trends, costs and geographical distribution of FAO's field activities and a series of case histories of field projects. The third organizational unit, the Programme Formulation and Budget Division, is concerned with the evaluation of the regular programme activities. Its responsibility in this regard includes the preparation of a biennial accountability report—*The Work of FAO*—for the FAO Conference covering the regular programme activities.

The governing bodies of FAO, however, have expressed their desire to have evaluation of both the regular programme and technical co-operation activities at a greater depth and the establishment of a closer relationship of FAO's programmes to the national development plans and priorities, including evaluation of their final impact in the countries.

Following these recommendations, later supported by the *Ad Hoc* Committee as well as by the FAO Review Team reporting on the organization's general structure, a study is being conducted of the structure of FAO, including the organization of programme planning, formulation and evaluation. The Director-General's report on this study will first be considered by a special committee of the Council and then by the Council itself at its 1968 October session following which the appropriate organization for evaluation will be determined.

The question of providing governing bodies with timely progress reports containing evaluation data on projects and programmes is also now under the active consideration of FAO.

#### **Recommendation 31**

The organization is fully co-operating through the ACC Inter-Agency Study Group on Evaluation in this respect.

### I. CO-ORDINATION

#### **Recommendation 32**

As already stated in the observations on recommendation 2, in order to furnish an adequate period of time for member States to review the draft programme of work and budget, it is submitted to them as well as to the Programme and Finance Committees approximately eight or nine months prior to its submission to the Conference for formal approval. Because of the timing of the sessions of the General Assembly and of the FAO Conference, immediate implementation by the FAO Conference of recommendations made by the General Assembly is sometimes impossible. On occasion the Conference has decided to initiate or change FAO practice provided the General Assembly approved it even at a later date. If the General Assembly, however, approves a recommendation without the Conference having had the opportunity to review and accept the recommendation, it could not be implemented if an issue is involved which requires Conference approval.

#### **Recommendation 33**

The organization agrees with the recommendation concerning harmonization and adjustments of conference schedules. However, as pointed out in the observations on recommendations 40, 42, 45, 47-50, this can be different in practice. It is the belief in FAO that the only effective way harmonization might be arrived at would be to have a much fuller exchange of information among the agencies at a preliminary planning stage

of the conferences. Very often by the time the approximate date and place is fixed it is too late to do any effective harmonization. In fact within the organization itself the harmonization of schedules often poses a problem for this very reason and while steps are being actively taken to correct this, even this appears to be more difficult than it sounds.

#### **Recommendation 34**

This recommendation is directed to the Advisory Committee on Administrative and Budgetary Questions.

#### **Recommendation 35**

This recommendation is directed to the Advisory Committee, which plans to conduct such a review of FAO activities during May 1968.

#### **Recommendation 36**

In the Secretary-General's report (E/4391,<sup>b</sup> paras. 27-28) to the Economic and Social Council on implementation of the recommendations of the *Ad Hoc* Committee, he stated:

"27. . . . The thirty-third report of ACC describes, at some length, the arrangements made by ACC to facilitate its work. The report mentions a number of arrangements in force whereby the work of ACC is prepared at a senior executive level and brings out the central role of the Preparatory Committee. The members of the Preparatory Committee comprise deputies or senior officials specially designated by their executive heads; they are authorized to dispose of all current inter-agency business that does not require specific consideration and decision by the executive heads themselves.

"28. In this connexion the widening and consolidation of the role of ACC's Consultative Committee on Administrative Questions . . . should also be noted. This body, consisting of the senior administrative and financial officials of each organization, will henceforth handle not only administrative questions, but also financial and budgetary questions, including the further action required on the recommendations of the Advisory Committee on Administrative and Budgetary Questions and in pursuance of Council resolution 1090 D (XXXIX) of 31 July 1965."

#### **Recommendation 37**

Close and systematic contacts are maintained between the headquarters of FAO and UNDP on all matters concerning the development and execution of the field programme (by means of correspondence, frequent visits, holding of annual review meetings, etc.).

As regards co-ordination in the field FAO fully subscribes to the ten principles for co-ordination spelled out in the twenty-sixth report of ACC (E/3625,<sup>c</sup> para. 31). The organization is already co-operating with UNDP Resident Representatives in achieving necessary co-ordination in respect of its field programmes.

A major step taken in this direction was a special agreement signed by the Director-General and the UNDP Administrator on 11 October 1966 for the integration of UNDP and FAO field offices at the country level. This agreement came into effect on 1 January 1967.

Under this agreement UNDP has agreed to finance a number of full-time senior agricultural advisers or country representatives in countries where FAO programmes require them. They are nominated by FAO, agreed to by UNDP and serve under a joint letter of appointment. Their functions are full-time planning, co-ordination and evaluation of FAO's field programmes, advice to Governments within FAO's fields of competence, as requested, advice to UNDP Resident Representatives on the assessment of requests and negotiations of UNDP (Technical Assistance and Special Fund components) projects, and general supervision of FAO field operations. They also assure FAO of an adequate channel of communications with member States on matters outside the scope of UNDP-sponsored activities. These senior agricultural advisers of FAO country representa-

<sup>b</sup> See *Official Records of the Economic and Social Council, Forty-third Session, Annexes*, agenda item 19.

<sup>c</sup> *Ibid.*, *Thirty-fourth Session, Annexes*, agenda item 3.

tives are responsible to FAO on matters of substance and to UNDP for administrative matters. Several advisers were already appointed under this agreement in 1967 and the appointment of more is under consideration.

While initial agreement has been approved by FAO governing bodies, they have made some suggestions to be taken into account in its renewal and extension.

The terms of the initial agreement are therefore being reviewed in the light of these recommendations as well as of experience of its working to date and also of the requirements of member States to see what further improvements could be made in the co-ordination process which might serve the needs of member States even more effectively. Meanwhile FAO endeavours to see that the country representatives co-operate fully with UNDP Resident Representatives in matters of common concern.

#### **Recommendation 38**

This recommendation is directed to the reconstitution of the Special Committee on Co-ordination of the Economic and Social Council.

#### **Recommendation 39**

The Administrative Committee on Co-ordination has considered the recommendation of the *Ad Hoc* Committee with respect to adequate staff support for ACC work. Paragraph 24 of its report (E/4337 and Add.1 and 2<sup>4</sup>) states:

“The Council’s resolution 1174 (XLI) asked that among the means of strengthening and financing the staff for the ACC and inter-agency affairs, the Secretary-General should explore, with his colleagues, ‘the possibility of using staff support arrangements such as those followed for the International Civil Service Advisory Board and the Consultative Committee on Administrative Questions or of drawing, as feasible and appropriate, on the personnel resources of the organizations of the United Nations system’. It was noted that the work of the staff Officer of the Consultative Committee on Administrative Questions and the Secretary of the International Civil Service Advisory Board differs in character from that of the staff which will be engaged on ACC and inter-agency affairs; and further that these officers are engaged exclusively in serving their respective inter-agency bodies, while the staff for ACC and inter-agency affairs will serve not only ACC but also in respect of matters affecting inter-agency co-ordination and relationships, the Council, the General Assembly and the Secretary-General of the United Nations. It was felt, therefore, that possibly a better way of ensuring adequate additional staff support for ACC work would be to arrange that the staff resources of the specialized agencies and IAEA as well as the United Nations could be drawn on, under appropriate conditions, as required. While agencies would find it difficult to provide such support on a long-term basis, every effort will be made by them to respond to requests for assistance on a short-term and *ad hoc* basis, provided adequate notice is given; and most members of ACC feel that it should be possible, in the case of short-term assignments, for their respective agencies to continue to pay the salary of the official seconded, with the other expenses being borne by the United Nations.”

The organization agrees in principle with this recommendation.

#### J. CONFERENCES, MEETINGS AND DOCUMENTATION

#### **Recommendation 40**

The organization is actively reviewing the entire conference programme of all of its statutory bodies. This review is in response to a request by the Council of FAO. Wherever possible, consideration is being given to holding biennial meetings of statutory bodies in order to reduce total meeting time. Some statutory bodies already hold biennial meetings as a matter of course.

#### **Recommendation 41**

The FAO Conference meets every two years, in the odd-numbered year.

<sup>4</sup> *Ibid.*, Forty-third Session, Annexes, agenda item 17.

#### **Recommendation 42**

(a) The conference programme of FAO is established within the framework of the Programme of Work and Budget and includes sessions supported by the Regular Programme as well as those supported by other funds such as UNDP and the Freedom from Hunger Campaign. The formulation of the specific meetings programme including site and dates is carried out progressively over a period of time as facilities are agreed upon by host Governments. The entire meeting programme is submitted at least twice yearly to the Secretary-General of the United Nations. Under present circumstances, it is difficult, if not impossible, to draw up in advance a yearly calendar of all conferences and meetings to be held in the organization. Many FAO conferences are held away from headquarters on specific technical questions and often in conjunction with other organizations. This characteristic plus the need to schedule sessions in conformity with host Governments’ wishes stands in the way of very much advance planning.

(b) In view of the above, there is a real practical difficulty in taking decisions to establish the final conferences programme on the basis of the consolidated calendar. Internal programming factors, even for meetings held at headquarters, often require the Director-General to make extensive shifts in the schedule which would preclude adherence to a rigid consolidated schedule. It appears to the organization that the decision to hold a given conference at a given place and date should not be bound by any consolidated schedule but should have as much advance information as possible at the planning stage so that co-ordination could be effected then. When the date and place is more or less fixed, it is often too late.

The fourteenth Conference of FAO, held in October-November 1967, approved a specific list of conferences and sessions for the entire biennium and, for the first time, requested that any deviation from this list be communicated to the governing bodies with an appropriate justification.

#### **Recommendation 43\***

Meetings of the FAO Conference and Council and their related bodies are shown in the Programme of Work and Budget as a separate chapter. In each chapter and sub-chapter of the budget the cost of meetings is shown as a separate item. Each chapter and sub-chapter lists and describes the meetings in which the organizational unit participates. The cost of travel of participants at meetings, with the exception of FAO staff, is included in the costs shown for meetings. Translation and printing of documents is not included in the cost of these items.

The Conference has agreed that the total provisions proposed in relation to meetings for each division should be presented in future budget documents as clearly and comprehensibly as practical. For the time being FAO proposes to include an annex to the budget to identify expenditures pertaining to meetings, showing direct costs and indirect costs of travel time for staff. FAO is willing to collaborate with other organizations to establish criteria for estimating the total expenditures pertaining directly and indirectly to meetings.

#### **Recommendation 44**

This recommendation is directed to the Secretary-General of the United Nations.

#### **Recommendation 45**

The organization is cognizant of the need to spare no effort in reducing conference documentation and specific steps have already been taken at both the planning and execution level to exercise very strict control.

The whole documentation programme is of course tied to the detailed meeting programme and efforts are being made not only to reduce the total documentation through more careful planning but also to eliminate entirely some documents through more careful preparation of agendas.

#### **Recommendation 46**

This recommendation is directed to Governments.

#### **Recommendation 47**

All statutory bodies of FAO as well as their subsidiaries are under continuous review, at the request of the Council referred

\* See below “Additional information”.



o in the observations on recommendation 40, and each session of these bodies will be informed of the Conference and Council decision concerning the requirement to have specific approval of the establishing organ before additional meetings are authorized.

#### **Recommendation 48**

At FAO headquarters no expansion of physical facilities for conferences has been planned.

#### **Recommendation 49**

No additional new conference personnel is foreseen in the near future.

#### **Recommendation 50**

The general guidelines for planning of FAO conferences and meetings are by and large determined by the Conference when the Programme of Work and Budget is approved. This approval is designed to ensure that the conferences and meetings programme remains in channels that directly support the Programme of Work and Budget. Within this broad frame, the suggested priorities are taken account of in the following way:

(a) Priorities are established only in the most general way since the programme of the organization is flexible and must respond to both long-term and emergency requirements. In certain areas, long-term plans for conferences can be developed such as the case of regional commissions on specific subjects. Very often, however, *ad hoc* conferences and meetings must be called for the purpose of devising an urgently required programme in a given region.

(b) The availability of resources both human and physical or servicing conferences is taken into account in two ways. In the first place, the human resources for organizing and preparing the necessary documentation for sessions is part and parcel of the Programme of Work and Budget. The physical facilities for servicing conferences is necessarily calculated before a session is definitely scheduled. The control point is usually when the date and place of the session is finally proposed.

(c) The financial ability of the organization to hold conferences is carefully estimated in advance, session by session, when the Programme of Work and Budget is drafted. There are, however, additional, more or less hidden, costs which are often only fully apparent when the conference is finally scheduled. These, which include such items as travel of Professional staff and time required for preparation of documents, are often not fully determined until a very much later stage. The ability of member States to meet requirements for holding conferences is, of course, expressed by their agreement to hold a given conference. In FAO Governments are always provided with a rather full bill of particulars to allow them to make rather detailed estimates of the costs involved.

(d) The time intervals between conferences of the same body or of similar bodies are highly variable and do not fall in a fixed pattern. Sometimes, conferences on the same subject are held annually for a series of years until the organization is satisfied that a programme has been devised, following which there may be a gap of as much as four or five years. It is difficult to predict or, in fact, to estimate very far in advance what would be an adequate interval of time.

(e) and (f) Co-ordination between the United Nations and specialized agencies on the convening of major international conferences is effected by direct contact between the subject matter officers within the agencies. However, effort is made within the organization to avoid conflict between its conferences and those of the United Nations and other specialized agencies. There have been some cases of joint scheduling of conferences in certain regions but this has sometimes raised problems for both organizations. FAO would therefore favour further consideration of this matter.

#### **K. LOCATION OF SERVICES OF THE UNITED NATIONS**

##### **Recommendation 51**

The organization would welcome a survey in which it could participate, if requested, for reviewing the location of all services for conferences available within the United Nations Secretariat and the specialized agencies. FAO's

principal services are available at Rome headquarters but there are other facilities available in some of the regional offices which might, on occasion, be utilized by sister agencies on a reciprocal basis.

#### **L. ADMINISTRATIVE COSTS OF EXTRA-BUDGETARY PROGRAMMES**

##### **Recommendation 52**

In FAO, following the findings of new management review of the impact of field programme activities on the organization's regular programme, the Director-General was requested by the legislative bodies to continue his efforts with those bodies providing the extra-budgetary resources, to ensure an equitable and realistic provision of supervisory and administrative funds. The continuation of the periodic impact surveys (there have been seven) was authorized on a two-year cycle basis. The imminent May visit of the Advisory Committee to FAO headquarters will doubtless permit the Committee to profit by an on-the-spot evaluation of the extent to which the overhead costs of the United Nations Development Programme are shared equitably by the Organization and by UNDP.

##### **Additional information**

[A/7124/Add.1]

##### **Recommendation 6**

###### **ANNEXES:**

- A. The Programme Committee and the Finance Committee, at their spring 1968 sessions, expressed doubt as to whether the annex (showing the breakdown of expenditures into administrative costs, operational costs and general research and study costs) would be appropriate to the budgetary structure of FAO, but noted that this would be further reviewed if inter-agency agreement could be reached as to what should be included under each of the three categories.
- C. The Programme and Finance Committees, at their spring 1968 sessions, agreed that a geographical annex should be included. This will be done as a part of the budget documentation for 1970/71.

##### **Recommendation 8**

The Director-General has submitted his first annual report\* of budgetary performance to member States. The Programme and Finance Committees, at their spring 1968 sessions, considered that the report was of particular importance as it gave a clear picture of the final pattern of expenditures, as compared to the budgetary provisions.

##### **Recommendation 27**

The Programme and Finance Committees, at their spring 1968 sessions, concluded that no further action was necessary with respect to the recommendation that rotational audit be studied. The Committees had before them the opinion (A/C.5/L.902,\* para. 27) of the Panel of External Auditors that rotational audit would not strengthen, but weaken the existing external controls, an opinion which the General Assembly had noted without comment.\*

##### **Recommendation 28**

The Programme and Finance Committees, at their spring 1968 sessions, noted that the reports of the inspectors would be placed before the Council by the Director-General, who may attach to the report any information and observations he considers appropriate. The Committee suggested that the Council may wish to adopt a procedure under which it may take action on these reports after they have been reviewed and commented upon by the Programme and Finance Committees.

\* See appendix 1 of document CL51/5 of FAO.

† See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 80.

\* See General Assembly resolution 2360 (XXII).

**Recommendation 29**

As previously indicated, the completion and approval by the Conference in 1969 of the Indicative World Plan for Agricultural Development should substantially assist long-range forward planning and would facilitate the implementation of the six-year planning cycle recommended by the *Ad Hoc* Committee, if such a formal system is adopted by FAO. Once a long-term agricultural development strategy has been established, it will be possible to pay greater attention to medium-term programme proposals. The Conference will be in a position to look at the future trends and programmes at three different levels, that is, the long-term strategy (beyond the six-year period), the medium-term proposals (four to six years ahead) and the programme of work and budget for the next two-year period. The Director-General is proposing to submit to the Conference a document on medium-term programme proposals which he would use as a basis in preparing the draft programme of work and budget to be presented at the following Conference session.

**Recommendation 43**

The Programme and Finance Committees, at their spring 1968 sessions, agreed that an annex pertaining to meetings should be included in the budget for 1970/1971, showing direct costs and indirect costs of travel time of staff. As previously indicated, FAO is willing to collaborate with other organizations in the establishment of criteria for estimating total expenditures pertaining directly and indirectly to meetings.

**ANNEX V****Implementation by the United Nations Educational, Scientific and Cultural Organization**

[A/7124]

[Original text: English]

**A. BUDGET PREPARATION****Recommendation 1**

The time-table for the preparation of the programme and budget for 1969-1970, as adopted by the UNESCO General Conference<sup>a</sup> at its fourteenth session, provides for a discussion by the Executive Board of "relevant significant budgetary factors" one year before the Conference, on the basis of information furnished by the Director-General.

**Recommendation 2**

The existing regulations and practices in UNESCO conform with this recommendation. The Executive Board normally begins detailed consideration of the draft programme and budget more than five months before the opening of the General Conference. The Board and its Commissions devoted more than twenty-two meetings and the General Conference and its Commissions devoted more than seventy meetings to examining the draft programme and budget for 1967-1968.

**Recommendation 3**

Comments of the Executive Board on the draft programme and budget are to be transmitted to member States four months before the opening of the General Conference. Moreover, articles 3.4 and 3.6 of the UNESCO Financial Regulations are in line with the first part of this recommendation. Members of the Board are often accompanied by experts at meetings of the Board or of its Finance and Administrative Commission (rule 9.4 of rules of procedure of the Executive Board).

**B. STANDARDIZATION OF BUDGET DOCUMENTS***Uniform budget layout***Recommendation 4**

The organization has co-operated and will continue to co-operate in such a study. Experience suggests, however, that

<sup>a</sup> UNESCO, *Records of the General Conference, Fourteenth Session, Resolutions*, resolution 14.

it is difficult to have a uniform budget presentation for all agencies.

**Recommendation 5**

In complying with this recommendation, UNESCO has included in its draft programme and budget for 1969-1971 (15 C/5) an annex showing the breakdown of its expenditure by the standard classifications suggested by ACC.

*Common principles of budgetary presentation***Recommendation 6**

In the draft programme and budget for 1969-1970, an annex has been included giving the breakdown by objects of expenditure, as UNESCO's programme and budget has been prepared since 1953 on a project basis.

With regard to an annex on administrative and operational costs, previous efforts have indicated considerable difficulty in defining the terms "administrative costs", "operating costs" and "general research and study costs". If a common definition of such terms could be established, information could be provided.

With regard to a geographical annex, it should be stressed that an important part of UNESCO's programme is of an international character and that the exact location of the operational activities relating to these projects is often fixed only at the execution stage. Such information at the budget presentation stage would, therefore, be incomplete and could be misleading. Nevertheless, an effort is being made to provide a summary of the regional activities in each sector of the programme.

A comprehensive introduction by the Director-General has always been a feature of UNESCO's draft programme and budget.

Methods of presenting information concerning staff and structure are under study; certain simplifications and improvements have been introduced in the draft programme and budget for 1969-1970.

*Cost increases for present establishment***Recommendation 7**

The organization considers that adequate explanation and justification for the proposed increases have been provided in its programme and budget document. The organization is prepared to co-operate with other organizations of the United Nations system in improving nomenclature.

**C. BUDGET PRACTICES AND PERFORMANCE***Reporting on budget performance***Recommendation 8**

According to existing practice in UNESCO, three reports provide most data relevant to the points referred to above:

The annual financial report, required under paragraph 4 of article 11 of the Financial Regulations;

The reports on the trends of expenditure submitted to the Executive Board at the end of twelve months and eighteen months of each biennium;

The annual reports of the Director-General on the activities of the organization.

Efforts will be made to improve the content of these reports as recommended by the *Ad Hoc* Committee.

*Transfers***Recommendations 9 and 10**

These recommendations were discussed by the UNESCC Executive Board in October-November 1967. The relevant decision of the Board reads as follows:

"...

"Recalls that, under the existing provisions, the Director-General must secure prior approval of the Executive Board for any major deviation from the programme resolutions

adopted and the Work Plans noted by the General Conference;

"Considers, therefore, that no change is required in the provisions concerning transfers within appropriation lines nor in the headings of the appropriation lines now used in the appropriation resolution".<sup>b</sup>

#### **Recommendation 11**

This has always been the practice in UNESCO.

#### **Recommendation 12**

This has always been the practice of UNESCO.

#### *Supplementary estimates*

#### **Recommendations 13 and 14**

The organization has made and will continue to make efforts to follow this general rule, bearing in mind the primary obligations to execute the programme as voted by the General Conference.

#### **Recommendation 15**

The Director-General of UNESCO has not recommended such an appropriation for contingencies nor has the matter been discussed to any degree in the Executive Board.

#### **Recommendations 16-19**

The organization follows the general lines recommended as evidenced in resolution 28 (Level and Administration of the Working Capital Fund) adopted by the General Conference at its fourteenth session.<sup>c</sup>

#### *Working capital funds*

#### **Recommendation 20**

The organization is in agreement with and conforms to this recommendation.

#### **Recommendation 21**

This has always been the practice of UNESCO.

#### **Recommendation 22**

The organization is in agreement with and conforms to this recommendation.

#### **Recommendation 23**

On the basis of a decision taken by the UNESCO Executive Board, this recommendation has been brought to the attention of member States.

### D. STANDARDIZATION OF FINANCIAL REGULATIONS

#### **Recommendation 24**

The organization welcomes this suggestion and has co-operated and will co-operate in inter-agency studies and submit in due course necessary revisions to the General Conference for approval.

### E. THE BUDGET CYCLE

#### **Recommendation 25**

The organization has had a biennial budget since 1953.

### F. STANDARDIZATION OF NOMENCLATURE

#### **Recommendation 26**

The Director-General of UNESCO will co-operate with the Secretary-General of the United Nations in the inter-agency consultations on common terminology. To the extent that new terms are to be introduced in the Financial Regulations, revisions may have to be submitted to the UNESCO General Conference for approval before becoming effective.

<sup>b</sup> UNESCO, *Executive Board, Seventy-seventh Session*, document 77 EX/Decisions, item 3.3, paras. 7 and 8.

<sup>c</sup> UNESCO, *Records of the General Conference, Fourteenth Session, Resolutions*.

### G. AUDIT, INSPECTION

#### *External auditors*

#### **Recommendation 27**

The organization considers that its Financial Regulations (i.e., Principles to govern audit procedure) conform to this recommendation.

#### *Establishment of an inspection unit*

#### **Recommendation 28**

Under the authority of resolution 19 adopted by the General Conference of UNESCO at its fourteenth session<sup>d</sup> and in view of resolution 1280 (XLIII) adopted by the Economic and Social Council at its forty-third session, the Executive Board of UNESCO has decided that UNESCO will participate during 1968 and, subject to confirmation by the General Conference, in the following years, in the implementation of the joint inspection system decided by resolution 2150 (XXI) of the General Assembly of the United Nations. The Executive Board also invited the Director-General to co-operate fully in the Joint Inspection Unit and authorized a financial contribution estimated at \$55,000 for its functioning in 1968.

### H. PROGRAMME PLANNING AND EVALUATION

#### *Long-term planning*

#### **Recommendation 29\***

The practices of UNESCO in the formulation, approval and execution of programmes are in accordance with the spirit of this recommendation. The principle of long-term planning has been adopted by its General Conference. Paragraph 4 of resolution 7, adopted at its fourteenth session, states:

"UNESCO should seek more and more, through medium- and long-term forward planning, to devise activities which go beyond the framework of particular programmes and budgets but which leave, nevertheless, certain fundamental options unimpaired. This would facilitate the co-ordination of its activities and, according to the needs of a given period, the concentration of its efforts upon priority tasks whilst regulating the rhythm of natural growth, which should never be allowed to overtax the capacity of administrative machinery."<sup>d</sup>

Long-term planning is reflected in the programme and budget document itself, in the general introduction and in sections relating to certain projects, particularly new ones. In addition, the Director-General submits to the General Conference a special report which evaluates progress, sector by sector, and relates such progress to particular prospects and general perspectives. Finally the Programme Commission of the General Conference devotes a number of sessions specially to the discussion of guidelines for the future programme.

This matter was discussed by the UNESCO Executive Board in October-November 1967 which adopted the following resolution:

"...

"Notes that the principle of long-term planning has already been adopted by the General Conference at its fourteenth session (resolution 7, para. 4) and that important elements of long-term planning are to be found in the general introduction and certain sections of the programme and budget, as well as in documents regularly submitted to the Executive Board for consideration;

"Instructs the Special Committee of the Executive Board to study the method to be followed for formulating and keeping up to date a long-term plan of activities of the organization, and report to the Board during the current biennium;

"Decides to continue the study of the application of the recommendations of the *Ad Hoc* Committee of Experts concerning long-term planning and evaluation, having regard to

<sup>d</sup> *Ibid.*

\* See below "Additional information".

the result of the examination undertaken by the Special Committee with the aim of promoting greater co-ordination of the programmes and activities within the organization and of those of the United Nations system".<sup>e</sup>

In accordance with the Board's decision, the Special Committee of the Executive Board met in February 1968 and undertook a detailed study concerning the long-term planning of the activities of the organization. Its reports will be considered at the seventy-eighth session of the Executive Board which opens in May 1968.

On the other hand, in the draft programme and budget for 1969-1970 (document 15 C/5), which was prepared in February-March 1968, long-term planning elements have also been taken into account, wherever appropriate.

The Director-General of UNESCO will submit to the General Conference at its fifteenth session a report concerning the evaluation of UNESCO's activities (1966-1967) and future prospects, as he has done in the past. This document is meant to provide a conceptual framework for the long-term planning of the organization's programme.

#### Evaluation

##### Recommendation 30

As noted under recommendation 8, three periodic reports provide data on programme execution: annual reports on activities of the organization, reports on trends of expenditure and financial reports.

Over the past ten years UNESCO has studied and disseminated information concerning evaluation techniques under its social science programme. In 1965-1966, evaluations of the major projects on the extension and improvement of primary education in Latin America and on the mutual appreciation of eastern and western cultural values were carried out in accordance with a decision of the General Conference. In addition, the Director-General of UNESCO took the initiative of organizing evaluations of the regional offices, centres and institutes established or assisted by UNESCO in Asia and in Africa. Persons outside the secretariat are frequently associated with these special evaluations.

Continuing evaluation of selected projects is provided within the programme and the General Conference provided for increased scientific support for the development of the methods and procedures for such evaluation.<sup>f</sup> Such evaluation is now established as a regular feature of the programme, and the General Conference adopted in 1966 a number of policy guidelines which are being put into practice.<sup>g</sup>

##### Recommendation 31

This recommendation is not directed to UNESCO, but the organization will continue to co-operate in the development of common evaluation methods and standards throughout the United Nations system and in specific evaluation projects requested by the Economic and Social Council.

#### I. CO-ORDINATION

##### Recommendations 32 and 33

The present schedules enable the UNESCO General Conference to take into account, before adopting the budget of the organization, the recommendations of the General Assembly adopted the year before the Conference, and the recommendations of the Economic and Social Council, adopted in July of the Conference year. It is not clear what further adjustments of meeting and review schedules are considered feasible and necessary.

##### Recommendation 34

This is not addressed to UNESCO.

##### Recommendation 35

In light of this recommendation and at the invitation of the Director-General, the Advisory Committee on Administrative

<sup>e</sup> UNESCO, *Executive Board, Seventy-seventh Session*, document 77 EX/Decisions, item 3.3, paras. 9-11.

<sup>f</sup> UNESCO, *Records of the General Conference, Fourteenth Session, Resolutions*, resolution 3.254.

<sup>g</sup> *Ibid.*, resolution 12.1.

and Budgetary Questions visited UNESCO headquarters from 29 June to 11 July 1967. It studied the administrative and management procedures concerning UNESCO's programmes and budgets and submitted its reports (A/6905<sup>h</sup>) to the twenty second session of the United Nations General Assembly.

##### Recommendation 36

This is subject to further discussion in the Administrative Committee on Co-ordination.

##### Recommendation 37

Action and co-ordination in the field involve for each agency and in particular for UNESCO, facts and considerations which go beyond the scope of UNDP. The Director-General of UNESCO has nevertheless made it his policy to keep UNDP and particularly UNDP Resident Representatives informed of UNESCO's plans, in accordance with the principles approved by ACC. The Director-General will continue his efforts to strengthen co-ordination activities at headquarters and in the field through the machinery of ACC and of the Inter-Agency Consultative Board.

##### Recommendation 38

This is not addressed to UNESCO.

##### Recommendation 39

Staff support for the Advisory Committee and the Economic and Social Council is a matter of concern to the Secretary-General and the General Assembly. The Director-General of UNESCO is prepared to consider secondment of members of the staff of the secretariat in order to strengthen the secretariat of ACC.

#### J. CONFERENCES, MEETINGS AND DOCUMENTATION

##### Recommendation 40

The UNESCO General Conference, the Executive Board and the Director-General have been making efforts to reduce the number of conferences and meetings. For example, now most of the advisory committees are convened once every two years instead of annually. The Director-General agrees, however, that a greater reduction in the number of meetings is desirable and intends to do all that he can to assist the General Conference and the Executive Board in critical reviews of proposals for meetings.

##### Recommendation 41

The General Conference of UNESCO has met biennially since 1952.

##### Recommendation 42

The organization has communicated information to the Secretary-General on UNESCO's plans regarding meetings, as requested by the General Assembly, it being understood that the schedule of UNESCO's conferences and meetings must be prepared in accordance with the decisions of the General Conference concerning the programme of the organization and its implementation.

##### Recommendation 43

The programme and budget of UNESCO are planned and administered on the basis of projects within broad sectors. It does not appear logical to gather under a special appropriation line the costs of conferences and meetings required for the execution of all projects which are diverse in their objectives and methods.

In the draft programme and budget for 1969-1970 (document 15 C/5), however, the Director-General has provided an information annex showing some essential details of proposed conferences and meetings (e.g., title or subject, category, place, date, number of participants, working languages), as well as direct costs involved.

##### Recommendation 44

This is addressed to the Secretary-General of the United Nations.

<sup>h</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 80.

**Recommendation 45**

On the basis of a decision taken by the UNESCO Executive Board, this recommendation has been brought to the attention of member States.

**Recommendation 46**

On the basis of a decision taken by the UNESCO Executive Board, this recommendation has been brought to the attention of member States.

**Recommendation 47**

The organization will bear this recommendation in mind in planning its future programmes and budgets.

**Recommendations 48 and 49**

The organization will keep these recommendations in mind in the execution and preparation of UNESCO's programme.

**Recommendation 50**

The organization welcomes this recommendation which will be kept in mind in the planning of the future programme. In this connexion it should be noted that resolution 16 adopted by the UNESCO General Conference at its fourteenth session<sup>1</sup> declares that whenever appropriate, UNESCO should jointly convene conferences, meetings or seminars of a similar or complementary nature with the United Nations, its organs or subsidiary bodies or with the specialized agencies or the International Atomic Energy Agency. Where feasible, the Director-General intends to submit to the Board and later to the General Conference, tentative plans for several years of conferences in categories I and II.

## K. LOCATION OF SERVICES OF THE UNITED NATIONS

**Recommendation 51**

This is addressed to the Secretary-General of the United Nations.

## L. ADMINISTRATIVE COSTS OF EXTRA-BUDGETARY PROGRAMMES

**Recommendation 52**

The organization welcomes this recommendation and is prepared to co-operate fully with the Advisory Committee on Administrative and Budgetary Questions in its review of the problem, which it does not consider as equitably solved yet.

**Additional information**

[A/7124/Add.1]

**Recommendation 29**

In May/June 1968, at its seventy-eighth session, the Executive Board adopted the following resolution concerning long-term planning of the activities of the organization:<sup>1</sup>

"The Executive Board,

"1. Having regard to resolution 19 adopted by the General Conference at its fourteenth session,

"2. Aware of the importance attached by the General Conference to long-term planning, as evidenced in paragraph 4 of resolution 7 of the fourteenth session,

"3. Having examined, on the one hand, that part of the recommendations of the United Nations *Ad Hoc* Committee of Experts concerning long-term planning, which are aimed at promoting greater co-ordination of the programmes and activities of UNESCO, both within the organization itself and with those of other agencies of the United Nations system in order to ensure the most rational use of available resources,

"4. Having considered, on the other hand, the environment in which the organization operates, the constitutional provisions, and other factors special to UNESCO, which

would affect any application to the organization of the recommendations of the United Nations *Ad Hoc* Committee of Experts, as set forth in detail in paragraph 73 of its report,

"5. *Conscious* that the nature of UNESCO's work in itself requires that the organization's activities should in general be of a long-term or continuing nature and that to an increasing extent particular programmes and projects are already drawn up on a long-term basis covering more than one biennium,

"6. *Noting also with appreciation* that by means of various documents, including in particular the introduction to document C/5 and the evaluation paper C/4, the Director-General has frequently drawn the attention of the General Conference to various general elements of long-term planning,

"7. *Believing*, nevertheless, that the organization has now reached a stage of development at which it is both possible and desirable to establish an integrated, balanced and flexible long-term plan,

"8. *Recommends* that the General Conference at its fifteenth session should consider and decide upon the following proposals:

"(a) The Director-General should be invited to prepare for the sixteenth session of the General Conference—using for this purpose the medium of document C/4—a long-term plan covering three budgetary periods (six years) which would include:

"(i) A statement of the objectives to be aimed at during this period;

"(ii) Proposals for the activities through which these objectives might be attained; it being made clear that in respect of the first two years of the period it would be a case of laying down the main lines of the programme, the concrete projects which would be contained in the draft programme and budget for the forthcoming biennium, 1971-1972, and that in respect of the two succeeding biennia the proposals would be expressed in the form of a sketch programme which would describe the major fields of activity but would not suggest particular projects;

"(iii) An estimate of the financial implications of the proposals expressed in terms of an anticipated tempo of growth;

"(b) The Director-General should be requested to take into account, in preparing the long-term plan, the priority needs of member States, the need for proper co-ordination with the long-term programmes of the other institutions of the United Nations family, the necessity and desirability of multilateral and regional action in UNESCO's areas of competence, an assessment of the resources likely to be available to the organization, and the estimated capacity of the organization to undertake the activities proposed;

"(c) The General Conference should discuss the proposed long-term plan at the sixteenth session and take action upon it in the following manner:

"(i) It should, as at present, decide upon the programme and budget for the forthcoming biennium (1971-1972) on the basis of document C/5;

"(ii) It should in the course of the general debate and in the Programme Commission as appropriate, discuss the proposals made in the sketch programme for the two following biennia and reach conclusions for use in the preparation of the next two future programmes but would at the same time reserve to subsequent sessions of the General Conference the duty of re-examining the long-term plan in the light of the development of the programme and with continuing regard to the criteria mentioned in paragraph 8 (b) above;

"(d) The Director-General should be invited, for each session of the General Conference subsequent to the sixteenth session, to bring the long-term plan up to date by extending it on each occasion for a further two years so that at every session there would be a six-year plan covering the activities of the organization."

<sup>1</sup> UNESCO, *Records of the General Conference, Fourteenth Session, Resolutions*.

<sup>2</sup> UNESCO, *Executive Board, Seventy-eighth Session, 78 EX/Decisions, item 3.1, part III*.

## ANNEX VI

## Implementation by the World Health Organization

(Revised text)<sup>a</sup>

[A/7124/Add.1]

[Original text: English/French/Spanish]

The Executive Board of the World Health Organization in its resolution EB41.R40,<sup>b</sup> of February 1968, noted that recommendations 23, 27 (b), 31, 34, 35, 38, 39, 44, 45, 46, 47, 48, 49, 50, 51 and 52 are either not directed to, or do not require action by, the World Health Organization.

The decisions on individual recommendations, taken by the Executive Board at its forty-first session, are reported below.

The twenty-first World Health Assembly adopted resolution WHA21.33, in May 1968, in which that Assembly:

"Noting that the Executive Board has carefully reviewed the recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies and has indicated the status of each of the recommendations in the World Health Organization,

"Requests the Executive Board to keep under review and to report, as appropriate, to a future World Health Assembly on additional developments in the co-ordination of administrative, budgetary and financial matters in the United Nations system of organizations."

Also, in its resolution WHA21.32, of May 1968, the World Health Assembly:

"Requests the Director-General to report to the Twenty-second World Health Assembly on further progress in the implementation of the recommendations in the second report of the *Ad Hoc* Committee, including the recommendation concerning reporting on budget performance."

The decisions of the Health Assembly on individual recommendations are reported below.

## A. BUDGET PREPARATION

**Recommendation 1**1. *Development of the WHO programme and budget*

Article 55 of the WHO Constitution stipulates that:

"The Director-General shall prepare and submit to the Board the annual budget estimates of the Organization. The Board shall consider and submit to the Health Assembly such budget estimates, together with any recommendations the Board may deem advisable."

The programme of technical assistance to Governments, as contained in the proposed programme and budget estimates of WHO, is the culmination of the planning, development and evaluation of activities carried out in a three-year cycle by the technical officers of the organization in collaboration with the health administrations of member States.

In the first year, the Director-General, in accordance with the guiding principle for the distribution of funds as between regions, indicates tentative allocations to each region and issues instructions to the regional directors on the preparation of their budget proposals, including directives on programme trends and other policy matters based on decisions of the Executive Board and the Health Assembly.

The technical staff of the organization discuss the needs and priorities of Governments with health administrations, to identify the areas where international assistance is most likely to produce results or to accelerate the Governments' own plans for improving their health services, combating disease and training national personnel.

Tentative plans are prepared in consultation with Governments on the basis of their requests for assistance and in collaboration with any other interested bilateral or multilateral agency, taking into consideration the suitability of the proposed projects in the light of the organization's general programme of work for the specific period, the decisions of the Health Assembly and the Executive Board and the recommendations of the regional committees.

The programmes are reviewed and consolidated by the regional directors and submitted to the respective regional committees for consideration and examination during the months of September and October. These estimates are the forwarded to the Director-General, together with the comments and recommendations of the regional committees. The proposals and estimates for all headquarters activities are prepared by senior headquarters staff within predetermined limitations and order of priority. They take account of the organization's general programme of work and of decision or directives of the World Health Assembly and the Executive Board. All the proposals are reviewed, examined by the Director-General and consolidated into the annual proposed programme and budget estimates. Not later than 1 December, the official records, containing the proposed programme and budget estimates, are distributed to members of the Executive Board and advance copies sent to member States.

In the second year, the programme and budget estimate are examined in detail by the Executive Board's Standing Committee on Administration and Finance, which report thereon to the Executive Board, which meets in January immediately after the Committee. The terms of reference of the Standing Committee include, *inter alia*, the following (see resolution EB14.R23):

(a) Detailed examination and analysis of the Director-General's proposed programme and budget estimates, including the formulation of questions of major importance to be discussed in the Board, and of tentative suggestions for dealing with them to facilitate the Board's decisions, due account being taken of the terms of resolution WHA5.62;

(b) Study of the implications for governments of the Director-General's proposed budget level;

(c) Examination of the appropriation resolution and the Working Capital Fund resolution;

(d) Consideration of the status of contributions and of advances to the Working Capital Fund; and

(e) Examination of the procedure for the consideration of the annual programme and budget estimates by the appropriate World Health Assembly.

The Executive Board's review of the programme and budget estimates includes consideration of the following in accordance with resolution WHA5.62 of the World Health Assembly:

(a) Whether the budget estimates are adequate to enable WHO to carry out its constitutional functions, in the light of the current stage of its development;

(b) Whether the annual programme follows the general programme of work approved by the Health Assembly;

(c) Whether the programme envisaged can be carried out during the budget year; and

(d) The broad financial implications of the budget estimates with a general statement of the information on which any such considerations are based.

The Board adopts a report containing its comments and recommendations on the Director-General's proposed programme and budget estimates which is transmitted to all member States at least three months prior to the next World Health Assembly.

The two main committees and the plenary of the Health Assembly consider the proposed programme and budget estimates submitted by the Director-General in accordance with the Constitution, together with the comments and recommendations contained in the Executive Board's report on its review of the proposed programme and budget. The two main committees of the Health Assembly are:

<sup>a</sup> This text supersedes annex VI that appears in the mimeographed version of document A/7124.

<sup>b</sup> The WHO resolutions mentioned in this text may be found in the *Handbook of Resolutions and Decisions of the World Health Assembly and the Executive Board*, 10th edition (June 1948-February 1969), Geneva (May 1969).

(1) The Committee on Programme and Budget, whose terms of reference include the following:

- (a) Consideration of whether the annual programme follows the general programme of work for a specific period;
- (b) Examination of the main features of the proposed programme;
- (c) Recommendation of the budgetary ceiling;
- (d) Examination of the operating programme in detail;

(2) The Committee on Administration, Finance and Legal Matters, whose terms of reference include reviewing the parts of the budget dealing with the estimates other than for the operating programme and reporting thereon to the Committee on Programme and Budget.

In the third year, the programme, as approved by the World Health Assembly and as adjusted to take account of any subsequent changes in governments' priorities, is implemented by WHO and member States, often with the assistance of other international and bilateral agencies.

The planning, development and implementation of the programme under the regular budget extend, therefore, over a three-year period. These years are referred to administratively as the planning year, the approving year and the operating year.

#### 2. Action taken by the Executive Board and the World Health Assembly in 1967

The Executive Board, in resolution EB39.R28, adopted at its thirty-ninth session in January 1967, recommended to the twentieth World Health Assembly a revised procedure for discussing in the Health Assembly matters relating to the programme and budget of the organization. The Health Assembly in resolution WHA20.3 approved the revised procedures whereby the Committee on Programme and Budget, *inter alia*, was given the responsibility:

"... after the World Health Assembly has approved the Appropriation Resolution for the ensuing year, and after hearing the views of the Director-General, [to] recommend the general order of magnitude for the budget for the second ensuing year, for the orientation of the Director-General in the preparation of his proposed programme and budget for that year".

The twentieth World Health Assembly heard the statements of the Director-General concerning the future general programme developments of the organization and the trends of increase in costs of the services provided by the organization. It also received background information from the Director-General which indicated that the maintenance of the staff level and other continuing requirements of the organization would result in an annual increase in each effective working budget of between 4 and 5 per cent. After considerable discussion in the Committee on Programme and Budget and in plenary session, the Health Assembly adopted resolution WHA20.56 recommending to the Director-General the general order of magnitude of the 1969 budget.

The change in practice described above appears to satisfy the principle of the *Ad Hoc* Committee's recommendation. Since the new procedure was introduced only in May of 1967 and experience of its efficacy has yet to be acquired, it can be expected that the Executive Board and the Health Assembly will keep the procedure under review.

The Executive Board, in its resolution EB41.R40 considers that recommendation 1 is already fully in operation in WHO.

#### Recommendation 2

As described in the comments on recommendation 1 above, the official records containing the proposed programme and budget estimates are distributed to members of the Executive Board and to all member States not later than 1 December prior to the meeting in the following January of the Executive Board and the session of the World Health Assembly which follows in May.

The report of the Executive Board containing its comments and recommendations on the Director-General's proposed programme and budget estimates is transmitted to all member States about two months prior to consideration by the World Health Assembly of the proposed programme and budget.

The Executive Board, in its resolution EB41.R40, considers that recommendation 2 is already fully in operation in WHO.

#### Recommendation 3

The Executive Board has established a Standing Committee on Administration and Finance comprising nine of its members. The terms of reference of the Standing Committee are described above in the seventh paragraph of the comments on recommendation 1. Those members of the Board who are not members of the Standing Committee are also invited to attend meetings of the Committee. Members of the Committee and of the Board may be accompanied by alternates and advisers. The Committee examines in detail the programme and budget estimates proposed by the Director-General, and reports thereon to the Executive Board, which in turn examines the Director-General's proposals in the light of the Standing Committee's report. The Executive Board's report, incorporating the findings of the Standing Committee and the Board's own observations and recommendations on the Director-General's proposed programme and budget estimates is transmitted to all member States about two months prior to the consideration of the budget by the World Health Assembly. As a result of changes planned to be made in the production of the Board's documentation, the Board's report may in the future be distributed to Governments even earlier.

The Standing Committee normally devotes one week to its examination of the budget estimates; neither the Executive Board nor the World Health Assembly has imposed any limitation on the time or number of meetings at which the proposed programme and budget estimates are discussed, so that a full and detailed examination can be made by all three bodies.

The Executive Board, in its resolution EB41.R40, considered that recommendation 3 is already fully in operation in WHO.

### B. STANDARDIZATION OF BUDGET DOCUMENTS

#### *Uniform budget layout*

#### Recommendation 4

The form and presentation of the WHO programme and budget estimates have been developed step by step since the creation of the organization in accordance with resolutions of the World Health Assembly. They are designed to provide a clear picture to health ministries and to the Executive Board and the World Health Assembly of the details of WHO's activities by location, by technical definition, by type of services provided, by Governments and by disease and to indicate the source of financing. Details of administrative, technical and support services provided at headquarters and in the six regions are also included. The budget presentation is oriented towards facilitating technical assessment and provides at the same time very full details of related cost estimates, which are summarized by purpose of expenditure, major subject headings, etc., making financial implications of the programme clear and precise. The classification and computation of the budget estimates are based on detailed and realistic costing practices, which take into account the actual cost experience of previous years. The estimates for all filled posts comprise the actual entitlements of the incumbents. *Pro forma* costing figures are not used in the preparation of the WHO budget estimates.

In most respects, WHO's budget presentation meets the recommendations of the *Ad Hoc* Committee; it is clear that the introduction of a uniform budget layout for all organizations, which would also meet the operational and technical requirements of WHO, requires careful study. The Director-General will be pleased to co-operate closely with the Advisory Committee on Administrative and Budgetary Questions in its study of the problem.

If a uniform budget presentation is developed, the Director-General will submit it with his recommendations to the Executive Board and the World Health Assembly, since he must obtain their prior approval for changes in the presentation of his programme and budget estimates.

The Executive Board, in its resolution EB41.R40, requested the Director-General to continue to co-operate in the further inter-agency study and, as appropriate, to keep the Board informed of progress made.



**Recommendation 5**

An annual expenditure report is submitted to the Administrative Committee on Co-ordination with the breakdown and classification of expenditures agreed to by this Committee for its submission to the Economic and Social Council. In accordance with the wishes of the Economic and Social Council, the Budgetary and Financial Section of the Consultative Committee on Administrative Questions is studying methods of improving and reformulating the present breakdown and classification of expenditures as well as their basic concepts and definitions. The Consultative Committee on Administrative Questions will pursue the study at its meeting in March 1968 and will report to ACC. It is hoped that ACC will be able to submit its recommendations to the Enlarged Committee on Programme and Co-ordination of the Economic and Social Council later in 1968. The organization will continue to submit an annual expenditure report following whatever standard classification is established.

The Executive Board, in its resolution EB41.R40, considers that recommendation 5 is already fully in operation in WHO.

*Common principles of budgetary presentation***Recommendation 6**

The WHO budget presentation includes breakdowns by object of expenditure, by major programmes (main fields of activity), by geographical distribution of activities and by source of funds. Research activities as such are clearly identified. The proposed programme and budget includes an organizational chart. Administrative, operational and other costs are also identifiable, as are the extent and nature of the budgetary increases from one year to another. However, it is desirable that inter-agency agreement be reached on the definition of the terms "administrative costs", "operational costs" and "general research and study costs" (or other suitable terminology) to facilitate the examination of budgets.

The Director-General's introduction to the proposed programme and budget estimates—included in the budget document—explains the main purposes and trends of the organization's activities and includes references to past experience and to major objectives, etc. The programme and budget estimates also contain summary and detailed information on the main activities of the organization, on projects by the countries in which they are carried out, and on the distribution of staff by categories and by organizational unit.

The Executive Board, in its resolution EB41.R40, considers that recommendation 6 is already fully in operation in WHO.

*Cost increases for present establishment***Recommendation 7**

The organization's programme and budget estimates include a separate appendix<sup>3</sup> in which the items accounting for the increase in the proposed budget estimates are detailed under the headings to show: (1) the items and cost estimates of maintaining the previous year's staff level and other continuing requirements; and (2) the other items representing increases in the organization's programme and services. In the proposed programme and budget estimates for 1969, this appendix has been expanded to show the individual new posts proposed for each established office, together with their titles and estimated costs. It also summarizes the continuing projects, new projects, projects composed of fellowships only, and projects to be discontinued in both 1968 and 1969. The term "mandatory increases" is not used in WHO.

The Executive Board, in its resolution EB41.R40, considers that recommendation 7 is already fully in operation in WHO.

## C. BUDGET PRACTICES AND PERFORMANCE

*Reporting on budget performance***Recommendation 8**

The Director-General's annual report to the World Health Assembly and to the United Nations for 1966<sup>4</sup> is a report on

<sup>3</sup> See WHO, *Official Records of the World Health Organization*, No. 163, appendix 1, p. xxv.

<sup>4</sup> *Ibid.*, No. 156.

programme performance at headquarters, in the regions and in the field; it includes a description of each project which was in operation during the year and an evaluation of the project completed during the year. Information on obligations, including individual project costs, is contained in the annual financial report for 1966<sup>5</sup> which is a supplement to the annual report of the Director-General. The total information thus provided on programme implementation is almost as detailed as that included in the programme and budget estimates. The transfer between sections of the appropriation resolution and supplementary appropriations are also included in the annual financial report.<sup>6</sup>

The Executive Board, in its resolution EB41.R40, considers that recommendation 8 is already fully in operation in WHO.

In its resolution WHA21.32 the World Health Assembly

"Requests the Director-General to report to the Twenty-second World Health Assembly on further progress in the implementation of the recommendations in the second report of the *Ad Hoc* Committee, including the recommendation concerning reporting on budget performance."

The sponsor of the draft resolution, subsequently adopted as resolution WHA21.32, stated that the request for reporting on budget performance related only to general programmes and not to specific projects, which were already reported upon in the Director-General's annual report and in the annual financial report.

*Transfers***Recommendation 9**

The Director-General has authority to make adjustments to the budget estimates within each appropriation section or "line". Such adjustments are made during the operating year, and the Director-General submits to each summer session of the Executive Board a report on the allotments issued and obligations incurred as at 30 April, for all funds administered by the organization, which reflect any adjustments. They are also reflected in the first or current year column in his next annual programme and budget estimates, which is submitted to the Executive Board in the following January. The annual financial accounts contain a detailed annex showing the individual projects and activities for which obligations were incurred during the financial year.

The Executive Board, in its resolution EB41.R40, considers that recommendation 9 is already fully in operation in WHO.

**Recommendation 10**

In the appropriation resolutions adopted by the World Health Assembly, the composition of individual appropriation sections determines their size. Thus, the section "Programme activities" is by far the largest of the total appropriation. Given the functions of WHO and the nature of the programme of assistance provided to Governments at their request, the measure of flexibility provided in the "Programme activities" section is necessary for the best functioning of the organization. With such flexibility, it has been possible to utilize savings, as they accrue, to meet unexpected cost increases and to meet urgent requests of Governments without having to resort to supplementary budget estimates. Such use of savings, rather than supplementary estimates, would be rendered much more difficult if they accrued in a number of small "pockets". The Director-General's annual report, including the financial report, makes it possible for the Executive Board and the World Health Assembly to identify precisely how the funds appropriated for programme activities have been used each year.

The Director-General recommends that no change be made in the appropriation section "Programme activities", since he considers that it would not be in the best interests of the organization. It is, however, for the Executive Board to decide whether it wishes to recommend to the Health Assembly a change in the appropriation resolution.

The Executive Board, in its resolution EB41.R40, decided:

"... to maintain for the time being the format of the Appropriation Resolution as developed by the Board and the Health Assembly . . . and also, because it could lessen the

<sup>5</sup> *Ibid.*, No. 159.

<sup>6</sup> *Ibid.*, pp. xii and xiii.



control exercised by the Health Assembly and the Executive Board on the obligations incurred by the Organization, not to introduce a separate appropriation section for contingencies”.

#### **Recommendations 11 and 12**

The Financial Regulations provide that:

“The Director-General is authorized, with the prior concurrence of the Executive Board or of any committee to which it may delegate appropriate authority, to transfer credits between sections. When the Executive Board or any committee to which it may have delegated appropriate authority is not in session, the Director-General is authorized, with the prior written concurrence of the majority of the members of the Board or such committee, to transfer credits between sections. The Director-General shall report such transfers to the Executive Board at its next session.”

The Director-General, in his reports to the Board, provides a detailed explanation of each individual item of transfers. Similarly, when submitting transfers to the Board for concurrence, the document contains full details and explains the reasons for such transfers. The annual financial report shows any transfers made in accordance with the Financial Regulations and gives cross-reference to the resolution of the Board concurring in them.

The Executive Board, in its resolution EB41.R40, considers that recommendations 11 and 12 are already fully in operation in WHO.

#### *Supplementary estimates; working capital funds*

#### **Recommendation 13**

In accordance with WHO's Financial Regulations and Rules, appropriations may not be exceeded. The budget estimates are calculated in detail and obligations are controlled by issuing allotments for specific purposes. No obligations may be incurred except against, and within the amount of, an allotment. The status of appropriations and allotments is reviewed periodically during the operating year on the basis of which reports are prepared.

The Executive Board, in its resolution EB41.R40, considers that recommendation 13 is already fully in operation in WHO.

#### **Recommendation 14**

Every effort is made to finance such expenses from current savings; when supplementary estimates were necessary to meet unavoidable increases in expenditure, the Health Assembly has financed them from casual income.

The Executive Board, in its resolution EB41.R40, considers that recommendation 14 is already fully in operation in WHO.

#### **Recommendation 15**

In WHO, when unforeseen and extraordinary expenses occur which cannot be met from savings within the approved budget, the Director-General has the authority to draw on the Working Capital Fund within established limitations, and in accordance with the Financial Rules, which provide:

“The term ‘unforeseen expenses’ means expenses arising from, or incidental to, the carrying out of a programme in accord with the World Health Assembly approved policies, which expenses were not foreseen when the estimates were made”; and

“The term ‘extraordinary expenses’ means expenses for items or objects outside the scope of the budget estimates, that is to say, outside the programme on which the estimates were based”.

The legislation governing the use of the Working Capital Fund (resolution WHA18.14) requires the Director-General to report annually

“all advances made under the authority vested in him to meet unforeseen or extraordinary expenses and the circumstances leading thereto, and to make provision in the estimates for the reimbursement of the Working Capital Fund except when such advances are recoverable from other sources”.

The introduction of a separate appropriation section for contingencies in the budget would require decisions by the Execu-

tive Board and the World Health Assembly. The establishment of such an appropriation section does not seem to be the most desirable approach since it would unnecessarily inflate the budget; better control is considered to be available to the Executive Board and the World Health Assembly by the use of the Working Capital Fund as described above. Therefore, the Director-General recommends against the acceptance of recommendation 15 of the *Ad Hoc* Committee.

The Executive Board, in its resolution EB41.R40, decided not to introduce a separate appropriation section for contingencies “because it could lessen the control exercised by the Health Assembly and the Executive Board on the obligations incurred by the Organization”.

#### **Recommendations 16-22**

The *Ad Hoc* Committee made various references to the establishment of a Working Capital Fund, its financing and its usage in recommendations 16 to 22. These are interrelated; the comments which follow are applicable to these recommendations.

The Executive Board at its thirty-fifth session (January 1965) made a detailed study of the scale of assessments for advances to the Working Capital Fund and the composition and size of the Fund. For the study, information was presented for 1963 and 1964 by months, on the cash income, cash requirements and use of the Fund. Additional information was given showing the use of the Fund if immediate outstanding obligations were added to the cash requirements. Information on the estimated use of the Fund by months for the year 1966 was also provided.\* The Executive Board, as a result of its study, in resolution EB35.R23 considered “that prudent financial management requires that arrangements be made to maintain an appropriate relationship between the size of the Working Capital Fund and the annual budget of the Organization”; decided “that an adjustment in the composition of the Working Capital Fund is desirable”; and recommended to the eighteenth World Health Assembly the adoption of a resolution to accomplish its recommendations.

The eighteenth World Health Assembly by resolution WHA18.14 established the Working Capital Fund for WHO at a level which, at the beginning of each financial year, will be equal to, but not exceed, 20 per cent of the effective working budget of the year. The Working Capital Fund is divided into two parts:

Part 1, composed of advances assessed on member States, was established as from 1 January 1966 in the amount of \$US5 million, to which shall be added the assessments of any members joining the organization after 30 April 1965. The additional advances were due and payable prior to 31 December 1967.

Part 2 consists of amounts which are required to supplement the amount provided in part 1 of the Fund in order that the Fund will, at the beginning of each financial year, be equal to, but not exceed, 20 per cent of the effective working budget for the year. The Director-General is authorized to transfer from casual income to part 2 of the Working Capital Fund such amounts as are necessary to bring it to the level authorized as indicated above.

The Director-General is authorized to advance from the Working Capital Fund:

(1) Such funds as may be necessary to finance the annual appropriations pending receipt of contributions from Members; sums so advanced shall be reimbursed to the Working Capital Fund as contributions become available;

(2) Such sums as may be necessary to meet unforeseen or extraordinary expenses and to increase the relevant appropriation sections accordingly; provided that not more than \$US 250,000 is used for such purposes, except that with the prior concurrence of the Executive Board a total of \$US 1 million may be used; and

(3) Such sums as may be necessary for the provision of emergency supplies to member States on a reimbursable basis; sums so advanced shall be reimbursed to the Working Capital Fund when payments are received from the member States, provided that the total amount so withdrawn shall not exceed

\* *Ibid.*, No. 140, annex 17.

\$US 100,000 at any one time, and provided further that the credit extended to any one member shall not exceed \$US 25,000 at any one time.

The Director-General must report annually to the Health Assembly:

(1) All advances made under the authority vested in him to meet unforeseen and extraordinary expenses and the circumstances related thereto, and to make provision in the estimates for the reimbursement to the Working Capital Fund, except when such advances are reimbursable from other sources; and

(2) All advances made under the authority of sub-paragraph (3) of paragraph 1 of part C of resolution WHA18.14 for provision of emergency supplies to member States, together with the status of reimbursement by members.

The Executive Board, in its resolution EB41.R40, considers that recommendations 16 to 20 and 22 of the *Ad Hoc* Committee are already in operation in WHO.

Recommendation 21 is contrary to the decision taken by the eighteenth World Health Assembly in 1965. The Board is required by the terms of part D of resolution WHA18.14 to "review the assessment of advances to the Working Capital Fund at its first session in 1970 and to submit a report to the Health Assembly".

The Working Capital Fund has not yet reached the established level of 20 per cent of the effective working budget at the beginning of any operating year. It would, of course, be possible for the Board to recommend to the Assembly additional assessments on members to bring the Working Capital Fund to the level required to assure prudent financial management. It is for the Executive Board to decide whether it wishes to make any recommendation to the Health Assembly for a change in the way the Working Capital Fund is financed. However, the Director-General considers that recommendation 21 of the *Ad Hoc* Committee should be considered again by the Executive Board at its first session in 1970, in connexion with the review it is required to make of the Working Capital Fund.

The Executive Board, in its resolution EB41.R40, decided "to review the Working Capital Fund at its first session in 1970, in accordance with the provisions of part D of resolution WHA18.14".

#### D. STANDARDIZATION OF FINANCIAL REGULATIONS

##### **Recommendation 24**

The Financial Regulations of WHO were established by the World Health Assembly, which has reviewed and amended them periodically. Originally, in 1948, these regulations were developed by the Interim Commission, based on inter-agency consultations; the particular requirements of individual organizations may have led to variations in the Financial Regulations over the years. The Director-General will be co-operating in a study of the possibilities for achieving maximum standardization of the financial regulations of organizations within the United Nations system. When inter-secretariat agreement is reached, any resultant changes will be submitted, with the Director-General's recommendations, for the consideration of the Executive Board and the World Health Assembly.

The Executive Board, in its resolution EB41.R40, requested the Director-General to continue to co-operate in the further inter-agency study of recommendation 24 and, as appropriate, to keep the Executive Board informed of progress made.

#### E. THE BUDGET CYCLE

##### **Recommendation 25**

Article 55 of the Constitution of WHO provides that "the Director-General shall prepare and submit to the Board the annual budget estimates of the Organization". By letter of 6 November 1967, the Director-General notified members of a proposal made by several Governments to amend the article to read "The Director-General shall prepare and submit to the Board the biennial programme and budget estimates of the Organization". The amendment was to be considered by the twenty-first World Health Assembly, which opened on 6 May 1968.

The Executive Board, in its resolution EB41.R40, noted that the twenty-first World Health Assembly would, in its consideration of the proposed amendments to the Constitution of WHO, deal with recommendation 25.

The twenty-first World Health Assembly, in May 1968, considered proposals by several member States to amend the Constitution of WHO to provide for biennial Health Assembly programmes and budgets. The proposals were considered by the main committee of the Health Assembly (the Committee on Administration, Finance and Legal Matters).

In the course of the discussions in the Committee on the proposed amendments to the Constitution, which would have had the effect of changing from annual to biennial programmes and budgets and Health Assemblies, the sponsors of the amendments informed the Committee that they wished to withdraw the amendments. The draft resolution incorporating the amendments was therefore considered as not requiring further discussion. The Committee reported its decision to a plenary session of the Health Assembly, which accepted the report.

The World Health Assembly has, therefore, considered recommendations 25 and 41 of the *Ad Hoc* Committee and has by the action described above, decided not to amend the Constitution to provide for a biennial programme and budget cycle and for biennial Health Assemblies.

#### F. STANDARDIZATION OF NOMENCLATURE

##### **Recommendation 26**

The Budgetary and Financial Section of the Consultative Committee on Administrative Questions met in Geneva from 27 to 29 November 1967 and discussed, *inter alia*, the standardization of nomenclature of budgetary and financial terms. Arrangements have been made to prepare a consolidated list of terms and definitions in common use which will be considered by the Budgetary and Financial Section of the Consultative Committee on Administrative Questions at another session beginning 11 March 1968. Definitions and nomenclature on which agreement can be reached at the session will be placed before ACC for endorsement at its April 1968 session.

The standardization of nomenclature of budgetary and financial terms may be expected to take several months to complete. The Director-General is prepared to do everything in his power to assist in arriving at a standard nomenclature for use throughout the United Nations system. The Executive Board will be kept informed of progress made.

The Executive Board, in its resolution EB41.R40, requested the Director-General to continue to co-operate in the further inter-agency study of recommendation 26 and, as appropriate, to keep the Executive Board informed of progress made.

#### G. AUDIT, INSPECTION

##### *External auditors*

##### **Recommendation 27 (a)**

(a) The appendix to the Financial Regulations of WHO contains the principles to govern the audit procedures of the World Health Organization, and states:

"5. The Auditor(s), in addition to certifying the accounts, may make such observations as he/they may deem necessary with respect to the efficiency of the financial procedures, the accounting system, the internal financial controls and, in general, the financial consequences of administrative practices."

The external auditor of WHO has, over the years, made observations on its administrative procedures in his formal reports to the World Health Assembly and has made informal comments to the Director-General on many subjects bearing on work methods and procedures which have been of considerable benefit to the organization.

The external auditor of WHO is appointed by, and responsible only to, the World Health Assembly.

No change is required in the Financial Regulations of WHO to enable the external auditor to continue to make observations on the administration and management of the organization. The expansion of the work of the external auditors as recommended by the *Ad Hoc* Committee is one of the recommendations o

which the Secretary-General of the United Nations, in his capacity as Chairman of ACC, solicited the views of the Panel of External Auditors. The views of the Panel on this question, as well as on others on which they were consulted, are contained in a report (A/C.5/L.902<sup>b</sup>) of the Secretary-General at the twenty-second session of the General Assembly of the United Nations. The Panel considered that while the wording of the financial regulations governing external audit differed from the various organizations, it nevertheless provided the external auditor with a scope broad enough to enable him to make observations not only on financial, but also on administrative and management matters. Each member of the Panel is, however, proposing to review the pertinent financial regulations governing external audit in the organization concerned for the purpose of ensuring that the present wording is adequate. If changes appear necessary, each external auditor would recommend them to his organization for submission to its legislative authority for approval. Should this lead to changes in the Financial Regulations of WHO governing external audit, the Director-General would submit them to the Executive Board and to the World Health Assembly for approval.

The Panel of External Auditors also intends to review the wording of the financial regulations governing external audit in order to determine to what extent uniformity of the wording can be brought about throughout the United Nations system of organizations.

The Executive Board, in its resolution EB41.R40, considers that recommendation 27 (a) is already fully in operation in WHO.

#### *Establishment of an inspection unit*

#### **Recommendation 28**

The twentieth World Health Assembly, in resolution VHA20.22, decided that WHO shall participate in the Joint Inspection Unit; it also appropriated funds to meet WHO's share of the expenses in 1968. The inspectors have been appointed by the Secretary-General; the date foreseen for the establishment of the Unit was 1 January 1968.

The Executive Board, in its resolution EB41.R40, considers that recommendation 28 is already fully in operation in WHO.

### H. PROGRAMME PLANNING AND EVALUATION

#### **Recommendation 29**

The organization has developed and operates through an integrated system of long-term planning and programme formulation, through the interrelationship of its general programmes of work for specific periods, its annual programmes and budgets, and its plans of operation for individual technical assistance projects.

The Executive Board, in accordance with article 28 (g) of the Constitution, periodically submits to the World Health Assembly for consideration and approval, a general programme of work for a specific period. Because of its varying health situations throughout the world, such general programmes are more an expression of principles and objectives than detailed plans. Even so, they are invaluable indicators of the aggregated wishes of member States to deal with the most urgent, the most important, and the most amenable of health problems in the light of modern scientific advances and the surveyed priority health needs of countries.

More than half the annual budget is devoted to direct assistance to Governments, at their request. Therefore, long-term planning, programme formulation and budget preparation of this part of the programme depends to a large extent on the existence of long-term national health plans.

The epidemiological services collecting health data from all over the world establish the bases of policy formulation at the international level. At the national level, programmes are developed in terms of country health priorities determined on the basis of surveys. The goals of general programmes are thus set with a view to bringing about an improvement in the

world health situation while, at the national level, assisted programmes seek the raising of the health status of the communities involved.

A constant monitoring of the national health situation of member States enables the planning process to concentrate effectively on the priorities as established by Governments with or without the technical assistance of the organization. Specific courses of action are then determined along these lines. The assistance requested by member States is related in this way to the total of the health situation involved. To this end, the organization has been stimulating member States to undertake, whenever possible, national health plans so as to ensure a greater degree of integration of the assistance given and, at the same time, enable development of health services to proceed in an orderly fashion and to benefit from the co-ordination of all external assistance which then becomes possible.

The general programmes give the organization guidance as to what should be the major content of, the priorities it should establish and the objectives it should pursue in, its annual programmes, which are then reviewed by the World Health Assembly, which approves the time-phasing and the expenditures involved.

Each project in the technical assistance part of the annual programmes is covered by a plan of operation negotiated with the Government involved. These documents provide detailed information on the specific objectives sought, the courses of action to be taken, on what is to be the wherewithal of the project, as well as on the commitments of both parties. Plans of operation are then, in each case, further strengthened and adjusted in the light of the initial pre-operative analysis of the base-line situation by the staff assigned to help requesting countries. This base-line situation is usually studied systematically in terms of its specific characteristics, its public health features, its public administration context, as well as in terms of the social and economic factors involved. In function of this base-line analysis the chronological evolution of the project is determined as well as the targets it should seek.

This integrated system for the development of WHO's programme of assistance given to member States is thus a triple one and consists of: (1) the implementation of a general programme of work set by the governing bodies of the organization for a specific period of time; (2) the investigation of needs as a basis for setting priority objectives, undertaken jointly with Governments; and (3) the development of plans of operation followed by systematic analysis of the base-line situation in the case of individual projects. This coherent operational system lends itself to the systematic evaluation of such assistance.

One essential feature of the intimate relationship that exists in WHO between programme planning and programme evaluation is that, as described, planning paves the way for eventual evaluation of action taken and this, in turn, is made to feed back the experience acquired for the reformulation of policies and plans and to determine the areas of research and investigation required.

Another essential feature is the intimate partnership that the system makes possible between the organization and member States in that the Directors-General and Ministers of Health requesting aid will then themselves review in regional committees the plans made by the organization for meeting such requests, and also participate in the analysis leading to the approval of the programme and budget at the World Health Assembly.

A third essential feature of the relationship between planning and evaluation is that there is a continuous flow of information on the health needs of member States sent by them to the organization in compliance with a provision of the Constitution so that, in its turn, the organization can determine, through biostatistical analysis, global priorities and develop programmes in that light. Furthermore, a global system of world-wide panels of experts in each health field guides the development of programmes through technical recommendations contained in the reports of expert committees convened from such panels.

To summarize, programme formulation in WHO is made up of a triad: (1) the programme directives received from

<sup>b</sup> See *Official Records of the General Assembly, Twenty-second session, Annexes*, agenda item 80.

the governing bodies; (2) the technical recommendations made by experts convened for the purpose; and (3) the needs reported to the organization by member States. The execution of programmes so formulated generates in its turn a stream of field reports on a quarterly and annual basis. This feed-back of experience helps the organization in two ways. First, it makes possible programme audits in that the implementation can be matched against the formulation of a given programme. Second, the reporting system helps guide the reformulation of policies and plans as necessary in each case.

Increasingly WHO is endeavouring to decentralize evaluation of assistance to countries to the national level with the object of helping Governments themselves evaluate those national programmes for which they receive international assistance.

In the case of smallpox eradication and malaria eradication, the objective is a predetermined one and does not vary with the varying local circumstances. For this reason, it is possible to have long-term plans which guide the development of the programme for periods extending over several years. The smallpox eradication programme presented by the Director-General to the nineteenth World Health Assembly<sup>1</sup> covered the period 1967-1976.

In point of fact, for most programmes of the organization, the lack of long-term plans is more apparent than real. To begin with, all programmes of assistance to countries are projected on to the stage of development of such countries, especially to the stage of development of their health services, and adapted accordingly. In a minority of cases, such development is available in concrete form as a national health plan. Most often, however, the organization uses the information that member States supply, in compliance with their constitutional obligations, about their health situation and the state of development of their health services. Thus, individual projects, while appearing to be planned in isolation, are, in reality, component parts of a long-term total plan, which gives them context and paves the way towards their eventual integration within it.

As reported to the twentieth World Health Assembly,<sup>1</sup> the Director-General is studying the possibilities for further improvement and refinement of the planning process, including the introduction of some broad long-term financial indicators of future programmes. He will report to the forty-third session of the Board on the subject.

The Executive Board, in its resolution EB41.R40, "awaits with interest the report on measures taken further to improve and refine the planning processes of the Organization which the Director-General will make to the Board at its forty-third session" (early 1969).

### Recommendations 29 and 30

In its resolution WHA21.32, adopted in May 1968, the twenty-first World Health Assembly:

"1. *Notes* with satisfaction that in his report to the Executive Board the Director-General states that he plans to submit to the Board at its forty-third session a report on 'possibilities for further improvement and refinement of the planning process, including the introduction of some broad long-term financial indicators of future programmes';

"2. *Welcomes* also the action taken thus far by the Director-General concerning the development of additional procedures for programme evaluation;

"3. *Requests* the Director-General to present to the forty-third session of the Executive Board for its consideration proposals for further improving and strengthening the evaluation process".

Also, in its resolution WHA21.49, adopted in May 1968, the twenty-first World Health Assembly:

"*Awaiting* with interest the report on measures taken further to improve and refine the planning processes of the World Health Organization which the Director-General will make to the Board at its forty-third session;

"*Noting* with appreciation the assistance given by WH to the development of national health plans in the context economic and social development;

"*Recalling* the broad directives in the fourth general programme of work adopted by the Eighteenth World Health Assembly (in resolution WHA18.33) guiding the work of the Organization through 1971;

"*Believing* that sound national health plans provide an important basis for the development of WHO programmes at the regional and global levels to support the efforts made by Member States in the field of health;

"*Appreciating* the action taken by the Member States, the Regional Committee for Europe with a view to evaluating the activities of the World Health Organization in the European Region as well as to drawing up long-term plans in the different fields of health work; and

"*Considering* that the long-term plans of the regional offices should increasingly reflect the national plans of the Member States, and their present and long-term needs in the field of health,

"1. *Notes* that the Regional Committee for Europe has decided to continue to examine long-term planning in the fields of health activity of general interest to Member States;

"2. *Recommends* that regional committees give particular attention, at their 1968 sessions, to long-term health planning and the formulation and evaluation of health programmes and to the possibilities of co-operation on a regional or inter-regional basis in the development of such plans;

"3. *Invites* Member States to co-operate, within the framework of the regional committees, with a view to further extending the long-term planning of the programmes of the Organization on the basis of their national health plans and their present and long-term requirements in the field of health; and

"4. *Recommends* that the Director-General, in presenting his report on this question to the forty-third session of the Executive Board, pay special attention to the recommendations made and the opinions expressed by the Member States and the regional committees."

### Recommendation 30

Evaluation, which is an integral part of WHO practice, has recently been further strengthened through the development of a programme information retrieval system for feedback purposes. The implementation of programmes is compared with the main elements that have gone into their formulation so as to ascertain to what extent the execution of the activities of the organization reflects the views and needs of member States and confirms the technical recommendations received from expert committees. In addition, the organization has systematically been collecting standards, criteria and techniques for application in analysis and evaluation which take place through retrospective reviews of the major programmes of the organization. The formulation of programmes is guided by these evaluation activities, which are continuous processes involving all levels of the organization's structure, and which are reported to the governing bodies of WHO.

Each annual report of the Director-General includes an evaluation of projects completed during the year reported.

The organization prepares quarterly progress reports which include assessment of projects under way. In selected programme reviews at the regional level these assessments are included for consideration by the regional committees. It is for the Executive Board to decide whether this procedure is sufficient or whether it needs supplementing by having the information also reviewed during its deliberations.

The Executive Board, in its resolution EB41.R40, considers that recommendation 30 is already fully in operation in WHO.

The action taken by the twenty-first World Health Assembly on recommendation 30 is included in the observations on recommendation 29.

### Recommendation 31

The recommendations are directed primarily to the Economic and Social Council. However, it will be noted that WHO co-operates very closely with the Inter-Agency Study Group on

<sup>1</sup> WHO, *Official Records of the World Health Organization*, No. 151, part I, annex 15.

<sup>1</sup> *Ibid.*, No. 160, part I, annex 8, appendix 5, section 5, p. 83.

valuation. It shares the wish to develop common evaluation methods and standards, to the extent that it is meaningful and practicable. For the most part, evaluation procedures must be determined by and adapted to the nature of the operations which vary with each specialized agency, as must, therefore, the open set for the evaluation studies to be undertaken by each of them.

Evaluation in WHO is specifically adapted to the requirements of the medical and health work undertaken by the organization. The aim is a technical appraisal of programmes in the light of technical directives they receive and the health needs of member States. In addition, the impact of the assistance given to projects of member States is systematically assessed in specific, public health and socio-economic terms.

#### I. CO-ORDINATION

##### **Recommendation 32**

The procedures for preparation, review and approval of the organization's programme and budget estimates are laid down in WHO's Constitution and Financial Regulations and conform with the decisions of the Executive Board and the World Health Assembly. Information on these and other subjects is provided to the United Nations in accordance with article XV, paragraph 3 (b) of the agreement between the United Nations and WHO, and to other organizations as a matter of normal practice. In any review undertaken by a committee of the United Nations, the World Health Organization has always been pleased to extend its full co-operation.

The annual review undertaken by the Advisory Committee on Administrative and Budgetary Questions of the administrative budget of WHO is reported by the Committee, together with its comments and suggestions, to the General Assembly. These reports and the General Assembly's recommendations are presented to the Executive Board and the World Health Assembly at the meetings at which these bodies examine the programme and budget estimates of the organization. Similarly, any decisions or recommendations of the General Assembly of the United Nations which could affect WHO are presented to the Executive Board and the World Health Assembly, which take them into account as appropriate.

The Constitution in article 55 provides that:

"The Director-General shall prepare and submit to the Board the annual budget estimates of the Organization. The Board shall consider and submit to the Health Assembly such budget estimates, together with any recommendations the Board may deem advisable."

Article 56 provides that:

"Subject to any agreement between the Organization and the United Nations, the Health Assembly shall review and approve the budget estimates and shall apportion the expenses among the Members in accordance with a scale to be fixed by the Health Assembly."

In resolution WHA19.30 the nineteenth Health Assembly:

"Considering that under paragraph 3 of Article 17 of the Charter of the United Nations, 'the General Assembly shall consider and approve any financial and budgetary arrangements with specialized agencies referred to in Article 57 and shall examine the administrative budgets of such specialized agencies with a view to making recommendations to the agencies concerned',

"Recognizing that under Article XV, paragraph 1, of the Agreement between WHO and the United Nations, 'the World Health Organization recognizes the desirability of establishing close budgetary and financial relationships with the United Nations, in order that the administrative operations of the United Nations and of the specialized agencies shall be carried out in the most efficient and economical manner possible, and that the maximum measure of co-ordination and uniformity with respect to these operations shall be secured',

"...

"Considering that the terms of reference of the *Ad Hoc* Committee are such that it will carry out its work 'without encroaching on the autonomy of the specialized agencies',

"...

"3. Requests the Director-General to continue to co-operate in the studies being made on the form of presentation on a uniform basis to the Economic and Social Council of the budgets of the United Nations and the specialized agencies; and

"4. Considers that these studies, which are concerned with administrative and budgetary procedures, do not involve the technical competence and responsibility of the Organization."

Taking into account the developments described above, the Director-General does not consider that it would be appropriate for the Advisory Committee on Administrative and Budgetary Questions and the General Assembly of the United Nations to review the proposed annual programme and budget before the Executive Board and the World Health Assembly have dealt with them.

##### **Recommendation 33**

Meetings and conference schedules are kept under constant review in WHO by the Executive Board and the World Health Assembly. In accordance with the Constitution, the Secretary-General of the United Nations is consulted on the date of each annual and special session of the World Health Assembly. Consultations also take place with other organizations situated in Geneva in order to plan, in the most effective way, the use of the limited joint conference facilities available in Geneva.

The time-table of the preparation, review and approval of WHO programme and budget estimates, as laid down by the Constitution and in the Financial Regulations, is very tight, and any change in this time-table under the present annual cycle would hardly be possible. Taking this into account, and the fact that the World Health Assembly has its annual session in May, when it approves the annual programme and budget estimates for the subsequent year (whereas the annual session of the General Assembly of the United Nations takes place in the fall), makes impractical the proposal that the General Assembly comment on individual WHO programme and budget estimates before the Health Assembly adopts them.

The Executive Board, in its resolution EB41.R40, considers "that the Director-General's proposed annual programme and budget estimates should continue to be dealt with initially by the Executive Board and the World Health Assembly (recommendations 32 and 33)".

##### **Recommendation 36**

The Administrative Committee on Co-ordination considered the recommendations of the *Ad Hoc* Committee and has confirmed the authorization given to its Preparatory Committee to dispose of all current inter-agency business not requiring specific consideration and decision by the executive heads themselves. It considers (E/4337, para. 25) that the appointment of a full-time United Nations Under-Secretary-General for Inter-Agency Affairs represents a further step in the direction envisaged by the *Ad Hoc* Committee.

The Executive Board, in its resolution EB41.R40, considers that recommendation 36 is already in operation.

##### **Recommendation 37**

The working relations which WHO has with the United Nations Development Programme function on two distinct levels. By reason of the field office system of UNDP and of the regionalization of WHO, these two levels and their interrelationships have a particular significance in the joint programming endeavours of the two organizations.

Obviously the first level of communication and co-ordination between UNDP and WHO is between the respective headquarters. Contact between these headquarters is continuous through correspondence, meetings (on specific subjects, and also at the Inter-Agency Consultative Board and annual agency review meetings), as well as through WHO's Liaison Office in New York. At the same time the important participation of WHO regional offices in the actual planning and implementation of projects renders co-ordination between the UNDP Resident

\* See *Official Records of the Economic and Social Council, Forty-third Session, Annexes*, agenda item 17.

Representative and the regional office essential to operational success.

The regional organization of WHO covers six geographical areas of the world. Regionalization and the system of country representatives afford WHO an advantageous position for co-ordination, as well as for planning and implementation. WHO has representatives in a large number of countries, although in some cases a representative deals with more than one country. Where WHO does not as yet have a country representative, responsibility relating to co-ordination at the country level may be entrusted by the regional office to WHO senior project staff working in the country. It is the WHO representative who assists the health authorities in formulating and implementing the WHO programme (from whatever source it is financed), and who acts as the contact point on behalf of the regional office in all negotiations with the Resident Representative, both in the Special Fund and Technical Assistance sectors. He is also consulted, where necessary, on all matters pertaining to health and, in particular, on those matters involving the co-ordination of external assistance. The WHO representative also plays an important role as technical adviser to the Resident Representative on health aspects of projects in other sectors.

The relationships between UNDP and WHO at the field level are based upon the ten principles propounded by ACC in 1961 (E/3625,<sup>1</sup> para. 31) which were revised in 1967 (E/4336,<sup>m</sup> para. 8) in the light of the operational experience gained over six years and also to take account of the need to strengthen working relationships between Resident Representatives and agency representatives at the field level. It is foreseen that these revised principles will result in a more frequent and fruitful exchange of information at the earliest possible stage between WHO and the office of the Resident Representative. For its part, WHO recognizes that the Resident Representative should be involved in and consulted on UNDP country activities, while in regard to the organization's regular programme, WHO will continue, as in the past, to keep the office of every Resident Representative supplied with all pertinent information. In addition, the system of periodic meetings between the Resident Representative and agency representatives provides useful opportunity for personal contact between UNDP and all agency representatives who have programmes in the country. These also present an opportunity of ensuring that the necessary attention is paid to health in assisting the Government to develop its national economic plan.

The continuous contact between WHO and the Resident Representatives will continue to be strengthened and, in this connexion, the visit of Resident Representatives to WHO headquarters is both welcome and useful, but similar periodic contact should be developed with the WHO regional offices concerned. In this way, the Resident Representative can discuss actual operational problems and progress with responsible officers in the regional office.

It is believed that the close association instituted between WHO and UNDP contributes significantly to the sound planning of health projects as part of the balanced economic and social development of a country or a region.

The organization is constantly seeking to strengthen its headquarters, regional offices and country representation system in order to be able, in collaboration with other organizations and agencies and in particular with UNDP, to provide the best possible health assistance to its member States.

The Executive Board, in its resolution EB41.R40, considers that recommendation 37 is already fully in operation in WHO.

## J. CONFERENCES, MEETINGS AND DOCUMENTATION

### Recommendations 40 and 41

#### (1) World Health Assembly

Article 13 of the Constitution of WHO provides that "the Health Assembly shall meet in regular annual session . . .". In a letter dated 6 November 1967, the Director-General notified member States of a proposal made by several Governments to amend the Article to read "the Health Assembly shall meet in regular session every two years . . .", with con-

sequential changes in related articles of the Constitution. The proposed amendments were to be considered by the twenty-first World Health Assembly which opened on 6 May 1967.

As concerns the duration of the Health Assembly, the question has been under study by the Health Assembly, the Executive Board and the Director-General, since 1952. The fourteenth World Health Assembly, based on a detailed study by the Executive Board and the Director-General, in resolution WHA14.51 of February 1961, expressed "the hope that, despite the increase in activities and membership of the World Health Organization, it will not be necessary in the future for the Health Assemblies to meet for longer periods of time. The Health Assemblies now meet for slightly less than three weeks.

#### (2) Executive Board

Article 26 of the Constitution provides that "the Board shall meet at least twice a year . . .". The Director-General's letter of 6 November also notified member States of the proposal that the article be amended to provide that "the Board shall meet at least once a year . . .". The proposed amendment would be considered by the twenty-first World Health Assembly.

The Executive Board now meets in its most important session each year for slightly less than two weeks, preceded by a week's meeting of its Standing Committee on Administration and Finance. However, during the past three years the number of meetings and hours in session of the Board have increased as follows:

Year	Meetings	Hours in session
1965	16	43½
1966	19	52½
1967	18	60¾

The second session of the Board each year usually lasts two days.

#### (3) Regional committees

Article 48 of the Constitution provides that "regional committees shall meet as often as necessary . . .". Up to the present time, the regional committees have met annually. They may wish to reconsider the frequency of their meetings, once the decision on the frequency of Health Assemblies is taken.

The total meeting time varies among the six regional committees, but averages about a week, except that the Director-General of the Pan American Health Organization, which also serves as the regional committee for the Americas, normally meets for two weeks.

The Executive Board, in its resolution EB41.R40, considers that recommendation 40 is already fully in operation in WHO and notes that the twenty-first World Health Assembly would in its consideration of the proposed amendments to the Constitution of WHO, deal with recommendation 41.

### Recommendation 41

The action taken by the twenty-first World Health Assembly on recommendation 41 is reported under recommendation 25.

### Recommendation 42

In accordance with article 15 of the Constitution of WHO "the Board, after consultation with the Secretary-General of the United Nations shall determine the date of each annual and special session" [i.e., of the World Health Assembly]. No comparable requirement exists for meetings of the Executive Board or of the regional committees. However, the pattern of meetings in WHO is long-established, in that the Executive Board meets in January for its principal meeting of the year with a two- or three-day meeting in May/June after the Health Assembly; the Health Assembly normally meets in May; and the regional committees meet in September/October. These dates are well known by the Secretary-General and all staff concerned.

The Executive Board, in its resolution EB41.R40, considers that recommendation 42 is already fully in operation in WHO.

### Recommendation 43

The annual programme and budget estimates of WHO show clearly the costs directly related to all conferences and meet-

<sup>1</sup> *Ibid.*, Thirty-fourth Session, Annexes, agenda item 3.

<sup>m</sup> *Ibid.*, Forty-third Session, Annexes, agenda item 17.



gs, including educational and other meetings which form part of the organization's programme (expert committees, scientific groups, seminars etc.).

As regards identification in the budget estimates of indirect conference costs, it would first be necessary for all organizations to arrive at an agreed definition of this term. It would then be necessary to cost-account the budget estimates to identify and estimate the costs of the time devoted by individual staff members to meetings of the Health Assembly, the Board, regional committees and other meetings which form part of the organization's programme.

The Director-General is prepared to make a feasibility study of this matter when agreement has been reached by all organizations on a definition of "indirect conference costs".

The Executive Board, in its resolution EB41.R40, considers that "recommendation 43 is partly in operation pending a more precise definition of certain terms of this recommendation"; it so requested the Director-General to continue to co-operate in the further inter-agency study of recommendation 43 and, where appropriate, to keep the Executive Board informed of progress made.

## ANNEX VII

### Implementation by the International Civil Aviation Organization

[A/7124]

[Original text: English]

#### A. BUDGET PREPARATION

##### **Recommendation 1**

This recommendation is fully complied with in ICAO. More than a year before the budget estimates are submitted for approval to the ICAO Assembly, the Secretary-General of ICAO submits his proposals to the Council, which passes them to the Finance Committee for detailed examination and report to the Council. The Finance Committee—which is in year-round session—spends a considerable time on the examination of the estimates submitted by the Secretary-General; an average of twenty to thirty meetings is spent solely on this task. The Committee then reports back to the Council and, as soon as this body has decided on the Committee's recommendations, the Secretary-General's estimates become the Council's estimates, and the Council then submits its proposals, accompanied by a special budget message, to the ICAO Assembly. The relevant Assembly working paper is sent out, three months before the Assembly is held, to all Contracting States, which therefore have ample opportunity to study the matter before the Assembly convenes. At the ICAO Assembly a special budget working group is appointed, which again makes a thorough examination in detail of all the budget proposals and reports to the Administrative Commission, which body then makes its final submission to the Assembly where the appropriations are voted.

##### **Recommendation 2**

This is already answered in connexion with recommendation 1.

##### **Recommendation 3**

As seen from the observations on recommendation 1 recommendation 3 is also fully complied with in ICAO. As the Finance Committee of ICAO is in year-round session it can spend as much time on the examination of the budget estimates as it requires.

#### B. STANDARDIZATION OF BUDGET DOCUMENTS

##### *Uniform budget layout*

##### **Recommendation 4**

The organization takes part, together with the other organizations of the United Nations family, in this study of the Advisory Committee on Administrative and Budgetary Questions and has

promised its full co-operation in this matter. It should be noted that if substantial changes in ICAO's budget format might be required, they could be achieved only through prior approval of our legislative bodies. The present form of the ICAO budget has been developed in close co-operation with the Finance Committee, the Council and the ICAO Assembly to fit the specific needs of ICAO.

##### **Recommendation 5**

The organization participates in the preparation of an annual document which is submitted to the Economic and Social Council and which gives the breakdown of the organization's expenditures by standard classification of activities.

##### *Common principles of budgetary presentation*

##### **Recommendation 6**

(a) The budget of ICAO is arranged in five parts:

- I—Meetings
- II—The secretariat
- III—General Services
- IV—Equipment
- V—Other budgetary provisions.

(b) An appendix, "Work Programme and Priorities", is attached to the budget. In this appendix are set out by field of activity—e.g. air navigation—first "continuing functions", and then, in order of priority, tasks which will require special attention during the budget period.

(c) An information annex, in which estimates are shown in considerable detail, is also attached to the budget and arranged in respect of certain principal items by field of activity. For example, the estimates under "Part I—Meetings" are divided into sections, e.g. air navigation meetings. The sections are divided into chapters, e.g. under air navigation meetings, regional air navigation meetings, air navigation conferences, etc. Similarly, the budget document includes in a separate information annex all administrative and operational services costs related to technical assistance activities at headquarters, the breakdown of which follows to the extent possible, the presentation of the regular budget of ICAO.

(d) While the general basis of the budget document, therefore, is an estimate by functions or object of expenditure, it also provides readily, in respect of certain items, information upon expenditure by field of activity. ICAO does contribute annually to a "special document" of the kind envisaged, namely the joint report by organizations to the Economic and Social Council on "expenditure by programme".

(e) ICAO is ready to discuss with other organizations the style of a foreword and of comments. The ICAO style of presentation, however, already fulfills the proposals in the footnotes to paragraph 32 (d) of the second report of the *Ad Hoc* Committee (A/6343).

##### *Cost increase for present establishment*

##### **Recommendation 7**

The ICAO budget contains detailed information on the matters dealt with in this recommendation and the relevant expenditures are commented on in detail. In this connexion, it should be noted that the ICAO estimates normally do not take into account possible future price increases but only those price increases which are already a matter of record.

#### C. BUDGET PRACTICES AND PERFORMANCE

##### *Reporting on budget performance*

##### **Recommendation 8**

This recommendation is fulfilled in ICAO by virtue of the fact that the Council reviews expenditures, approves accounts and examines annually audit reports, which are then sent with the Council's comments to the ICAO Assembly, where they are reviewed again in the Administrative Commission.

*Transfers***Recommendation 9**

The ICAO budget is divided into parts, the parts into sections and the sections into chapters. The Secretary-General of ICAO is authorized to transfer within chapters, but transfers between sections in the same part may be made by the Secretary-General only with the approval of the Finance Committee. Transfers from one part to another may be effected by the Secretary-General with the prior approval of the Council after it has obtained the advice of the Finance Committee. Annual proposals to this effect are made by the Secretary-General to the Council. Such transfers are reported to the ICAO Assembly.

**Recommendation 10**

This is already answered under recommendation 9.

**Recommendation 11**

This recommendation is fulfilled in ICAO due to the fact that ICAO's twenty-seven-member Council is in permanent session and can deal with any matter of this kind at the appropriate time; States are, therefore, kept fully informed.

**Recommendation 12**

This recommendation is complied with due to the review of expenditures by the Council and the approval of accounts and examination of audit reports on an annual basis.

*Supplementary estimates***Recommendation 13**

This recommendation is fully complied with. The Secretary-General of ICAO exercises strict budgetary control of all obligations and expenditures, while, moreover, a quarterly report on expenditures is submitted by him for review by the Finance Committee.

**Recommendation 14**

Owing to strict budgetary control this recommendation is fully complied with. As an example, it may be noted that during the last two trienniums, although substantial additional expenditures have been approved by the ICAO Council which were not included in the estimates approved by the Assembly, there has been no need for supplementary assessments on Contracting States.

**Recommendation 15**

Although the Assembly in certain cases authorizes the Council to incur contingent expenditures, no funds to finance such contingencies are provided within the approved budget. In ICAO, therefore, the Secretary-General has either to finance such additional expenditures from savings, or Contracting States have to be assessed by the next Assembly. This recommendation, therefore, tends to go further than the present practice in ICAO and would require action by the Assembly of ICAO.

**Recommendation 16**

In ICAO drawings on the Working Capital Fund are never made without prior appropriations authorized by the Assembly or by the ICAO Council under the existing Financial Regulations. No other drawings are possible. In ICAO the use of the Working Capital Fund is normally limited to making advances to the General Fund only.

**Recommendation 17**

See observations on recommendation 16.

**Recommendation 18**

See observations on recommendation 16.

**Recommendation 19**

See observations on recommendation 14. Although the ICAO Council has approved in several cases supplementary appropriations in accordance with the Financial Regulations, these have normally been financed from savings to be found within the total annual income of the organization and therefore no

recourse had to be taken to supplementary assessments on Contracting States.

*Working capital funds***Recommendation 20**

See observations on recommendation 16.

**Recommendation 21**

In accordance with the Financial Regulations, all miscellaneous income is paid into the General Fund and never into the Working Capital Fund.

**Recommendation 22**

This recommendation is fully complied with in ICAO. During recent years at every ICAO Assembly a report has been submitted by the Council on the operation and required level of the Working Capital Fund, in which the criteria mentioned in this recommendation have always been taken into account.

**Recommendation 23**

This recommendation is strictly adhered to in ICAO and letters are sent out in the course of every year, in which Contracting States are reminded to pay their contributions as early as possible; this is supplemented by periodical visits by our regional representatives in the field in all cases requiring special attention. The ICAO Financial Regulations state that such contributions are due and payable in full as of the first day of the financial year to which they relate. The percentage of contributions collected as of 1 January 1968 has been as follows in respect of the years mentioned below:

<i>Year</i>	<i>Per cent</i>
1960 .....	99.89
1961 .....	99.72
1962 .....	99.49
1963 .....	99.40
1964 .....	99.13
1965 .....	98.17
1966 .....	96.37
1967 .....	92.52

## D. STANDARDIZATION OF FINANCIAL REGULATIONS

**Recommendation 24**

This recommendation is being kept under review in ICAO. Our Financial Regulations are, by and large, similar to those of the United Nations. However, certain features have been incorporated to provide for special circumstances prevailing in ICAO and especially as a result of the ICAO system of triennial budgeting. Since the ICAO Financial Regulations are laid down by the Assembly, no proposals for amendments thereto can be accepted before they have been referred to the Council and approved by the Assembly. It seems to us that not much progress on this matter can be made within the United Nations family until there has been some agreement on standardization of nomenclature and budgets. ICAO is fully co-operating in the inter-agency consultations on this recommendation.

## E. THE BUDGET CYCLE

**Recommendation 25**

This recommendation does not apply to ICAO, since it already has a triennial system of budgeting.

## F. STANDARDIZATION OF NOMENCLATURE

**Recommendation 26**

The organization co-operates fully in the inter-agency consultations on standardization of nomenclature. This matter is now being actively pursued by the Budgetary and Financial Section of the Consultative Committee on Administrative Questions, of which ICAO is, of course, a member.



## G. AUDIT, INSPECTION

*External auditors***Recommendation 27**

The ICAO Financial Regulations state that the report of the external auditor "shall include, *inter alia*, a description of the scope of audit made, his findings and his comments on all matters which he believes should be reported to the Assembly". The external auditor furthermore "may make such observations as he may deem necessary [on] . . . the financial consequences of administrative practices". It seems, therefore, that ICAO's Financial Regulations give the external auditor full scope to fulfil this recommendation.

*Establishment of an inspection unit***Recommendation 28**

(a) The organization has accepted the terms of the statement of arrangements for the Joint Inspection Unit contained in the report<sup>a</sup> of the Administrative Committee on Co-ordination (E/4337<sup>a</sup>) as modified by the terms of the report of the Joint Meeting of ACC and the Committee for Programme and Co-ordination (E/4404<sup>a</sup>). Reports of inspectors will be presented to the Secretary-General of ICAO to the Council, with his comments.

(b) ICAO has decided that the authority of the Joint Inspection Unit should extend only over the functions of the Secretary-General and should not extend over those of the ICAO Assembly, the Council and its subordinate bodies.

(c) ICAO holds that its share of the cost of the Unit should be lower than the normal *pro rata* share since, because of the nature of ICAO's organization and administration, it is likely that the frequency and duration of missions of the Joint Inspection Unit to ICAO will be less than for other organizations.

## H. PROGRAMME PLANNING AND EVALUATION

*Long-term planning***Recommendation 29**

(a) The entire substantive programme of work in ICAO, encompassing all means, meetings and others, of achieving its aims, broad and specific, are embodied in a programme of work which is published and which forms the basis of the budget. This programme is published normally every three years together with the budget of the succeeding three years, and presented to the ICAO Assembly (see observations on recommendation 6).

(b) After approval by the Assembly, with whatever modifications may have been made, the work programme is analysed so as to give rise to work programmes for each of the organs or other subordinate bodies of ICAO and these are reviewed periodically during the three-year period by the Council and given greater precision in the light of developments.

(c) It is believed that no further steps are required in ICAO in order to fulfil the terms of this recommendation.

*Evaluation***Recommendation 30**

(a) The Council of ICAO is in permanent session. It is composed of twenty-seven States, so elected as to maintain a balanced representation of the Contracting States of ICAO, from the aviation and regional points of view. Reports which deal individually, in some detail, with all projects undertaken—national and regional—are presented to the Council every six months and discussions on them show that they are carefully studied by representatives, who are also able to draw upon the views formed by national administrations upon the efficacy of technical co-operation activities and upon efficiency of administration.

(b) Similarly, comprehensive reports upon technical co-operation activities are submitted by the Council to each triennial

<sup>a</sup> See *Official Records of the Economic and Social Council, forty-third Session, Annexes, agenda item 17.*

session of the ICAO Assembly at which all member States are represented. After review of these reports the Assembly issues directives to the Council. These are contained in resolutions, which have now been integrated and codified to form a coherent policy statement.

(c) ICAO engages in no technical co-operation programmes save those of UNDP; and its procedures for negotiation and for formulation of programmes are therefore those of the latter.

(d) As to standards and procedures for evaluation, ICAO continues to study and hopes to profit from the proposals and suggestions made by the Inter-Agency Study Group on Evaluation and the Economic and Social Council.

(e) As to the work of ICAO other than in technical co-operation, evaluation is not a matter of incidental or periodic but of constant review. For example, in regard to the two primary tasks—maintenance of technical standards and of regional air navigation plans—the Convention on International Civil Aviation provides the authority for modification and promulgation of technical standards: the practice of ICAO, the status of the Council, the policy on consultation with Contracting States and on relations with other international organizations, the policy which determines the relationship between the Council, subordinate organs and ICAO meetings and conferences and the role of the secretariat, are all so established as to enable any criticism, small or great, of the suitability of the standards in the light of developments to be examined, and, in cases where modification is necessary, for this to be done relatively speedily. One might say that evaluation is built in, since the standards are the basis of practice by air navigation services and aircraft, their suitability is tested constantly, and the system responds to evidence of the need for change. The same is true of regional air navigation plans, save that in this case the regional offices of ICAO perform an important function of correlation of evidence on the state of validity of the plan as well as upon the measure of its implementation.

**Recommendation 31**

This recommendation does not apply to ICAO.

## I. CO-ORDINATION

**Recommendation 32**

When every three years the ICAO Assembly comes to adopt the budget, recommendations of the General Assembly resulting from the annual consultations with the Advisory Committee in the preceding three years which have not been dealt with by the ICAO Council will be referred by the latter to the ICAO Assembly.

**Recommendations 33-35**

These recommendations do not apply to ICAO.

**Recommendation 36**

The organization is customarily represented both at ACC and at its Preparatory Committee.

**Recommendation 37**

(a) Where it is a question of practical work in the field ICAO meets few cases where responsibility for projects or parts of projects cannot be clearly assigned. In any case it informs UNDP of all plans for technical assistance.

(b) ICAO has concluded arrangements with WMO to avoid overlapping in technical co-operation projects. These arrangements are incorporated in the "Working Arrangements Between the International Civil Aviation Organization and the World Meteorological Organization" (document 7475/2). In general, these arrangements provide that responsibility for rendering technical assistance in the field of meteorology applied to aviation will devolve upon WMO, if it forms part of a general plan for technical assistance in meteorology. On the other hand, technical assistance in the field of meteorology applied to aviation forming an integral part of a civil aviation project will be handled by ICAO, each organization taking account of the views expressed by the other. The meteorological element in technical co-operation activities undertaken by ICAO under UNDP is now very small.

(c) Discussions have taken place with ITU on the desirability of co-ordinating certain aspects of training in one or two

fields. It has been recognized, however, by both organizations that few possibilities of overlapping exist, and no specific arrangements have appeared necessary.

**Recommendation 38**

This recommendation does not apply to ICAO.

**Recommendation 39**

In principle, ICAO is ready to provide staff occasionally and for short periods to undertake specific tasks arising in the course of the work of ACC. The timing of such specific tasks would have to be subject to ICAO's own work programme.

J. CONFERENCES, MEETINGS AND DOCUMENTATION

**Recommendation 40**

See observations on recommendation 29.

**Recommendation 41**

Not applicable. The Assembly of ICAO normally meets every three years.

**Recommendation 42**

Lists of ICAO meetings to be held are published periodically for use by Contracting States, and are distributed also to the United Nations and the specialized agencies. With increasing precision in respect of a given meeting as the date draws closer, these lists normally cover three years. The consolidated calendar is consulted but is rarely of interest when planning ICAO meetings.

**Recommendation 43**

One part of the ICAO budget is devoted exclusively to the costs of meetings. An estimate is presented for each meeting and the bases of the estimates are stated. The estimates are totalled by type of meeting and by year.

**Recommendations 44-46**

These recommendations do not apply to ICAO.

**Recommendation 47**

No meeting in ICAO is held without specific approval of the Council.

**Recommendation 48**

See above observation on recommendation 47 above.

**Recommendation 49**

See above observation on recommendation 47 above.

**Recommendation 50**

This recommendation does not apply to ICAO.

K. LOCATION OF SERVICES OF THE UNITED NATIONS

**Recommendation 51**

This recommendation does not apply to ICAO.

L. ADMINISTRATIVE COSTS OF EXTRA-BUDGETARY PROGRAMMES

**Recommendation 52**

This recommendation does not apply to ICAO.

**ANNEX VIII**

**Implementation by the Universal Postal Union**

[A/7124]

[Original text: French]

A. BUDGET PREPARATION

**Recommendations 1 and 2**

Final approval of the annual budget rests with the Swiss Supervisory Authority; such approval is, however, based on the result of a prior examination of the draft budget by the Executive Council.

The draft budget for year "B" is transmitted to the members of the Executive Council about two months before the annual

session of the Council for year "A", which is held in May. It is sent in November to the Supervisory Authority, which usually approves the budget early in year "B". It should be noted that the draft budget relates solely to expenditures resulting from decisions already adopted, in accordance with the basic principle enunciated by the Council in May 1965. This rule is also applied in connexion with the printing of publications and purchases of equipment, which are estimated at current prices disregarding any increase or change in price, since such change can only be conjectural until they actually occur.

**Recommendation 3**

A finance committee composed of several members of the Executive Council examines the draft budget in detail and reports on it to the Council, which then draws up a recommendation to the Supervisory Authority.

B. STANDARDIZATION OF BUDGET DOCUMENTS

*Uniform budget layout*

**Recommendation 4**

The Universal Postal Union is prepared to collaborate in such a study.

**Recommendation 5**

The Union already conforms to this practice.

*Common principles of budgetary presentation*

**Recommendation 6**

The UPU budget is presented in the traditional form; in other words, it is broken down by class of expenditure. The question of supplementary documentation of the kind advocated in this recommendation is being studied by the Executive Council.

*Cost increases for present establishment*

**Recommendation 7**

The UPU draft budget makes this distinction. Although the Director General has authority to appropriate supplementary funds in respect of cost-of-living salary increases granted in the United Nations, the expression "mandatory increases" is not used by UPU (see observations on recommendations 1 and 15).

C. BUDGET PRACTICES AND PERFORMANCE

*Reporting on budget performance*

**Recommendation 8**

A report of this kind is supplied to the members of the Finance Committee of the Executive Council. The question of giving the report wider circulation is being studied by the Council.

*Transfers*

**Recommendations 9-12**

The procedures which are proposed represent the current practice of UPU, since under article 7, paragraph 3 of the Regulations of the International Bureau of UPU the Director General is authorized to make transfers of appropriations between chapters which form a homogeneous grouping within the budget. Any transfers made in this way are clearly indicated in the budget documents. So far as transfers between budget groupings are concerned, the Executive Council has authorized a group composed of the Chairman of the Council, the Chairman of the Finance Committee and the Director General of the International Bureau to make adjustments within the framework of the approved budget, provided that:

(a) The total net expenditure approved in the budget is not exceeded;

(b) No amount is transferred to the items relating to salaries in the section entitled "Staff";

(c) Any adjustment made by the group mentioned above is made known to the Supervisory Authority and reported to the Finance Committee and to the Executive Council at its subsequent session.

*Supplementary estimates***Recommendations 13-15**

The existing structure of the UPU budget is such that, bearing in mind the possibilities of transfers mentioned above, it is generally possible to avoid exceeding the total appropriations. In particular, the practice of financing increases in expenditure by savings in other sectors of the budget is followed automatically. However, in view of the absence of any extensive regular programme of technical co-operation, the question of introducing changes in the programme itself has not hitherto arisen.

There are a few items in the UPU budget under the heading "contingencies and unforeseen", but the amounts included in them are so small that these items serve a formal, rather than a practical, purpose.

It should be pointed out that the Finance Committee and the Executive Council itself have the opportunity, at their annual sessions, to examine the anticipated expenditure for the current year in relation to the budget which was examined in the preceding year and to approve any changes that may be necessary.

**Recommendations 16-19**

The Universal Postal Union has no working capital fund. The Government of the Swiss Confederation advances the funds needed by the Union, free of interest.

*Working capital funds***Recommendations 20-22**

See observations under recommendations 16-19.

**Recommendation 23**

In accordance with paragraph 6 of article 123, of the General Regulations of UPU, contributions are due from Postal Administrations in the shortest possible time and at the latest before 31 December of the year in which the account is sent (i.e., the year following the budget year). After that period the amounts advanced by the Government of the Swiss Confederation are chargeable with interest in favour of that Government at a rate of 5 per cent per annum, reckoned from the date of expiry of that period.

As at 31 March 1968, the percentage of contributions in arrears (in respect of the financial year 1966) was 9.53 per cent.

## D. STANDARDIZATION OF FINANCIAL REGULATIONS

**Recommendation 24**

The financial procedures currently employed in UPU are a matter within the competence of the Swiss Supervisory Authority. However, this possibility could be studied so far as is practicable.

## E. THE BUDGET CYCLE

**Recommendation 25**

The annual budget depends on the decisions taken by the biennial Universal Postal Congress in relation to the activities of the Union and to the annual ceiling of ordinary expenditure, since it is governed by the plans adopted by the Congress for a five-year period. The recommendation is being studied by the Executive Council, although it is at variance with the interval between two Congresses (apart from any other consideration).

## F. STANDARDIZATION OF NOMENCLATURE

**Recommendation 26**

The Universal Postal Union is collaborating in the study which is being undertaken under the auspices of ACC.

## G. AUDIT, INSPECTION

*External auditors***Recommendation 27**

It is necessary to point out that the duties of external auditor for the accounts of UPU are performed by the Swiss Supervisory Authority.

(a) This recommendation has been submitted to the Swiss Supervisory Authority in the manner advocated by the *Ad Hoc* Committee.

(b) The question is being studied, but the constitutional situation, and particularly the role of the Swiss Supervisory Authority, would appear to be the decisive factor.

*Establishment of an inspection unit***Recommendation 28**

The question of UPU participation in the Joint Inspection Unit will be reconsidered by the Executive Council at its May 1968 session.

Members of the Inspection Unit have already been in touch informally with the International Bureau.

## H. PROGRAMME PLANNING AND EVALUATION

*Long-term planning***Recommendation 29**

The Universal Postal Union already has long-term planning (see observations on recommendation 25), which is laid down by the Congress. The programme is in fact reviewed annually by the Executive Council and other bodies.

Generally speaking, UPU does not as yet have any regular programme of technical co-operation in the strict sense, and its participation in UNDP continues to be relatively small. However, the recommendations will be borne in mind as and when programmes of technical co-operation are developed.

*Evaluation***Recommendations 30 and 31**

Certain methods of evaluation are already utilized by UPU; it is participating in the studies currently in progress and will conform to any conclusion which may emerge.

## I. CO-ORDINATION

**Recommendations 32 and 33**

These recommendations are being complied with as far as possible, bearing in mind the exigencies imposed by the activities of the Union.

**Recommendation 34**

This recommendation does not relate to UPU.

**Recommendation 35**

The Union has already indicated that it will welcome the Advisory Committee on Administrative and Budgetary Questions for the purpose of such a review.

**Recommendation 36**

The Union will collaborate in any action taken by ACC pursuant to this recommendation.

**Recommendation 37**

Where technical assistance is concerned, UPU makes systematic use of the services of the UNDP Resident Representatives in its dealings with the competent authorities of the various countries (including matters relating to the preparation and execution of postal projects), especially as it has no local or regional offices in the countries. In this connexion, relations with the Resident Representatives are based on the ten principles which were formulated by ACC in 1961 and revised in 1967 with a view to still greater centralization of co-ordination activities in the field.

In addition, UPU sends representatives, whenever possible, to the meetings of UNDP organs, and UNDP also sends an observer to the annual sessions of the Executive Council of the Universal Postal Union.

**Recommendation 38**

The Union regularly participates in the summer sessions of the Economic and Social Council at Geneva and in the joint meetings of ACC and the Council's Committee for Programme and Co-ordination. Co-ordination with the other organizations

of the United Nations family is one of the matters on which UPU places emphasis in the analytical report on its activities which it submits to each summer session of the Economic and Social Council.

#### **Recommendation 39**

The staff of the International Bureau is so small that it would not be possible to second even one staff member to assist the Advisory Committee, the Economic and Social Council and ACC in their work.

### J. CONFERENCES, MEETINGS AND DOCUMENTATION

#### **Recommendations 40 and 41**

This question is being studied by the Executive Council. At present, the situation is as follows:

##### (1) *Universal Postal Congress*

Article 101, paragraph 1, of the General Regulations of UPU stipulates that "the representatives of member countries shall meet in Congress not later than five years after the date on which the Acts of the preceding Congress come into operation".

##### (2) *Executive Council*

Article 102, paragraph 8, of the General Regulations provides that "on convocation by its Chairman, the Executive Council meets, in principle once a year, at the seat of the Union".

##### (3) *Management Council of the Consultative Committee for Postal Studies*

Article 105, paragraph 3, of the General Regulations provides that "the Management Council meets in principle every year: the place and date of the meeting shall be fixed by its Chairman, in agreement with the Chairman of the Executive Council and the Director General of the International Bureau".

The Chairman of the Executive Council draws up, at the end of the Council's session, a schedule of the meetings which the Committees will be holding before the next session.

Each of the two Councils mentioned above works out its own programme, but the Executive Council is responsible for co-ordinating all activities.

#### **Recommendation 42**

The programme of conferences drawn up by the Secretary-General of the United Nations mentions the session of the Executive Council of UPU.

#### **Recommendation 43**

- (i) This is the current practice in UPU.
- (ii) This question raises problems of a special kind, but it is being studied by the Executive Council.

#### **Recommendations 44-46**

These recommendations do not relate to UPU.

#### **Recommendation 47**

This is generally the rule in UPU.

#### **Recommendation 48**

At present, UPU does not possess any facilities for conferences.

Its new building, which is now under construction, will have conference rooms to meet the needs of its permanent bodies.

#### **Recommendation 49**

The Union services the meetings of the Executive Council and of the Management Council of the Consultative Committee for Postal Studies with its own personnel. During the five-yearly Universal Postal Congress, temporary personnel are added to the secretariat staff.

#### **Recommendation 50**

The Union has always operated on the basis of the principles expressed in these recommendations and will do so in the future.

### K. LOCATION OF SERVICES OF THE UNITED NATIONS

#### **Recommendation 51**

This recommendation does not apply to UPU.

### L. ADMINISTRATIVE COSTS OF EXTRA-BUDGETARY PROGRAMME

#### **Recommendation 52**

The Union is one specialized agency which has to bear so of its administrative costs itself. It therefore agrees with the recommendation.

### ANNEX IX

#### **Implementation by the International Telecommunication Union**

[A/7124]

[Original text: English/French/Spanish]

### A. BUDGET PREPARATION

#### **Recommendation 1**

The ITU budget is drawn up and approved within the annual limits fixed for the next six years by the member States of the Union meeting in Plenipotentiary Conference. The limits are fixed on the basis of the programme of activities and expenditure trends. Except for changes in salary scales and cost-of-living allowances, and fluctuations in the rate of exchange, no excess over these ceilings is permissible without the prior approval of a majority of the member States of the Union to whom a full statement justifying the step must be presented. This, it is considered, is fully in conformity with the spirit of this recommendation.

#### **Recommendation 2**

The ITU budget estimates are circulated to the members of the Administrative Council at least two months in advance of its annual session.

#### **Recommendation 3**

(a) A major portion of the Council's annual session is devoted to the budget which is the major item on its agenda. The budget is examined in detail by the Finance Committee, a committee of the whole, which meets at the same time as the Administrative Council. However, the reports of the Finance Committee containing their comments on the budget are sent to member States of the Union.

(b) The yearly budget is approved within the ceilings fixed by, and in accordance with, the directions of the member States of the Union meeting in Plenipotentiary Conference. The ceilings cannot be exceeded without the approval of a majority of the member States of ITU who must be consulted and furnished with a full statement of facts in justification. A number of national delegations to the Plenipotentiary Conference include specialists in financial and/or administrative matters.

### B. STANDARDIZATION OF BUDGET DOCUMENTS

#### *Uniform budget layout*

#### **Recommendation 4**

Following adoption of resolution 1090 D (XXXIX) by the United Nations Economic and Social Council, in 1965, a series of meetings of the United Nations and the specialized agencies was held under the auspices of ACC with a view to achieving a uniform budget presentation. The ITU budgets, including those for Technical Co-operation, were recast in the revised form and submitted through ACC to the Economic and Social Council in 1966 and 1967. In addition, the budget document for 1969 includes a statement giving the budget of the Union in the revised form. The question of a uniform budget layout is being further studied at an inter-organizational level in the Budgetary and Financial Section of the Consultative Committee on Administrative Questions in the light of the observations made by the Advisory Committee on the Application of Science and Technology to Development, the Enlarged Committee for Programme and Co-ordination and the Economic and Social Council.

#### **Recommendation 5**

In 1966 and 1967, the ITU budgets and the technical co-operation budgets were recast in the standard classification approved by ACC. This statement has been included in the budget document as well as the draft report to the Economic and Social Council on the activities of ITU in 1967.

*Common principles of budgetary presentation***commendation 6**

(a) and (b) The ITU budget uses the traditional budgetary breakdown by object of expenditure. A breakdown of expenditure by fields of activity, namely, the General Secretariat, the International Frequency Registration Board, the International Radio Consultative Committee and the International Telegraph and Telephone Consultative Committee is also submitted.

(c)

i) A separate statement giving the breakdown of expenditure into administrative costs, operational costs and general research and study costs has been submitted with the budgets for 1969.

ii) As regards a descriptive list of the activities mentioned in the budget, this is covered by a number of documents submitted to the Administrative Council, such as:

Reports on the activities of the International Frequency Registration Board and the International Consultative Committees;

Reports on the activities of ITU in the field of technical assistance, etc.

iii) The ITU budget does not contain any projects. In fact, the activities of ITU cannot be divided into programmes and projects except, naturally, its Technical Assistance activities financed by UNDP funds. The report to the Administrative Council on activities in the field of technical assistance gives the geographic distribution of projects financed by UNDP funds.

iv) An organization chart is included in the budget giving the staff changes in comparison to the two preceding years. With effect from 1967, however, the Administrative Council agreed that a staff breakdown by type of activity need not be given.

(d) The budget proposals are always preceded by a foreword mentioning the factors on which the budget has been established. This foreword does not mention the principal aims of the Union's activities, the objectives to be attained, the programmes, etc. In fact, ITU does not have programmes of work in the sense that they exist in the United Nations and retain other specialized agencies. The objectives of ITU, which are clearly defined in the International Telecommunication Convention, are well known to all the member States of ITU.

*Cost increases for present establishment***commendation 7**

Cost increases for present establishment have always been analysed in detail in the budget document itself. Further, in accordance with the recommendations of the *Ad Hoc* Committee, a new statement has been included in the budget for 1969. This statement gives the reasons for increases in the 1969 estimates as compared with those for 1968 and compares the figures of the over-all budget with the fiscal limits fixed by the Plenipotentiary Conference, 1965.

**C. BUDGET PRACTICES AND PERFORMANCE***Reporting on budget performances***commendation 8**

The report on budget performance is contained in the Financial Operating Report which, after approval by the Administrative Council, is sent to all member States of the Union.

*Transfers***commendation 9**

The ITU budget is divided into sections, sub-heads and items. In accordance with article 11 of the Financial Regulations of ITU, the Secretary-General may effect transfers from one item to another within the same sub-head. All such transfers effected during the year are reported to the Administrative Council of ITU with the accounts for that year.

**Recommendation 10**

In the present budget layout there is only one item which represents a disproportionately large percentage of the total budget. This is item 1 of sub-head 1 of section 2 comprising salaries of established posts. With effect from the budget for 1968 the salaries of all permanent posts of all organs of the ITU have been grouped under one item. The amount budgeted for under salaries of established posts is based on the posts in the approved manning table. As these posts are normally filled for the entire year in the interests of the efficient functioning of the Union, the possibility of credits being available for transfer is very limited. Normally credits available under this item result from the gap between posts falling vacant and their being filled. In these intervals it is necessary to carry on the work by either recruiting temporary assistance or working overtime, both of which are necessary for the efficient functioning of the Union. In the circumstances the Secretary-General has recommended to the Administrative Council that no sub-division of this item is necessary for the purpose of limiting transfers.

**Recommendation 11**

Articles 11 and 12 of the Financial Regulations of the Union contain the following provisions:

*"Article 11*

"...

"1. The Secretary-General may effect transfers of credits from one item to another within the same sub-head.

"2. Subject to the provisions of article 12, paragraph 4, no other transfer of credit may be effected without the authorization of the Administrative Council.

*"Article 12*

"...

"4. The Secretary-General, after consultation with the Co-ordination Committee, shall be authorized, in exceptional cases, to incur expenses not provided in the budget when the relevant study of work must be undertaken in the interests of the Union, on the firm understanding that the total expenditure of sections 1 to 6 mentioned in article 6 shall not in any case exceed the total credits authorized in the budget by the Administrative Council.

"5. In the cases mentioned in paragraph 4 above, the Secretary-General shall submit a report to the next session of the Administrative Council justifying his recourse to this exceptional procedure."

In the last fifteen years the provisions of paragraph 4 of article 12 have never been applied by the Secretary-General and it would appear that they are sufficiently strict to avoid any unjustified transfer between appropriation lines. It is, therefore, considered that the provisions of the Union's Financial Regulations are in accordance with the recommendations of the *Ad Hoc* Committee to the extent that no amendment appears necessary at present.

**Recommendation 12**

Transfers effected by the Secretary-General are mentioned in a working document which is submitted to the Administrative Council along with the report on budget performance. No explanation of these transfers is however given in this document in view of the fact that they are effected by the Secretary-General within the powers delegated to him.

*Supplementary estimates***Recommendation 13**

Budget estimates are always established so as to ensure that appropriations are not exceeded. As regards control of obligations, the Union's Financial Regulations provide that no amount can be obligated without the approval of the Secretary-General (or an official authorized by him) and that this approval should only be accorded if appropriation credits are available.

**Recommendation 14**

Paragraph 4 of article 12 of ITU's Financial Regulations provides that the Secretary-General, after consultation with the Committee and the Co-ordination Committee, shall be author-

ized, in exceptional cases, to incur expenses not provided for in the budget when the relevant study or work must be undertaken in the interests of the Union, on the firm understanding that the total expenditure of sections 1 to 6 mentioned in article 6 shall not exceed the total credits authorized in the budget by the Administrative Council. Paragraph 5 of the same article provides that the Secretary-General shall submit a report to the next session of the Administrative Council justifying his recourse to this exceptional procedure.

Regarding expenditure increases resulting from rises in prices and especially alterations of salary scales and changes in the rate of post adjustment for the Professional and higher categories, the Plenipotentiary Conference, 1965, and the Administrative Council have decided that the supplementary expenditure is unavoidable and can be considered outside the limits on expenditure and the approved budget.

As the ITU does not work on a programme basis, a reassessment of priorities and of resources is not possible, while adjustments within the budget are not within the powers of the Secretary-General.

Nevertheless, it is always the intention of the Secretary-General to keep the level of expenditure as low as possible and to cover unavoidable extra expenditure by savings.

#### **Recommendation 15**

The ITU budget includes two types of appropriations to cover unforeseeable and miscellaneous expenditure. On the one hand, the budget contains provisions for meeting unforeseeable expenditures which are obligatory, for example:

Grant on death;  
Repatriation grant in case of death or resignation;  
Removal costs in case of death or resignation;  
Payment of accumulated leave in case of death or resignation;  
Termination indemnity.

These appropriations cannot be utilized for other purposes nor can they be transferred. It could also happen that these amounts are insufficient, but as they are obligatory in accordance with Personnel Regulations, the excess expenditure is reported to the next session of the Administrative Council for their approval.

In addition, the budget contains a very small provision for miscellaneous and unforeseen expenditure.

#### **Recommendations 16-19**

These recommendations concern the Working Capital Fund. The ITU does not have a Working Capital Fund.

#### *Working capital funds*

#### **Recommendations 20-22**

See observation on recommendations 16-19.

#### **Recommendation 23**

This recommendation is addressed to member States.

### D. STANDARDIZATION OF FINANCIAL REGULATIONS

#### **Recommendation 24**

The study of this recommendation has not as yet been taken up at an inter-organization level.

### E. THE BUDGET CYCLE

#### **Recommendation 25**

Article 16.3, Number 211 of the International Telecommunication Convention, Montreux 1965, provides that "the Administrative Council shall review and approve the annual budget of the Union, taking account of the limits for expenditure set by the Plenipotentiary Conference". These provisions read with Additional Protocol I to the same Convention constitute the authority for paragraph 2 of article 2 of the Union's Financial Regulations according to which the budget shall be established for one year. The adoption of a biennial cycle would accordingly require a decision of the Plenipotentiary Conference. The Secretary-General proposes to study the adoption of a

biennial budget cycle in all its implications. The result of a study will be submitted to the Administrative Council. This study will enable the next Plenipotentiary Conference to take a decision.

### F. STANDARDIZATION OF NOMENCLATURE

#### **Recommendation 26**

The Union is currently participating in inter-organizational discussions in the Budgetary and Financial Section of the Consultative Committee on Administrative Questions with a view to arriving at a standard nomenclature of financial and budgetary terms.

### G. AUDIT, INSPECTION

#### *External auditors*

#### **Recommendation 27**

(a) In pursuance of resolution No. 16 of the Plenipotentiary Conference, Geneva, 1959, the Financial Regulations of the Union have been modified. Article 45 of the Regulations provides that the audit shall be performed in accordance with principles governing the audit of United Nations accounts contained in annex 3 of the Regulations. Annex 3 of the Regulations provides that "the Board of Auditors, in addition to certifying the accounts, may make such observations as may deem necessary with respect to the efficiency of the financial procedures, the accounting system, the internal financial controls and, in general, the financial consequences of administrative practices". It is, therefore, considered that this recommendation is already being applied in ITU.

(b) The Panel of External Auditors of the United Nations and specialized agencies considered this recommendation and advised against its adoption on the grounds that the advantage of continuity would be lost. This conclusion was submitted to the General Assembly at its twenty-second session.

#### *Establishment of an inspection unit*

#### **Recommendation 28**

This recommendation has been dealt with in the main part of the report (A/7124, para. 7).

### H. PROGRAMME PLANNING AND EVALUATION

#### *Long-term planning*

#### **Recommendation 29**

The Plenipotentiary Conference, meeting every six years or five or six years, ITU works within this framework. The basic activities of ITU as defined in the preamble to the Convention are devoted to the facilitation of relations between peoples by means of efficient telecommunication services. Accordingly the work of ITU falls into three broad categories, namely, regulation, development of technical facilities, and standards, and administration, which do not permit operation on the basis of specific programmes of given duration or scope. The work is done on a continuous basis which does not lend itself to long-term planning and programme formulation. However, where possible, long-term planning has been introduced. Thus special efforts are being made to regulate and co-ordinate the use of radio frequencies while in the field international telecommunication networks a World Plan Committee and Regional Plan committees have been set up to help in planning international telecommunication services.

The Union has no regular budget for technical assistance and its activities in this field are financed by UNDP and other extra-budgetary funds. Here again the assistance provided is at the request of the Government concerned rather than on a programme basis. However, whenever requests are received Governments are advised regarding planning and programme of their telecommunication networks. Substantial progress in long-term planning and programme formulation has also been achieved through teams of regional experts working in Africa, Latin America and Asia and the Far East. Their efforts have

sulted in a pre-investment survey for an inter-American telecommunication network in Latin America and a pre-investment survey in Africa.

### Evaluation

#### Recommendation 30

As the work of the ITU is non-operational and cannot be performed on a programme basis, the extent to which evaluation methods can be applied is essentially limited. On the other hand, since ITU works on a continuous basis such evaluation, if possible, is done by the member States of ITU at suitable stages in the continuing processes. Thus the work done following one World Administrative Conference is evaluated at the next such conference. The work of the International Consultative Committees and their study groups is evaluated by their plenary assemblies. Finally, the entire work of ITU is evaluated by the Plenipotentiary Conference. The results of each evaluation are reflected in Final Acts, in the Convention and Regulations, and in resolutions and recommendations. These in turn direct the work of ITU in the period that intervenes before the next conference.

In the field of technical assistance, the importance of and the need for evaluation have been fully recognized in Plenipotentiary Conference, Montreux 1965, resolution No. 33. To assist the implementation of this resolution, ITU has been participating in inter-organization studies of evaluation methods and practices for technical assistance projects.

#### Recommendation 31

This recommendation is not addressed to the organizations.

### I. CO-ORDINATION

#### Recommendation 32

The General Assembly of the United Nations usually begins its annual session in September each year and ends in December of the same year. The annual session of the Administrative Council is currently being scheduled for May each year and as much as possible to take into account the recommendations of the General Assembly.

#### Recommendation 33

All ITU conferences, namely, world administrative conferences, regional conferences, special conferences and plenary assemblies of the International Consultative Committees are convened as and when necessity arises to consider specific telecommunication matters or revision of Administrative Regulations or Regional Agreements, which have become necessary since the last such conference. The plenary assemblies of the International Consultative Committees meet every three years and they are the media through which the International Consultative Committees work. Finally, the study groups of the International Consultative Committees meet to continue the study of the subject referred to them. As such, all conferences and meetings of ITU are the result of an evolving process depending upon and determined by the needs that have arisen since the last such conference or meeting. It is, therefore, not always possible to take fully into account a calendar of meetings drawn up in advance.

#### Recommendations 34 and 35

These recommendations are not addressed to the organizations.

#### Recommendation 36

Meetings of ACC are at present preceded by meetings of the Preparatory Committee consisting of direct assistants of the executive heads of the organizations. In addition, between scheduled meetings of ACC, decisions are taken, if necessary, by correspondence. ITU will participate to the extent possible in any other meetings at an inter-organization level that are decided upon.

#### Recommendation 37

This recommendation is not applicable to ITU as it does not have a programme of technical assistance financed from the regular budget.

#### Recommendations 38 and 39

These recommendations are not addressed to the organizations.

### J. CONFERENCES, MEETINGS AND DOCUMENTATION

#### Recommendation 40

All conferences of ITU are convened either by a decision of the Plenipotentiary Conference or on the recommendation of the previous such conference or at the request of one quarter of the members concerned or on a proposal of the Administrative Council. As such all conferences are convened only when necessity arises. This recommendation of the *Ad Hoc* Committee does not apply to legislative bodies or governing councils and hence would not apply to the Plenipotentiary Conference, the Administrative Council or the plenary assemblies of the International Consultative Committees.

#### Recommendation 41

The legislative body of ITU is the Plenipotentiary Conference which meets every five or six years. In accordance with article 9.9 (1), (Number 91 of the International Telecommunication Convention, Montreux 1965), "in the interval between Plenipotentiary Conferences, the Administrative Council shall act on behalf of the Plenipotentiary Conference within the limits of the powers delegated to it by the latter". The annual meetings of the Council are accordingly to be considered as meetings of the governing body and do not come within the purview of this recommendation.

#### Recommendation 42

The question of drawing up an annual calendar of conferences is at present under consideration in the Preparatory Committee of ACC.

#### Recommendation 43

Separate sections of the budget are earmarked for different types of conferences. In the budget document, details of the expenditure proposed are given. Where necessary a separate document is also submitted giving the entire administrative arrangements proposed for the conference and the direct and indirect costs thereof. In this connexion, chapter 9, rule 5 (1), (Number 674 of the General Regulations annexed to the International Telecommunication Convention, Montreux 1965), provides that "at the opening of each conference or meeting, the Plenary Meeting shall appoint a budget control committee to determine the organization and facilities available to the delegates, and to examine and approve accounts for expenditure incurred throughout the duration of the conference or meeting".

#### Recommendations 44 to 46

These recommendations are not addressed to ITU.

#### Recommendation 47

The Union does not have any "dependent body" which might be considered in the sense of this recommendation. However, in this connexion paragraph 9 to Additional Protocol I to the International Telecommunication Convention, Montreux 1965, provides, *inter alia*, that "no decision of an Administrative Conference or of a Plenary Assembly of a Consultative Committee shall be put into effect if it will result in a direct or indirect increase in the expenses beyond the credits that the Administrative Council may authorize". In addition, resolution No. 83 (amended) of the Administrative Council provides that a conference has no power to arrange for future sessions of the same conference after the termination of the original session, or for further conferences.

#### Recommendation 48

By its resolution No. 620 adopted at its twenty-second session in May 1967, the Administrative Council resolved for the time being to continue the policy of providing space for meetings held at Headquarters by renting premises where necessary.

#### Recommendation 49

In accordance with the general policy of ITU, staff required for servicing conferences are engaged for the duration of the conference. The number of staff serving on the permanent strength of ITU for the organization of conferences has always been kept to a minimum.



**Recommendation 50**

(i) Apart from the Plenipotentiary Conference, the plenary assemblies of the International Consultative Committees and the Administrative Council which meet at intervals prescribed in the Convention and as a consequence do not come within the purview of this recommendation, all other conferences and meetings of the Union are convened only as and when the necessity for them arises. Even after the necessity is determined, the time and location of the conference or meeting is examined with regard to other priorities. The final decision is taken by the Administrative Council after member States have been consulted.

(ii) Not only is the availability of human and physical resources taken into account but the relative costs of these resources is also considered.

(iii) The limits of expenditure on conferences and meetings is fixed by member States meeting in Plenipotentiary Conference and is included as an Additional Protocol to the International Telecommunication Convention in force.

(iv) None of the Union's conferences or meetings covered by this recommendation are convened at regular intervals. They are convened only as and when necessity arises.

(v and vi) Co-ordination between the United Nations and the specialized agencies on the convening of major international conferences would follow the establishment of a consolidated calendar of conferences which is at present being discussed in the Preparatory Committee of ACC. The possibility of convening joint conferences would also be considered once a calendar of conferences and meetings is established.

## K. LOCATION OF SERVICES OF THE UNITED NATIONS

**Recommendation 51**

This recommendation is not addressed to ITU.

## L. ADMINISTRATIVE COSTS OF EXTRA-BUDGETARY PROGRAMMES

**Recommendation 52**

This recommendation is not addressed to ITU.

## ANNEX X

**Implementation by the World Meteorological Organization**

(Revised text)\*

[A/7124/Add.1]

[Original text: English]

The Executive Committee of the World Meteorological Organization at its twentieth session, held in Geneva from 30 May to 13 June 1968, examined a report by the Secretary-General of WMO on the implementation within the organization of the recommendations made by the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies. The Executive Committee noted that these recommendations had been adopted by the General Assembly of the United Nations in resolution 2150 (XXI). It gave due attention to the request of the General Assembly contained in resolution 2360 A (XXII) for a report giving fuller information on the implementation and that the specialized agencies should indicate "not only their positions and the action they have taken to date but also what further action they propose to take and the timing thereof".

The Executive Committee examined separately each recommendation together with the information provided by the Secretary-General in his report. As a result of the study made by the Executive Committee, annex X of document A/7124 relating to WMO was considerably amended and a revised version follows.

\* This text supersedes annex X that appears in the mimeographed version of document A/7124.

## A. BUDGET PREPARATION

**Recommendation 1**

It should be explained that WMO operates in fact two different types of regular budget in addition to the management and extra-budgetary funds:

(a) A budget called "Maximum expenditure for the financial period", which is intended to finance the normal activities of the organization. This budget is approved by the World Meteorological Congress, which normally meets every four years. The "financial period" consists of the four calendar years following the year during which Congress has met.

(b) An annual budget, approved each year by the Executive Committee, within the limits of the maximum expenditure decided by Congress.

It is felt that recommendation 1 refers to the maximum expenditures as the expenses to be charged to the four annual budgets of the financial period have in principle been decided by Congress in fixing the "maximum expenditures".

The draft programme and budget for a financial period prepared by the Secretary-General of WMO about eighteen months before its Congress, for submission to the session of the Executive Committee which meets one year before Congress. The WMO Financial Regulations require that the estimates for a financial period shall be submitted to the Executive Committee members five weeks prior to the session. This means that these estimates should be finalized by the Secretary-General of WMO more than thirteen months before they are examined by Congress. Very soon after the closing date of the session of the Executive Committee, the draft of the programme and budget is forwarded to the members of the organization, together with the report of the Executive Committee thereon. Members thus receive a detailed draft of the programme and the budget about one year before they are called to discuss it at Congress.

The Executive Committee considered that, by the submission of the four-year programme and budget estimates to the Executive Committee, approximately eighteen months before they are examined by Congress, recommendation 1 is applied by WMO.

**Recommendation 2**

As explained above, it is not only "preliminary and approximate estimates", but the budget estimates to be discussed at the World Meteorological Congress which are transmitted about one year in advance to the members of the organization. These members, when assembled in Congress, constitute the body responsible for examining the budget mentioned in paragraph 26 of the *Ad Hoc* Committee's report. It should be added that the Financial Regulations of WMO set a final date "at least three months prior to the opening of Congress" for the submission of the budget estimates; however, as explained, this is done in practice and without difficulty well in advance of this final date owing to the fact that the budget estimate have to be submitted to the session of the Executive Committee which is held one year before Congress.

In practice, recommendation 2 is applied. The Executive Committee, noting that these estimates are presently forwarded to members ten months before Congress, decided to suggest to Congress that article 3.5 of the Financial Regulations of WMO be modified to provide that the estimates referred to above be transmitted to members together with the Executive Committee report on these estimates at least six months prior to Congress a procedure which is presently being followed. The Committee requested the Secretary-General to submit a precise proposal to this effect to the twenty-second session of the Executive Committee.

**Recommendation 3**

A proposal to amend the Convention of WMO in order to provide for the setting up of a finance committee was submitted to the fourth Congress in 1964. The matter was deferred and taken up by the fifth Congress during its examination of recommendations made by the *Ad Hoc* Committee. Congress decided that a further study was necessary and requested the Executive Committee to conduct it and to submit a report to the sixth Congress of WMO.



The Executive Committee at its twentieth session considered at by virtue of article 14 (b) of the Convention of the WMO, which assigns to it as one of its primary functions "to amine the programme and budget estimates for the following financial period prepared by the Secretary-General and to present its observations and its recommendations thereon to Congress", it serves as the finance committee proposed in recommendation 3. The Executive Committee considered that the first part of recommendation 3 is applied by the organization. nevertheless decided to propose to Congress that the Programme and Budget Committee of Congress establish a small working group to assist it in the study and review of the budget of the organization.

As regards attendance of financial experts at sessions during which the budget estimates are examined, it should be noted that members of the Executive Committee may be accompanied by one alternate and two advisers and the financial advisers, when available, serve on the Programme and Budget Committee.

The second part of recommendation 3 invites the organs responsible to devote as many meetings as are necessary for a thorough discussion of the budget. The Executive Committee considered that the arrangements made for the pre-Congress session of the Executive Committee, at which such examination and discussion take place, and the arrangements at Congress satisfactorily cover this point.

## B. STANDARDIZATION OF BUDGET LAYOUTS

### *Uniform budget layout*

#### **Recommendation 4**

The Secretary-General of WMO has already expressed the organization's willingness to co-operate with the Advisory Committee on Administrative and Budgetary Questions. Exchanges of views on this subject have taken place on the occasion of the participation of the Secretary-General or his deputy in those meetings of the Advisory Committee where the WMO budget is examined. As will be seen in the following paragraph, the fifth World Meteorological Congress (Geneva 1967) has already taken an important step in the direction of uniformity, by adopting a new form for the budget following the broad lines of the standard classification defined by the Administrative Committee on Co-ordination.<sup>b</sup>

The Executive Committee noted that, in accordance with recommendation 4, the secretariat participated in the studies undertaken for the purpose of bringing into agreement the budget layouts of the specialized agencies. It requested the Secretary-General of WMO to report on this matter to the twenty-first session of the Executive Committee so that any uniform layout agreed upon could be used for the budget estimates for the sixth financial period which will be examined by the twenty-second session of the Executive Committee and submitted to the sixth Congress.

#### **Recommendation 5**

As mentioned above, in connexion with recommendation 4, the fifth World Meteorological Congress decided to change the form of the budget in order to adapt it to the uniform presentation agreed by ACC at the request of the Economic and Social Council. The budget for the fifth financial period of WMO has the following parts:

- I — Policy-making organs
- II — Executive management
- III — Programme of technical activities
- IV — Regional activities
- V — Administrative and common services
- I — Other budgetary provisions

Difficulties have been experienced in utilizing internally the fifteen sub-headings of part III which were recommended by ACC.<sup>c</sup> The sub-headings are not mutually exclusive and a large part of the activity of WMO can be classified under

several of these sub-headings. It should be mentioned that the budget submitted by WMO to the Economic and Social Council, in response to its resolutions 1044 (XXXVII) of 15 August 1964, and 1090 D (XXXIX) of 31 July 1965, follows strictly the breakdown and classification of expenditures agreed by ACC. The organization is participating actively in the studies undertaken by the Advisory Committee on Administrative and Budgetary Questions on this matter. The Executive Committee noted that the Secretary-General of WMO provides the Economic and Social Council with a report on the budget expenditures and estimates drawn up according to the standard classification and that recommendation 5 is therefore implemented.

### *Common principles of budgetary presentation*

#### **Recommendation 6**

The presentation of the WMO budget as adopted by the fifth Congress is a combination of the two breakdowns defined in the recommendation of the *Ad Hoc* Committee. Congress further decided that the breakdown of expenditures during the fifth financial period of the organization (1968-1971) be submitted by the Secretary-General of WMO under both the functional classification and the classification by object of expenditures.

In addition to the budget as submitted to WMO members in a form designed to meet the needs of the organization, WMO submits each year:

(a) To the Economic and Social Council, a breakdown of the WMO budget by programme of activities, as defined by ACC;

(b) To the Advisory Committee on Administrative and Budgetary Questions, for the General Assembly of the United Nations, a breakdown by object of expenditures (personal services, general services, special projects and activities, other budgetary provisions).

With regard to the annexes to the WMO budget, which should be provided in accordance with the provisions of recommendation 6 of the *Ad Hoc* Committee, attempts are being made to implement this recommendation as from 1968, which is the first year of the new financial period. It would be desirable to define with precision the terms "administrative costs", "operational costs", and "general research and study costs", used by the *Ad Hoc* Committee in its recommendation requesting specialized agencies to provide in a special annex a breakdown of their budget under these headings. The Executive Committee considered that recommendation 6 has been implemented so far as it is applicable to WMO.

### *Cost increases for present establishment*

#### **Recommendation 7**

Explanations of increases shown in the estimates are given in the "Programme and Budget" submitted to Congress. For each line of the budget, there are detailed explanations in a special paragraph entitled "Explanations", which follows the comparison of the estimated expenditures for the new financial period and the budgetary appropriations of the previous period. In addition to these explanations, tables are given which show, by grades, increases in the number of staff as compared with the previous financial period. The Executive Committee considered that recommendation 7 has been fully implemented.

## C. BUDGET PRACTICES AND PERFORMANCE

### *Reporting on budget performance*

#### **Recommendation 8**

In addition to the reports on the accounts which contain most of the information mentioned in this recommendation of the *Ad Hoc* Committee, the Secretary-General of WMO submits to each session of the Executive Committee a report on the financial situation at the time of the session. Annual reports on the accounts, as well as the report on the accounts of each financial period, are submitted for approval to the Executive Committee, together with the report of the external auditor. All these documents are also transmitted to the members of the organization by the Secretary-General soon after the close of the

<sup>b</sup> See *Official Records of the Economic and Social Council, Twentieth Session, Annexes, agenda item 12, document E/4156.*

<sup>c</sup> *Ibid.*, annex III.

financial year and of the financial period. The Executive Committee agreed that this recommendation is implemented through the media of the annual report, the external auditor's report and supplementary special financial reports of the Secretary-General.

#### *Transfers*

#### **Recommendation 9**

The Financial Regulations provide that transfers between appropriation parts may be made only by the Executive Committee, and the total amount of such transfers may not exceed 1 per cent of the total maximum expenditure authorized by Congress for the financial period. The Secretary-General of WMO is authorized to make transfers between appropriation sections of the annual budget, subject to confirmation by the Executive Committee. The Executive Committee, noting that the above provision is more restrictive than the procedure specified in recommendation 9, requested the Secretary-General of WMO to prepare a document proposing modification of the corresponding provision of the WMO Financial Regulations (art. 7.6) for its twenty-second session, in order that it might make appropriate recommendations to the sixth Congress to have article 7.6 conform to recommendation 9.

#### **Recommendation 10**

In the resolution of the World Meteorological Congress on the maximum expenditures for the financial period, the funds allocated to the different parts of the budget differ considerably. This is shown by the amounts allocated by the fifth Congress for the fifth financial period (1968-1971):

*United States dollars*

Part I	
Policy-making organs (Congress, Executive Committee, their subsidiary organs, President of the organization) .....	537,489
Part II	
Executive management (Secretary-General, Deputy Secretary-General, External Affairs, Legal Affairs, Information) .....	713,219
Part III	
Programme of technical activities (Technical commissions and their working groups, Advisory Committee, projects, consultants, technical publications, conference services, scientific and technical staff, Global Atmospheric Research Programme, planning of the World Weather Watch, WMO long-term fellowships) .....	7,504,769
Part IV	
Regional activities (regional associations and their working groups, regional liaison offices and presidents of regional associations) .....	643,000
Part V	
Administrative and Common Services (Administrative staff, stationery and office supplies, equipment, communications, premises) .....	2,238,523
Part VI	
Other budgetary provisions (contingencies and unforeseen expenses, audit, insurances and staff compensation fund) .....	180,000

As transfers can be made only by the Secretary-General of WMO within parts but not between them, the Executive Committee considered that the present financial procedures fully implement the proposals contained in recommendation 10.

#### **Recommendation 11**

As already explained, transfer between parts of the budget can be made only by the Executive Committee of the organization. Decisions or votes by correspondence are a normal feature of the procedures in use by WMO for a number of years. They are conducted in accordance with the relevant provisions of the General Regulations which are adopted by Congress itself. The Executive Committee considered that this recommendation is fully implemented.

#### **Recommendation 12**

All transfers by the Secretary-General of WMO between sections are reported to the Executive Committee for confirmation and necessary explanations are given by the Secretary-General at the session. In addition, all transfers are reported to members in the accounts submitted to them. The Executive Committee considered that this recommendation is fully implemented.

#### *Supplementary estimates*

#### **Recommendation 13**

In accordance with WMO Financial Regulations, appropriations may not be exceeded. No obligation may be incurred except against and within the amount of an appropriation. A foreseeable expense which could entail exceeding the budget appropriations must be reported to the Executive Committee or to members of the organization by correspondence, and supplementary estimates have to be prepared and approved by the Executive Committee if the amount required is within the maximum expenditure for the financial period, or by members if that is not the case. The Executive Committee considered that this recommendation is fully applied.

#### **Recommendation 14**

The recommendation of the *Ad Hoc* Committee on this matter is, in fact, covered by the resolution adopted by Congress on the maximum expenditures for the financial period. The resolution authorizes the Executive Committee "to incur necessary expenditures resulting from any increases in the secretariat staff salaries and allowances . . . during the . . . financial period, . . . only if the Executive Committee is satisfied that they cannot reasonably be met by economies within the approved budget of the period".

#### **Recommendation 15**

This recommendation is already applied by WMO as a budget—both for the financial period and for a specific year provides, under its part VI entitled "Other budgetary provisions" (see above observations on recommendation 10), an amount to cover contingencies and unforeseen expenses.

#### **Recommendation 16**

The practice mentioned in this recommendation has never been used by WMO which, as indicated in the preceding paragraph, has provision in its budget for contingencies and unforeseen expenses.

#### **Recommendation 17**

No drawing from the Working Capital Fund has been made within WMO without prior appropriation.

#### **Recommendations 18 and 19**

In view of the observations on recommendation 17, it has been found necessary to apply the provisions of these recommendations. The fifth Congress, however, in its resolution (Cg-V), decided that the Working Capital Fund should be maintained "to advance such sums as may be necessary to cover unforeseen and extraordinary expenses which cannot be met from current budgetary provisions". According to the financial practice of WMO, if it is found necessary to have recourse to the Working Capital Fund to cover unforeseen and extraordinary expenses, supplementary estimates will first be adopted by the Executive Committee (by correspondence if necessary) and the drawings from the Working Capital Fund will then not be made without appropriations. The Executive Committee considered that recommendations 18 and 19 are not applicable to WMO since the circumstances they cover cannot arise without an infringement of the WMO Financial Regulations.

#### *Working capital funds*

#### **Recommendation 20**

The fifth World Meteorological Congress (Geneva 1966) reviewed the purposes of the Working Capital Fund and for this subject adopted resolution 35(Cg-V) which, in line with

ommendation 20 of the *Ad Hoc* Committee, provides that first purpose of the Working Capital Fund is "to finance getary appropriations pending the receipt of contributions". The WMO Working Capital Fund has never been used to finance supplementary expenses without prior authorization. At the attention of the fifth Congress was invited to the recommendation of the *Ad Hoc* Committee and the possibility of lifting the restrictions indicated by the *Ad Hoc* Committee. The Congress resolution on the Working Capital Fund, Congress did not find it necessary to include such a clause in view of the long-established practice of WMO which coincides with the recommendation of the *Ad Hoc* Committee. The Executive Committee considered that this recommendation is not applicable since the situation it covers cannot occur.

#### Recommendation 21

This resolution is fully implemented by WMO.

Article 10.1 of the Financial Regulations states that all income classified as miscellaneous income shall be credited to the General Fund. Income derived from investments of the Working Capital Fund is considered as miscellaneous income and is limited to the General Fund. The practice mentioned by the *Hoc* Committee, which has never been that of WMO, would be contrary to the Financial Regulations, which provide that, with the exception of trust funds, the Publication Fund and the Staff Compensation Plan Reserve Fund, all miscellaneous income shall be credited to the General Fund.

#### Recommendation 22

The level of the Working Capital Fund determined, as shown in paragraph 35(Cg-V), was adopted by the fifth Congress. Paragraph 3 of the operative part of this resolution reads:

"... the amount which Members shall be required to advance to the Working Capital Fund during the fifth financial period [1968-1971] shall be four per cent of the maximum expenditures authorized for the four years of the period, but not exceeding five hundred thousand United States dollars (\$500,000)".

At its nineteenth session, which followed immediately upon the Congress, the Executive Committee decided that in order to implement the above resolution of Congress, each member of WMO should bring its advance to the Working Capital Fund an amount of \$412 per unit of contribution. Thus the Working Capital Fund will remain at a level between \$471,140 and \$1,000 during the fifth financial period.

Recommendation 22 of the *Ad Hoc* Committee was brought to the attention of the fifth Congress in the document prepared by the secretariat of WMO on the situation of the Working Capital Fund. It was duly taken into account by Congress in deciding on the level of the Working Capital Fund for the fifth financial period. This level can be modified only by the sixth Congress, which is due to meet in 1971, except for minor adjustments by the Executive Committee as mentioned in the above paragraph. By that time, according to the usual WMO practice, members will have again received a document submitted by the secretariat indicating to Congress the situation of the Working Capital Fund and its fluctuations as is recommended by the *Ad Hoc* Committee. The Executive Committee considered that the provisions adopted by Congress on this matter in full cognizance of this recommendation have implemented the recommendation. It decided that the recommendation should be brought to the attention of the sixth Congress that it may be taken into account when the level of the Working Capital Fund will be determined.

#### Recommendation 23

Although this recommendation is directed to members of the organization, the following provisions of the Financial Regulations of the organization seem relevant.

"8.4 Contributions and advances shall be considered as due and payable in full within thirty days of the receipt of the communication of the Secretary-General referred to in Regu-

lation 8.3<sup>d</sup> . . . or as of the first day of the financial year to which they relate, whichever is the later. As of 1st January of the following financial year, the unpaid balance of such contributions and advances shall be considered to be one year in arrears".

In fact the communication of the Secretary-General is always sent several months before 31 December of the year preceding that for which the contributions are levied. Thus contributions are due and payable from 1 January of each year. Members which have not paid are periodically reminded of their financial obligations. The Executive Committee decided that reference to recommendation 23 should be made in the letters on contributions addressed to the members of WMO.

### D. STANDARDIZATION OF FINANCIAL REGULATIONS

#### Recommendation 24

The Financial Regulations of WMO have been and are reviewed at each Congress, i.e., every four years. Their original text was largely based on the Financial Regulations of WHO with some changes owing to some basic differences between the two organizations. The World Meteorological Congress adopts maximum expenditures for a period of four years, called the financial period; the Executive Committee adopts the annual budgets for each year of that four-year period. It was considered that, in adopting the financial regulations of WMO in this way, the first Congress made a contribution towards uniformity of financial regulations among the specialized agencies.

The secretariat of the organization at various levels is actively co-operating in the studies undertaken with a view to the achievement of the highest possible degree of standardization. Any interorganization agreement reached on this subject will be submitted by the Secretary-General of WMO to Congress.

The Executive Committee noted the participation of the organization in the inter-agency studies and requested the Secretary-General to make appropriate recommendations on further standardization and improvement in the light of recommendation 24.

### E. THE BUDGET CYCLE

#### Recommendation 25

The recommendation made by the *Ad Hoc* Committee seems to apply only to organizations having an annual budget and so not to WMO. If for the sake of uniformity the adoption of a biennial cycle were recommended to WMO, some constitutional amendment might be required. The Convention of the WMO (article 10) provides that Congress—which is the authority to approve the maximum expenditures—meet "at intervals as near as possible to four years" and that "an extraordinary Congress may be convened by decision of the Executive Committee". These provisions will permit an extraordinary Congress to be convened in the middle of the four-year interval between normal Congresses. The Executive Committee considered that recommendation 25 is not applicable to the organization, which operates on a four-year budget cycle.

### F. STANDARDIZATION OF NOMENCLATURE

#### Recommendation 26

The World Meteorological Organization took an active part in the work and two meetings (Geneva, November 1967 and March 1968) of the Budgetary and Financial Section of the Consultative Committee on Administrative Questions which is studying this question. Definitions and nomenclature on which

<sup>d</sup> Article 8.3 reads as follows:

"8.3 After the Executive Committee has approved the annual budget and determined the amount needed for the Working Capital Fund, the Secretary-General shall:

"(a) Transmit the relevant documents to the members of the organization;

"(b) Inform the members of their commitments in respect of annual contributions and advances to the Working Capital Fund;

"(c) Request them to remit their contributions and advances."

agreements are reached by ACC will be adopted for use by WMO under the authority of its Secretary-General, when they do not affect the Financial Regulations or other regulatory texts of the organization adopted by Congress. The Executive Committee noted the measures already taken in this connexion. It requested the Secretary-General of WMO to continue to co-operate with the United Nations and the other agencies in the studies and to report to the Executive Committee in due time.

#### G. AUDIT, INSPECTION

##### *External auditors*

##### **Recommendation 27**

The Financial Regulations of WMO contain an appendix entitled "Principles to govern the audit procedures of the World Meteorological Organization", paragraph 5 of which states:

"(5) The External Auditor, in addition to certifying the accounts, may make such observations as he may deem necessary with respect to the efficiency of the financial procedures, the accounting system, the internal financial controls and, in general, the financial consequences of administrative practices."

In his formal report on the accounts of the organization, which is submitted to the Executive Committee and distributed to members, the external auditor has made observations in accordance with paragraph 5 quoted above. In addition, he has made informal comments to the competent officers of the organization and the Secretary-General of WMO on work methods and procedures. No change in the Financial Regulations seems therefore required to enable the external auditor to make observations on administration and management in connexion with financial matters.

Any change of substance in the duties of the external auditors of the specialized agencies which may be suggested will have to be approved by the World Meteorological Congress on the one hand and accepted by the WMO external auditor on the other.

At present, the external auditor of WMO is also the external auditor of three specialized agencies: UNESCO, FAO and IMCO and, in addition, of GATT. The Secretary-General has already taken part within ACC on the study of the question of establishing a common panel of auditors and will be glad to continue his co-operation.

The Executive Committee considered that part (a) of recommendation 27 is implemented and that no action is required on part (b).

##### *Establishment of an inspection unit*

##### **Recommendation 28**

This recommendation was considered by the fifth World Meteorological Congress (Geneva, 1967). Although no formal decision was recorded on this matter, the Congress, by including appropriate funds in the budget to meet WMO's share of the expenses of the Joint Inspection Unit for the period 1968-1971, showed clearly its decision to participate in the Unit. A meeting was held early in 1968 at WMO headquarters between the inspectors, the Secretary-General and the senior officials of WMO, and documentation has been provided to the inspection unit. Recommendation 28 is therefore implemented by WMO.

#### H. PROGRAMME PLANNING AND EVALUATION

##### *Long-term planning*

##### **Recommendation 29**

The Executive Committee considered that the procedure followed by WMO in programming and budgeting for a period of four years covers to a large extent the recommendation made by the *Ad Hoc* Committee on long-term programming, which is thus implemented.

It should be stressed that a large part of the organization's programmes, if not all, are closely related to the World Weather Watch, which constitutes the basis of WMO activities. The World Weather Watch has two aspects: the long-

term programming covering planned activities for a period four to twelve years ahead, and the implementation of plans for a financial period (four years). The latter constitute a very large part of the four-year programme of substantial activities of the organization. Both aspects are discussed at World Meteorological Congress, where appropriate decisions are taken. There is no need to stress the effort of rationalization and concentration which the World Weather Watch represents.

##### *Evaluation*

##### **Recommendation 30**

Evaluation is part of normal WMO practice. Not only secretariat, but various technical organs of the organization and even its members are participating in evaluation process. All projects undertaken by WMO and the United Nations Development Programme (UNDP) are evaluated separately and reports are submitted to the Executive Committee.

A special evaluation section has been established since 1968 in the Technical Co-operation Department of the WMO secretariat which deals with the programmes of assistance given by the organization. The Executive Committee considered that the recommendation is applied by the organization to the fullest extent possible.

##### **Recommendation 31**

The World Meteorological Organization has closely cooperated and participated in all meetings of the Inter-Agency Study Group on Evaluation. The Secretary-General intends to implement the common evaluation methods and standards which may be agreed upon. It is perhaps not irrelevant to note in this connexion that, because of the special field of activity: working methods of WMO as indicated before, general procedures of evaluation may be inappropriate or not applicable to certain of the organization's activities. Only experience will show in this matter how common methods and standards may be applied by WMO. The Executive Committee considered that this recommendation was primarily addressed to the Economic and Social Council and that no further measures were required.

#### I. CO-ORDINATION

##### **Recommendation 32**

For practical reasons the World Meteorological Congress generally meets in April, every four years, and the Executive Committee every year in May-June. The four-year programme and budget of WMO, together with WMO Executive Committee comments, is therefore available to the General Assembly and its organs. Any recommendation emanating from these bodies can be considered by the Congress in deciding the matter. For example, the fifth Congress (1967) had the opportunity of discussing and considering the recommendation of the *Ad Hoc* Committee approved by resolution 2150 (XV) of the General Assembly. The Executive Committee considered that the present procedures of the organization fully implement this recommendation.

##### **Recommendation 33**

The Secretary-General of WMO is ready to co-operate in any study made for the harmonization and adjustment of meetings and conference schedules in order to secure the greatest benefits from the reviews of budgets, but, unless precise proposals are made, what action WMO can take on this recommendation is not clearly seen. The Executive Committee noted the harmonization of meetings and conferences presently being practised and that it does not seem possible to do more in this respect.

##### **Recommendation 34**

The Executive Committee noted that this recommendation is not addressed to WMO.

##### **Recommendation 35**

This recommendation has been implemented by the visit two years ago of the Advisory Committee on Administrative and Budgetary Questions to WMO headquarters. The fifth Congress agreed that such visits proved useful and the Secretariat

eral will therefore be pleased to arrange for further similar meetings at WMO's secretariat between the Advisory Committee and himself and senior WMO officials for the review systematically and in depth of the administrative and management procedures concerning the programme and budget of WMO. The Executive Committee endorsed the Secretary-General's views above and expressed its support for the principles contained in recommendation 35.

#### **Recommendation 36**

The Administrative Committee on Co-ordination has already considered this matter. The World Meteorological Organization participated in the preparation of the decisions taken by ACC and in their implementation. If more frequent meetings alternates of the heads of the agencies are to be organized, WMO would be prepared to participate in these meetings as far as possible. The Executive Committee considered that this recommendation is implemented.

#### **Recommendation 37**

This recommendation has been largely applied by WMO. The organization has informed UNDP Resident Representatives of the projects it intended to undertake in the respective countries to which the Representatives are assigned under its new New Development Fund and it has consulted them at all stages of development of these projects. The assistance the UNDP Resident Representatives have provided in this connection has proved very useful. The Voluntary Assistance Programme which WMO is launching during 1968 and which will operate for a period of several years will follow similar procedures. The Executive Committee considered that this recommendation is fully implemented.

#### **Recommendation 38**

This recommendation is directed to the Economic and Social Council. The Secretary-General of WMO attended the Joint Meeting of the Enlarged Committee on Programme and Co-ordination with ACC. It is hoped that the documentation and reports to be prepared for submission to the Committee will be kept to a minimum. The Executive Committee endorsed the views above and considered that no action was required.

#### **Recommendation 39**

This matter was carefully examined by ACC during its most recent session, and the secretariat of ACC was strengthened. It will prove difficult for WMO to second staff to United Nations in New York for that purpose. It was felt that the establishment of a WMO liaison office would be likely to provide a solution to this recommendation, but the fifth Congress, for reasons of economy, decided not to establish this liaison office. The Executive Committee considered that no action from WMO could be undertaken under the circumstances.

### J. CONFERENCES, MEETINGS AND DOCUMENTATION

#### **Recommendation 40**

The WMO conference programme is examined by Congress when it considers the programme and budget of the organization for the financial period. It should be explained that apart from the Executive Committee, which meets once a year, all other constituent bodies of WMO—Congress, the six regional associations and the eight technical commissions—meet only once every four years. Most of these meetings last a fortnight only, so that it would seem difficult to reduce their duration further. The Executive Committee considered that this recommendation is fully implemented.

#### **Recommendation 41**

In view of the fact that the World Meteorological Congress meets once every four years, the Executive Committee considered that this recommendation is not applicable to WMO.

#### **Recommendation 42**

The four-year programme of conferences of constituent bodies of WMO is communicated to the United Nations first in draft form and then as soon as it is approved by Congress, which means that the programme for the period 1968-1971 had

already been communicated by the end of 1966 and the programme fixed by Congress in April 1967. In addition, close co-ordination is ensured in Geneva between the World Meteorological Congress (April), the World Health Assembly (May), the International Labour Conference (June) and the summer session of the Economic and Social Council (July-August). The Executive Committee considered that this recommendation is fully implemented.

#### **Recommendation 43**

The expenditures directly attributable to conferences and meetings have always been and will continue to be the subject of special chapters in the parts of the WMO budget. The subdivisions of those chapters include estimates of costs of conference staff, travel, documentation and reports. The Executive Committee considered that this recommendation is fully implemented.

#### **Recommendation 44**

The Executive Committee considered that this recommendation is not applicable to WMO.

#### **Recommendation 45**

This recommendation seems directed to members. It should be said that owing perhaps to the technical nature of the documentation, in general, members do not request more than a few sets of documents for a WMO conference. The Executive Committee noted that the principles of this recommendation are applied by WMO and decided to bring the recommendation to the attention of the members of WMO.

#### **Recommendation 46**

The Executive Committee considered that this recommendation addressed to members is, in practice, applied in the case of WMO where delegations consist of a few persons. It is implemented by statute in the case of the Executive Committee at which attendance is limited to no more than four persons. The Committee, however, decided to bring this recommendation to the attention of WMO members prior to the convening of the sixth Congress.

#### **Recommendation 47**

The Executive Committee considered that this recommendation does not apply to the organization which has no dependent body of the type specified in the recommendation.

#### **Recommendation 48**

The Executive Committee considered that this recommendation is being observed by WMO. It is noted in this connexion that no expansion of the conference services as regards regular staff is possible before the sixth Congress.

#### **Recommendation 49**

The Executive Committee considered that this recommendation is fully implemented by WMO.

#### **Recommendation 50**

The Executive Committee considered that all the guidelines specified in the recommendation are implemented by the organization in planning its conferences and meetings.

### K. LOCATION OF SERVICES OF THE UNITED NATIONS

#### **Recommendation 51**

This recommendation does not call for action by WMO.

### L. ADMINISTRATIVE COSTS OF EXTRA-BUDGETARY PROGRAMMES

#### **Recommendation 52**

The Executive Committee noted that the recommendation is addressed to the Advisory Committee on Administrative and Budgetary Questions. It considered that no specific action by WMO is required and noted with satisfaction that the Secretary-General of WMO has already taken part in the discussions on the subject.

## ANNEX XI

## Transfers

**Implementation by the Inter-Governmental Maritime  
Consultative Organization**

[A/7124]

[Original text: English]

A. BUDGET PREPARATION

**Recommendation 1**

As far as IMCO is concerned and bearing in mind the organization's two-year budgetary period, an equivalent procedure may be found in the fact that the Maritime Safety Committee and the Legal Committee propose work programmes well in advance of the budgetary session of the IMCO Council. The Committees modify their work programmes to correspond with the budget; the final decision lies with the IMCO Council and Assembly.

**Recommendation 2**

The budget documents of IMCO are usually issued about sixty days before its Council meets and sometimes earlier. The final budget document is issued as a document of the IMCO Assembly some sixty to ninety days before the IMCO Assembly convenes.

**Recommendation 3**

The IMCO practice is for representatives of Council members to meet informally to discuss budgetary matters just before the Council itself meets. This informal group makes no report but its members take part in the subsequent Council discussions.

B. STANDARDIZATION OF BUDGET DOCUMENTS

*Uniform budget layout*

**Recommendation 4**

Not addressed to the executive heads.

**Recommendation 5**

Beginning with IMCO's budget for 1968-1969, an additional annex has been included in the budget document showing the breakdown of expenditures approximating to the standard classification which has been adopted by ACC.\*

*Common principles of budgetary presentation*

**Recommendation 6**

The organization will co-operate to the fullest extent possible. In addition to the traditional IMCO budget presentation, a draft alternative form of budget is prepared for the IMCO Assembly. As regards certain other requests for supplementary information, it would appear desirable in the first instance to reach agreement throughout the United Nations family of organizations upon a number of basic definitions.

*Cost increases for present establishment*

**Recommendation 7**

The practice referred to is generally followed in IMCO's budget document. The expression "mandatory increases" is not used. Such increases will be considered as "rises in prices" in all future budgets to avoid the misinterpretation referred to by the *Ad Hoc* Committee.

C. BUDGET PRACTICES AND PERFORMANCE

*Reporting on budget performance*

**Recommendation 8**

The Secretary-General of IMCO's year-end statements and transfer requests, plus the external auditor's report, now cover most of the points raised in this recommendation.

\* See *Official Records of the Economic and Social Council, Fortieth Session, Annexes*, agenda item 12, document E/4156.

**Recommendation 9**

Within the sections of the annual budget the Secretary-General of IMCO may freely transfer funds from one chapter another. The Financial Regulations of IMCO give the Secretary-General the authority to transfer from one section to other section in the budget of a calendar year provided that such transfers do not exceed 10 per cent of the total appropriations of any section concerned. Also the Secretary-General may transfer any uncommitted balances of appropriations the same section in the second calendar year within the two-year budgetary period provided that such transfers do not exceed 10 per cent of the smaller amount of the two annual appropriations provided for the sections concerned. All transfers from section to section during the year or from one calendar year to the other must be reported to the following session of the IMCO Council. For transfers from section to section or the next calendar year to amounts in excess of the 10 per cent authority as above the prior approval of the Council is required. No transfers can be made from one two-year budgetary period to the other.

**Recommendation 10**

The IMCO Council and IMCO Assembly, as the competent organs vested with financial responsibility, have never expressed the view that any particular appropriation line represents a disproportionately large percentage of the total budget.

**Recommendation 11**

As far as transfers between appropriation sections are concerned, other than the 10 per cent transfers authorized in article IV of the Financial Regulations of IMCO, the Secretary-General must obtain the prior concurrence of the IMCO Council.

**Recommendation 12**

This is done annually in the report of the Secretary-General of IMCO on the organization's accounts.

*Supplementary estimates*

**Recommendations 13 and 14**

The budget estimates of IMCO have been calculated as obligations controlled in such a way that the appropriations in each successive financial period have not been exceeded. Unavoidable increases in expenditure in certain sectors have been financed by savings in other sectors. In particular, increases due to rises in prices—including in this term salaries and wages—have been absorbed by adjustments within the budget without recourse to supplementary assessments on member States.

**Recommendation 15**

In submitting his budget estimates for the 1968-1969 biennium, the Secretary-General of IMCO has included \$500 each year for "unforeseen and extraordinary expenses".

**Recommendation 16**

Drawings on the Working Capital Fund without prior appropriation cannot be made without prior approval of the IMCO Council.

**Recommendation 17**

It is the IMCO Council which, in each instance, must determine whether circumstances warrant authorization to draw on the Working Capital Fund without prior appropriation.

**Recommendation 18**

If, with prior approval of the Council, drawings are made on the Working Capital Fund, replenishment must be included in the next succeeding budget estimates.

**Recommendation 19**

If, with prior approval of the Council, drawings are made on the Working Capital Fund, full explanation would of course be included in the annual financial reports.

*Working capital funds***commendation 20**

The resolution of the IMCO Assembly on the Working Capital Fund customarily authorizes the Secretary-General to advance such sums as may be necessary to finance appropriations pending receipt of contributions from members, but requires the prior concurrence of the IMCO Council for any further advances from the Working Capital Fund.

**commendation 21**

The organization credits all miscellaneous income to the General Fund.

**commendation 22**

Most member States of IMCO have been generally prompt in paying their contributions, so that problems of liquidity have not been critical. The level of the Working Capital Fund remains adequate under present conditions.

**commendation 23**

Not addressed to the executive heads.

## D. STANDARDIZATION OF FINANCIAL REGULATIONS

**commendation 24**

Subject to approval by the competent organs of IMCO, where necessary, the Secretary-General of IMCO would gladly co-operate with other organizations to this end if the degree of co-ordination achieved makes this feasible.

## E. THE BUDGET CYCLE

**commendation 25**

The organization already has a biennial budget cycle.

## F. STANDARDIZATION OF NOMENCLATURE

**commendation 26**

See main part of the report (A/7124, para. 6).

## G. AUDIT, INSPECTION

*External auditors***commendation 27**

The Financial Regulations of IMCO already give the external auditor the broad authority recommended by the *Ad Hoc* Committee.

*Establishment of an inspection unit***commendation 28**

At its eighteenth session, the IMCO Council:

- (a) Approved IMCO's participation in the Joint Inspection Unit;
- (b) Agreed that an amount of \$600 per annum should appear in the budget for that purpose;
- (c) Recommended that the secretariat of IMCO continue to collaborate with the United Nations Secretariat to the fullest possible extent.

See also main part of the report (A/7124, para. 7).

## H. PROGRAMME PLANNING AND EVALUATION

*Long-term planning***commendation 29**

The IMCO Council decided to defer consideration of this commendation until its next session in May 1968.

*Evaluation***commendation 30**

The Secretary-General of IMCO applies the evaluation process to each item in the budget while the budget for the next

biennium is being developed and reviewed for recommendation to its Council. In addition, the Maritime Safety Committee makes regular reports to the IMCO Assembly through the Council; the Legal Committee reports regularly to the Council on the results of international conferences convened by IMCO and on the current status of UNDP projects administered by IMCO.

**Recommendation 31**

Not addressed to the executive heads.

## I. CO-ORDINATION

**Recommendation 32**

Not addressed to the executive heads.

**Recommendation 33**

The Secretary-General of IMCO is prepared to co-operate to the maximum extent possible. The great majority of IMCO meetings are held at IMCO headquarters and being of a specialized nature are unlikely to conflict with meetings of other members of the United Nations family.

**Recommendations 34 and 35**

Not addressed to the executive heads.

**Recommendation 36**

The organization is agreeable to this suggestion.

**Recommendation 37**

The Secretary-General of IMCO is prepared to co-operate to the maximum extent possible.

**Recommendation 38**

Not addressed to the executive heads.

**Recommendation 39**

The IMCO Professional staff is so small that this can hardly apply.

## J. CONFERENCES, MEETINGS AND DOCUMENTATION

**Recommendation 40**

Not addressed to the executive heads.

**Recommendation 41**

The Assembly of IMCO meets every two years.

**Recommendation 42**

The organization will participate to the extent possible in establishing a consolidated calendar, but see above the observations under recommendation 33.

**Recommendation 43**

The IMCO budget already identifies the expenditure attributable to conferences and meetings. IMCO would be willing to collaborate with the United Nations and the specialized agencies in establishing criteria for estimating the total expenditures pertaining directly and indirectly to these activities.

**Recommendation 44**

Not addressed to the Secretary-General of IMCO.

**Recommendations 45-47**

Not addressed to the executive heads.

**Recommendation 48**

Expansion of physical facilities for conferences would require a major decision by the IMCO Council and the Assembly and no such expansion is presently contemplated.

**Recommendation 49**

Expansion of conference personnel is not contemplated and is not likely unless member States insist upon an expanded or intensified conference programme.



**Recommendation 50**

The schedule of IMCO meetings is already examined and strictly controlled by its competent organs—including the Legal Committee, Maritime Safety Committee, Council and Assembly. The convening of an international conference has to be approved by the IMCO Assembly. The guidelines are those which the secretariat and the competent organs always have fully in mind.

## K. LOCATION OF SERVICES OF THE UNITED NATIONS

**Recommendation 51**

Not addressed to the Secretary-General of IMCO.

## L. ADMINISTRATIVE COSTS OF EXTRA-BUDGETARY PROGRAMMES

**Recommendation 52**

Not addressed to the executive heads.

## ANNEX XII

**Implementation by the International Atomic Energy Agency**

[A/7124]

[Original text: English]

## A. BUDGET PREPARATION

**Recommendation 1**

In recognition of the *Ad Hoc* Committee's recommendation, the Board of Governors in June 1967 decided that a Committee of the Whole should meet in December 1967 to review the preliminary outlines of the programme and budget for 1969-1970 and subsequent years. This Committee met on 15 December and discussed the outline proposals presented by the Director General. The Committee's comments have been taken into consideration during preparation of the long-term programme for 1969-1974 and, more specifically, the biennial programme for 1969-1970 and the budget for 1969.

In accordance with other recommendations of the *Ad Hoc* Committee, it is now proposed that the Agency prepare a six-year programme every two years. This document will include the first two years in considerable detail, the second biennial period in less detail, and the third in only rough estimates of significant changes. Upon adoption of this programming cycle, it is expected that a special annual meeting of the Committee of the Whole may not be necessary in the future. Ample opportunity will be afforded all Governors to reflect the opinions of their Governments so that the secretariat will have time to incorporate suggestions and modifications in the next programme and budget.

**Recommendation 2**

The Agency's programme and budget is normally reviewed by the Administrative and Budgetary Committee of the Board of Governors, which meets during the latter half of April and reports thereon to the Board, which meets in mid-June each year. The programme and budget documents normally are issued thirty days in advance of the Administrative and Budgetary Committee meeting and about seventy-five days in advance of the meeting of the Board. The Administrative and Budgetary Committee's report is normally issued about thirty days before the Board meeting. After adoption by the Board of Governors the final programme and budget document is prepared and issued as a General Conference document about forty-five days before the General Conference convenes.

**Recommendation 3**

The Administrative and Budgetary Committee is made up of thirteen members of the Board of Governors and is a body of the type recommended by the *Ad Hoc* Committee. For 1968 the member States represented on the Administrative and Budgetary Committee are Australia, Brazil, Canada, Czechoslovakia, the Federal Republic of Germany, France, India, Japan, Mexico, South Africa, the Union of Soviet Socialist Republics, the

United Kingdom of Great Britain and Northern Ireland and the United States of America. It should thus be noted that the fourteen nations represented on the *Ad Hoc* Committee are also represented on the Agency's Administrative and Budgetary Committee. Normally the various missions to the Agency from member States are supplemented by representatives of the financial organizations in the member States. Such representation on the delegation to the Administrative and Budgetary Committee meetings, however, is a matter for decision by the individual member States.

The time devoted to consideration of the budget estimates the Administrative and Budgetary Committee is unlimited. Such consideration has ranged from three to eleven half-day sessions depending upon the magnitude of problems involved in the programme and budget. The report of the Committee setting out its comments and recommendations is made available to the Board of Governors as soon as possible after the Committee meetings are concluded.

## B. STANDARDIZATION OF BUDGET DOCUMENTS

*Uniform budget layout***Recommendation 4**

Although this recommendation is directed towards the Advisory Committee on Administrative and Budgetary Questions rather than to executive heads of organizations, a comment seems appropriate. The Board of Governors has decided that the Agency should implement as soon as possible the recommendations of the *Ad Hoc* Committee to the extent that they do not require amendment of the Statute. The secretariat therefore, prepared to give full co-operation to the Advisory Committee or the Consultative Committee on Administrative Questions in consultations aimed at development of a uniform budget layout within the United Nations family. However, since the budget layout of the various organizations has developed gradually in the manner best suited to meet the operational and technical requirements of each organization, the introduction of a uniform budget layout for all organizations will undoubtedly encounter considerable opposition unless the benefits can be easily demonstrated. If a uniform budget presentation is developed by the Advisory Committee or the Consultative Committee on Administrative Questions, the Director General will submit it to the IAEA Administrative and Budgetary Committee and the Board for consideration in connexion with the next presentation of his biennial programme and annual budget estimates.

**Recommendation 5**

The Agency's annual budget, beginning with the budget for 1968, includes as a standard annex a breakdown of the budgetary estimates in accordance with the standard classification which has been developed for submission by ACC to the Economic and Social Council.<sup>a</sup> This annex in the 1968 budget<sup>b</sup> part C of annex V, pages 64-67.

*Common principles of budgetary presentation***Recommendation 6**

The Agency for several years has included in its annual budget a breakdown which converts the object-of-expenditure appropriation arrangement in such a way that the estimate may be shown by major programmes as well as by major organization units within the secretariat. In the 1968 budget breakdown for both 1967 and 1968 is included as part A annex V, pages 56-59.

Although an attempt will be made in connexion with the 1969-1970 programme and the 1969 budget to include in an annex to the budget a breakdown of expenditures into "administrative costs", "operational costs" and "general research and study costs", this annex may be premature inasmuch as agreement has not yet been reached within the United Nations family on uniform definitions for the terms involved. As pointed

<sup>a</sup> See *Official Records of the Economic and Social Council, Fortieth Session, Annexes*, agenda item 12, document E/4156.

<sup>b</sup> Document GC(XI)/360 of IAEA.



in the *Ad Hoc* Committee's report,<sup>e</sup> the term "operational" used with a wide variety of meanings. The Budgetary and Financial Section of the Consultative Committee on Administrative Questions is in the process of adopting standard nomenclature which in the future will facilitate a more meaningful compliance with this recommendation.

Since the Agency proposes to present a programme budget for the future, the main activities will be thoroughly defined and explained in the programme portion of the document. The summary by programmes to be included in the foreword to the budget section of the document should suffice to cover the detailed information requested by the *Ad Hoc* Committee as an annex to the budget document.

The programme and budget of the Agency must be prepared far in advance of actual programme implementation to make it possible to list in detail the specific projects to be carried out and especially the country in which each will be executed. Technical Assistance projects are not reviewed and approved by the Technical Assistance Committee of the Board of Governors until December of the year immediately preceding the budget year, whereas the budget is prepared ten to twelve months earlier, and is approved by the General Conference two months before the meeting of the Technical Assistance Committee of the Board. The same is true of research contracts on which decisions are normally not taken until June of the budget year itself at the earliest which is eighteen months after the budget has been prepared. Similarly, although the projects to be discussed by panels may be fairly well known when the budget is prepared, the location in which they will meet is not determined until many months later. It is, therefore, proposed that the requested geographical annex not be included in the budget document but that this type of information might continue to be reflected in the Director General's periodic reports to the Board of Governors.

The Agency's budget in the past has included an annex showing the proposed manning table for the budget year by department and division of the organization. This information has been presented in tabular form showing by Professional Grades the total Professional staff and in total the numbers for each division recommended for General Service and Maintenance and Operative Services staff. Beginning with the 1969 manning table it is proposed to present this information in an organization chart form showing staffing for the past two years plus the proposed budget year by category of staff within each division. All such posts are meant to be filled by fixed-term permanent staff members. Temporary assistance staff are employed only as required to meet short-term needs and do not require manning table posts and cannot be anticipated on a divisional basis at the time the budget is prepared.

The Agency's budget each year includes an introductory statement which covers most of the points suggested by the *Ad Hoc* Committee. This introduction indicates in summary form the requested change in the appropriation level, the reason for such change and the need for the requested increases in staff. The only major extra-budgetary programme of the Agency relates to UNDP. The introduction to the budget briefly mentions this item and refers to the expanded section on UNDP revenues expected during the next two years when such revenues are known sufficiently in advance to allow such inclusion. Since 1963 the Agency's budget has aimed at brevity with explanatory annexes, if required, in accordance with the recommendation of the *Ad Hoc* Committee.

#### *Cost increases for present establishment*

#### **Recommendation 7**

The Agency's budget now indicates in summary form the portion of the budget increase which is requested to cover increases in prices, including salary and wage increases. Although the budget has in the past used the expression "mandatory increases", this term will be avoided in the future in order not to be misinterpreted.

<sup>e</sup> See *Official Records of the General Assembly, Twenty-first Session, Annexes*, agenda item 80, document A/6343, para. 57.

## C. BUDGET PRACTICES AND PERFORMANCE

### *Reporting on budget performance*

#### **Recommendation 8**

Beginning with the accounts for 1967 the Director General will include a special section covering budgetary performance during the past year. This section will explain the major differences between sub-items of each appropriation section and, in conjunction with the Director General's report on the Agency's accounts, will explain to what extent transfers between appropriation sections were required and how they were financed.

#### *Transfers*

#### **Recommendation 9**

The Director General has always had full authority to transfer funds between sub-items of appropriation sections. In the past the extent to which this authority has been utilized has been reflected in the actual column of the next year's budget, which is prepared as soon as the audited figures are available. Based on the *Ad Hoc* Committee's recommendations, this report of actual experience will be supplemented by the new section in the Agency's accounts document referred to above in connexion with recommendation 8.

#### **Recommendation 10**

The regular budget of the Agency amounts to approximately \$10.5 million in 1968 which is covered by thirteen appropriation sections. The largest appropriation section is for salaries and wages which amounts to approximately \$4.5 million, and is controlled by an approved manning table. Only three appropriation sections exceed \$1 million. Therefore, the recommendation of the *Ad Hoc* Committee would not seem to require further sub-division of the Agency's budget into more appropriation sections.

#### **Recommendation 11**

The Agency's Financial Regulation 5.05 provides that:

"No transfer between appropriation sections shall be made without authorization by the Board of Governors."

Normally any known need for transfer during the first nine months of the year is specifically submitted to the Board for such authorization. For the past several years the last meeting of the Board of Governors in September or early October has granted the Director General authority to transfer up to \$5,000 between appropriation sections to meet unforeseen costs arising during the last quarter of the year when the Board does not meet. All such transfers are then reported in the Agency's accounts for Board approval in the following June.

#### **Recommendation 12**

All transfers between appropriations are set forth in statement 1.A of the accounts and the report of the Director General on the accounts explains in detail the need for such transfer and the source of funds to cover the transfer. Such transfers are further explained in the new section on budgetary performance.

#### *Supplementary estimates*

#### **Recommendation 13**

The appropriations are controlled by means of allotments so that during the ten-year history of the Agency only two supplemental appropriations have been required. These were both caused by major revisions in the salary structure of the United Nations family which caused price increases too large to be absorbed within the approved appropriation totals.

#### **Recommendation 14**

There has invariably been a need to cover unforeseen increases in expenditure within the annual budget. This has required transfers between appropriations, as indicated in the table below. In general, it has been possible to absorb price increases by redeployment of resources and adjustments within the budget except for the two supplemental cases indicated in the preceding paragraph.

Fiscal year	Transfers between appropriation sections	Supplemental appropriations
	United States dollars	
1958 .....	291,271	—
1959 .....	180,500	—
1960 .....	126,500	—
1961 .....	34,000	—
1962 .....	9,500	470,600
1963 .....	65,383	—
1964 .....	33,893	—
1965 .....	95,000	—
1966 .....	181,311	240,104
1967 .....	125,355	—

### Recommendation 15

In accordance with the *Ad Hoc* Committee's recommendation, the Agency's budget for 1968 included a contingency fund of \$130,000 for utilization by the Director General after approval in each case by the Board of Governors to meet contingencies and extraordinary expenditures.

### Recommendation 16

As indicated above in connexion with recommendation 14 authorization to draw on the Working Capital Fund to finance expenses later covered by supplementary appropriation has been necessary only twice in the ten-year history of the Agency. In neither case would the present size of the "contingency" appropriation section have been sufficient to cover the financial requirements of the general salary structure change which necessitated the supplement. However, the Agency as a general rule already has followed the *Ad Hoc* Committee's recommendation.

### Recommendation 17

The Agency has always complied with this recommendation, as outlined in the preceding paragraphs.

### Recommendation 18

Drawings on the Working Capital Fund have been made only with the prior authority and approval of the Board of Governors of a supplementary appropriation to replenish the fund.

### Recommendation 19

The Director General's annual report on the Agency's accounts has always explained fully the need for transfers between appropriations as well as for the two supplementary appropriations required to date.

#### Working capital funds

### Recommendation 20

The Agency's Financial Regulations provide for a Working Capital Fund to make it possible to finance expenditures pending collection of assessed contributions. The General Conference each year has also approved a resolution which has authorized the Director General to make advances from the Fund:

"With the prior approval of the Board [of Governors], unless in his opinion the situation requires immediate action before such approval can be obtained, to meet the cost incurred by the Agency in organizing and rendering emergency assistance to member States in connexion with radiation accidents, up to \$50,000 in each case".

This latter authority has not yet been used, either with or without Board approval.

### Recommendation 21

All miscellaneous income derived from investment of Working Capital Fund balances is credited to the Administrative Fund, which is the name applied by the Agency's Statute to what the *Ad Hoc* Committee refers to as the "General Fund".

### Recommendation 22

The Agency's annual General Conference has each year adopted a resolution providing that the Working Capital Fund level shall remain at \$2 million for the next year. As the level

of the annual budget grows, this Working Capital Fund level may have to be reviewed. If so, the factors suggested by the *Ad Hoc* Committee will be reviewed and reported in support of any future request for a change.

### Recommendation 23

The Agency's member States, with few exceptions, pay their assessed contributions promptly. Only a few members are more than two years delinquent so that they have lost their voting rights at the General Conference. Normally over 90 per cent of assessments are paid during the year of assessment. As at 31 December 1967 a total of \$1,201,325 remained outstanding which represents only 1.77 per cent of total assessments to date. The breakdown of this amount by year of assessment is as follows:

Year	Total assessment United States dollars	Paid as of 31 December 1967 United States dollars	Number of members	Outstanding	
				Amount United States dollars	Percent of total United States dollars
1958..	4,114,760	4,113,124	1	1,636	0.04
1959..	5,225,000	5,220,889	2	4,111	0.08
1960..	5,880,980	5,876,306	2	4,674	0.08
1961..	6,200,690	6,194,686	3	6,004	0.10
1962..	6,640,079	6,629,108	4	10,971	0.16
1963..	7,155,263	7,143,156	4	12,107	0.17
1964..	7,230,274	7,214,657	5	15,617	0.22
1965..	7,732,282	7,700,315	9	31,967	0.41
1966..	8,437,455	7,991,319	19	446,136	5.29
1967..	9,185,010	8,516,908	33	668,102	7.27
TOTAL	67,801,793	66,600,468	33	1,201,325	1.77

## D. STANDARDIZATION OF FINANCIAL REGULATIONS

### Recommendation 24

Although the Agency's Financial Regulations were largely based on those of the United Nations and UNESCO, full operation would be extended to any inter-agency consultation which might result in more uniformity of such rules and regulations.

## E. THE BUDGET CYCLE

### Recommendation 25

The Agency's Statute provides for an annual budget. The General Conference and Board of Governors have discussed the pros and cons of a biennial budget, but have decided in favour of the rapid changes in the field of atomic energy it is desirable to retain the present provision for an annual budget at an annual General Conference. It was within this context that the Board of Governors decided in June 1967 that the recommendations of the *Ad Hoc* Committee should be implemented as soon as possible, to the extent that they do not require amendment of the Statute. The Agency's legislative bodies have therefore considered this recommendation of the *Ad Hoc* Committee and have decided not to implement it.

## F. STANDARDIZATION OF NOMENCLATURE

### Recommendation 26

The Agency has participated actively in the meetings of the Budgetary and Financial Section of the Consultative Committee on Administrative Questions in November 1967 and March 1968 in an effort to reach agreement on standard nomenclature, budgetary and financial terms for use throughout the United Nations system. Such co-operation will continue in the future as required.

## G. AUDIT, INSPECTION

### External auditors

### Recommendation 27

The Agency's Financial Regulations already give the external auditor the broad authority recommended by the *Ad Hoc* Committee. They provide—in paragraph 5 of the annex—the

"The External Auditors, in addition to certifying the accounts, may make such observations as they may deem necessary with respect to the efficiency of the financial procedures, the accounting system, the internal financial controls, and, in general, the financial consequences of administrative practices."

*Establishment of an inspection unit*

**commendation 28**

The Agency has co-operated through the Consultative Committee on Administrative Questions and ACC in the establishment of the Joint Inspection Unit which became operative on January 1968. The 1969 budget estimates include for the first time a specific provision for the Agency's estimated share of the cost of this unit.

H. PROGRAMME PLANNING AND EVALUATION

*Long-term planning*

**commendation 29**

The Agency is now preparing a six-year programme for 1969-1974, including a detailed biennial programme for 1969-70, less detail for 1971-1972 and general trends for 1973-74; together with the detailed annual budget for 1969. It is proposed that this long-term programme be updated every two years within the context of the *Ad Hoc* Committee's recommendation, so far as is possible without amendment of the Agency's Statute.

*Evaluation*

**commendation 30**

During 1967 the Board of Governors devoted special sessions, as a Committee of the Whole, to a detailed review of the Agency's activities for the past ten years. The results of this review have been taken into consideration in the new programme and budget. In addition, the secretariat normally submits annual evaluation reports to the Board and to the full membership in the form of publications on major programme components, such as technical assistance, research contracts, laboratory activities, the International Centre for Theoretical Physics, and the Monaco Laboratory for study of marine radioactivity.

**commendation 31**

Not addressed to executive heads.

I. CO-ORDINATION

**commendation 32**

The annual reports of the Advisory Committee on Administrative and Budgetary Questions are transmitted to the Board of Governors each year before consideration of the next year's budget so that any comments which might have an effect on budgetary decisions may be taken into account. In addition, a special document is submitted to the Board of Governors from time to time providing information on actions taken by the United Nations which are of interest to the Agency. These actions are also known by the Board and its Administrative and Budgetary Committee at the time the annual budget is under consideration within the Agency's prescribed budgetary timetable.

**commendation 33**

Experience to date has proven that the Agency's requirements, within its statutorily required schedule for an annual General Conference and an annual budget, can best be met by having meetings of the Board of Governors in February, June, September and October, the Administrative and Budgetary Committee in April; the Technical Assistance Committee of the Board in December, and other special committees or working groups on an *ad hoc* basis as required. Any benefits to the Agency from the reviews referred to by the *Ad Hoc* Committee can be secured within this existing schedule of meetings.

**commendation 34**

Not addressed to executive heads.

**Recommendation 35**

Although this recommendation is not directed at executive heads, the Agency would of course co-operate with the Advisory Committee on Administrative and Budgetary Questions as required during any systematic review of the Agency's administrative and management procedures concerning its programme and budget.

**Recommendation 36**

The Administrative Committee on Co-ordination has considered<sup>d</sup> the recommendations of the *Ad Hoc* Committee and has confirmed the authority of its Preparatory Committee to dispose of all current inter-agency matters not requiring specific decision by the executive heads themselves. In addition, the Budgetary and Financial Section of the Consultative Committee on Administrative Questions has been activated in order to handle, on a continuing basis, the inter-agency consultations required to achieve proper co-ordination of financial and budgetary matters affected by the *Ad Hoc* Committee's recommendations, so that further gradual implementation on a uniform United Nations-wide basis may be expedited. The Agency's senior staff co-operates actively in both of these activities.

**Recommendation 37**

The Agency makes full utilization of the services available through Resident Representatives of UNDP. They are kept informed of the Agency's regular programme activities in their areas and are generally helpful in the collection of local costs of technical assistance experts and in other local matters.

**Recommendation 38**

Not addressed to executive heads.

**Recommendation 39**

This recommendation is not directed to IAEA. However, it is noted that ACC has discussed this question<sup>e</sup> and has suggested that the staff of the various agencies might be drawn upon as required and under appropriate conditions. While difficult on a long-term basis, it was agreed that every effort would be made to respond to requests for assistance on a short-term and *ad hoc* basis, provided adequate notice is given. Most of ACC feel that for such short-term assignments the respective agencies could continue to pay the salary of the individual seconded, with all other expenses being borne by the United Nations.

J. CONFERENCES, MEETINGS AND DOCUMENTATION

**Recommendation 40**

The Agency has gradually reduced the length of meetings of the Board of Governors and its committees and of the General Conference to what is considered to be a minimum. The General Conference meets for approximately one week on an annual basis, in accordance with the Statute of the Agency. The recommendation for a biennial meeting has been considered by the General Conference and Board and it has been decided that an annual meeting is still desirable as indicated above in connexion with recommendation 25.

**Recommendation 41**

The Agency's Statute provides for an annual General Conference. The possibility of a change to a biennial basis has been considered and rejected.

**Recommendation 42**

This recommendation is directed at conferences and meetings held in United Nations facilities, so it does not apply directly to the Agency. In this regard, however, with the arrival of UNIDO in Vienna, the two agencies are co-ordinating their programmes of conferences and meetings in order to avoid conflict for space and in order to minimize the related costs of translation and interpretation services which are closely co-ordinated on a co-operative basis. The Agency has for several

<sup>d</sup> See *Official Records of the Economic and Social Council, Forty-third Session, Annexes*, agenda item 17, document E/4337, paras. 25 and 26.

<sup>e</sup> *Ibid.*, para. 24.

years co-ordinated its scientific meeting programme with other related organizations such as WHO, FAO, UNESCO and the European Nuclear Energy Agency. It would be willing to participate with other agencies in the establishment of a consolidated calendar of meetings to the extent that agreement on the need for such a calendar may be obtained.

**Recommendation 43**

The Agency's budget has always included a separate appropriation section for seminars, symposia and conferences. Similarly, a separate section has identified the costs of the meetings of the General Conference and the Board of Governors. Before attempting to include an annex in the budget to show estimated indirect costs of such activities, it would be desirable to reach inter-agency agreement on the definition and method of computing such costs so that the results would be shown on a comparable basis.

**Recommendation 44**

This recommendation is not directed to IAEA.

**Recommendation 45**

This recommendation is directed to member States.

**Recommendation 46**

This recommendation is directed to member States.

**Recommendation 47**

This recommendation does not seem to be applicable to IAEA, since "dependent" bodies do not exist.

**Recommendation 48**

This recommendation does not seem to be addressed to IAEA. Any expansion of meeting facilities in the foreseeable

future in Vienna will be in conjunction with the possible construction of joint IAEA/UNIDO facilities at the proposed Donaupark United Nations organization building complex with conference facilities to be built by the Austrian Government.

**Recommendation 49**

No increase in the number of conferences or scientific meetings is contemplated by the Board of Governors in the next 10 years; therefore, no additional conference personnel will be required.

**Recommendation 50**

The pattern of meetings of IAEA is now well established and most of the suggested guidelines have been and will continue to be taken into consideration in the determination of subjects for the Agency's scientific meetings, and in arrangements for joint or co-sponsored meetings with other United Nations organizations.

K. LOCATION OF SERVICES OF THE UNITED NATIONS

**Recommendation 51**

This recommendation is not directed to IAEA.

L. ADMINISTRATIVE COSTS OF EXTRA-BUDGETARY PROGRAMMES

**Recommendation 52**

This recommendation is directed to the Advisory Committee on Administrative and Budgetary Questions, but the Director General is prepared to co-operate in the requested review and to provide the Advisory Committee with any information that may be required for its review.



**Agenda item 81: \* Personnel questions: \*\***

- (a) Composition of the Secretariat: report of the Secretary-General;**  
**(b) Other personnel questions**

**CONTENTS**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
<b>a) Composition of the Secretariat</b>		
A/7334	Report of the Secretary-General .....	2
A/7386	Report of the Advisory Committee on Administrative and Budgetary Questions .....	31
A/C.5/L.1205	Administrative and financial implications of the draft resolution contained in document A/C.5/L.963: note by the Secretary-General .....	34
A/C.5/L.970	Administrative and financial implications of the inclusion of Spanish among the working languages of the Security Council: note by the Secretary-General .....	35
A/C.5/L.972	Administrative and financial implications of the draft resolutions contained in documents A/C.5/L.962/Rev.1 and A/C.5/L.969: note by the Secretary-General .....	35
A/C.5/L.976	Administrative and financial implications of the proposal contained in document A/C.5/L.973: note by the Secretary-General .....	36
A/L.564	Chile, Equatorial Guinea, Peru, Philippines and Spain: amendments to draft resolution I submitted by the Fifth Committee in document A/7472 .....	36
<b>b) Other personnel questions</b>		
A/C.5/L.1170	Report of the Secretary-General .....	36
A/7295	Report of the Advisory Committee on Administrative and Budgetary Questions .....	41
A/7328	Report of the Advisory Committee on Administrative and Budgetary Questions .....	44
* * *		
A/7472	Report of the Fifth Committee .....	46
<b>Decision taken by the General Assembly .....</b>		<b>54</b>
<b>Check list of documents .....</b>		<b>54</b>

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Fifth Committee*, 258th, 1261st, 1280th to 1284th, 1286th to 1290th, 1295th and 1296th meetings, and *ibid.*, *Plenary Meetings*, 1752nd meeting.

\*\* Since 1962, this question has been discussed by the General Assembly at the following sessions: seventeenth session (agenda item 70), eighteenth session (agenda item 66), twentieth session (agenda item 84), twenty-first session (agenda item 81) and twenty-second session (agenda item 82).

**Abbreviations**

ACC	Administrative Committee on Co-ordination
ECA	Economic Commission for Africa
ECAFE	Economic Commission for Asia and the Far East
ECE	Economic Commission for Europe
ECLA	Economic Commission for Latin America
ICSAB	International Civil Service Advisory Board
TAB	Technical Assistance Board
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research

## (a) Composition of the Secretariat

## DOCUMENT A/7334

## Report of the Secretary-General

[Original text: English]  
[25 November 1968]

## CONTENTS

<i>Chapter</i>	<i>Paragraphs</i>	<i>Annex</i>	<i>Page</i>
I. INTRODUCTION .....	1-4	III. Statistical tables	1
II. GEOGRAPHICAL DISTRIBUTION .....	5-20	<i>Table</i>	
A. Number of nationalities by region .....	5-7	1. Composition of Professional and higher level staff of the Secretariat .....	1
B. Distribution of staff by nationality and region .....	8-11	2. Staff in Professional and higher level posts subject to geographical distribution as of 31 August 1968 .....	1
C. Distribution of staff by type of appointment .....	12-13	3. Appointments to posts subject to geographical distribution .....	2
D. Number of staff in higher posts .....	14-15	4. Staff changes in posts subject to geographical distribution .....	2
E. Analysis of the staff changes in 1967-1968 ..	16-20	5. Fixed-term staff in Professional and higher level posts subject to geographical distribution ....	2
III. LINGUISTIC BALANCE .....	21-68	6. Staff in posts with special language requirements	2
A. Language requirements in recruitment .....	24-28	7. Staff specifically appointed for mission service ..	2
B. Use of working languages in the Secretariat .....	29-35	8. UNDP and UNICEF: contributions and staff composition .....	2
C. Language training programme .....	36-51	9. Staff appointed as advisers on technical co-operation projects .....	2
D. Measures to encourage language proficiency ..	52-60	10. Weighted geographical distribution of 2,000 posts and actual staff position .....	2
E. Administrative and budgetary implications ..	61-68		
IV. THE QUESTION OF INCLUDING RUSSIAN AMONG THE WORKING LANGUAGES OF THE UNITED NATIONS	69-87		
V. CONCLUSIONS AND RECOMMENDATIONS .....	88-95		
<i>ANNEXES</i>			
<i>Annex</i>			<i>Page</i>
I. General Assembly resolution 2359 (XXII) .....			16
II. Extract from the report of the International Civil Service Advisory Board on its sixteenth session (document ICSAB/XVI/I, of 15 July 1968) .....			16

## I. INTRODUCTION

1. By resolution 2359 A (XXII) of 19 December 1967 on the composition of the Secretariat, the General Assembly approved a number of measures recommended by the Secretary-General with regard to staff recruitment policy and requested the Secretary-General to continue his efforts to achieve a better geographical distribution of the staff. The Assembly further requested the Secretary-General to report to it at its twenty-third session on the progress achieved in the implementation of the resolution. In a second resolution on this subject (resolution 2359 B (XXII)), the General Assembly invited the Secretary-General to take steps to ensure a more equitable use of working languages within the Secretariat and requested him to report to it at its twenty-third session. The present report is submitted accordingly.

2. The measures recommended by the Secretary-General<sup>1</sup> and endorsed by General Assembly resolution 2359 A (XXII) were as follows:

(a) Revision of the base for calculating the desirable ranges of posts for each country and geographical region from 1,500 to 2,000;

(b) A consequential increase in the minimum range of posts attributable to membership in the Organization from 1 to 5 to 1 to 6 for each Member State;

(c) A similar upward adjustment in the population reserve from 100 to 130;

<sup>1</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes, agenda item 82, document A/6860, para. 70.*

(d) Revision of the contribution factor on the basis of the new scale of assessments;

(e) Continued administrative attention to the relative importance of posts at all levels in the application of the desirable ranges;

(f) Continued efforts to improve the linguistic composition of the staff, particularly at the senior level and to expand the language instruction programme within the Secretariat.

3. Chapter II of the present report gives an account of the changes which have taken place in the composition of the Secretariat during the year 1 September 1967 to 31 August 1968. The staff position as at the end of the year under review thus reflects the results which have so far been achieved in application of the measures referred to in resolution 2359 A (XXII). Chapter III reviews the question of bringing about linguistic balance in the Secretariat, which is dealt with in resolution 2359 B (XXII). The question of including Russian among the working languages of certain organs of the United Nations, which the Fifth Committee, in its report to the General Assembly at its twenty-second session,<sup>2</sup> requested the Secretary-General to study and report on at the twenty-third session, is examined in chapter IV below. The conclusions and recommendations are set out in the final chapter of the report.

4. In addition to the text of resolution 2359 (XXI) and the customary statistical tables, the annexes include a table of weighted geographical distribution

<sup>2</sup> *Ibid.*, document A/7001, paras. 38 and 43.

requested in paragraph 3 of resolution 2359 A (XXII), and an extract from the report of the sixteenth session of the International Civil Service Advisory Board on the question of a language bonus for Professional staff.

## II. GEOGRAPHICAL DISTRIBUTION

### A. Number of nationalities by region

5. In the preamble of resolution 2359 A (XXII), the General Assembly reaffirmed its view that "the policies and administrative methods of the Secretariat should reflect, and profit to the highest degree from, the various cultures and the technical com-

petence of all Member nations" and reiterated "its invitation to the Secretary-General to give preference to candidates from inadequately represented countries".

6. It was in line with this principle that special efforts were directed towards the recruitment of qualified candidates from among nationals of "unrepresented" countries. As will be seen from table A below, last year there were 10 Member States, out of a total of 122, with no nationals in the Secretariat. At the end of the year under review, there were 124 Member States, of which 11 were "unrepresented". One of these countries had, however, been previously "represented". Two new nationalities have thus been included in the Secretariat, one of which is that of a State admitted to membership in 1967.

TABLE A. NUMBER OF NATIONALITIES IN THE SECRETARIAT AS OF 31 AUGUST 1967 AND 31 AUGUST 1968

Region	Number of nationalities					
	Number of Member States		Represented in the Secretariat		Not represented in the Secretariat	
	1967	1968	1967	1968	1967	1968
Africa .....	39	40	33	34	6	6
Asia and Far East .....	18	18	16	16	2	2
Eastern Europe .....	10	10	9	9	1	1
Western Europe .....	17	17	17	17	—	—
Latin America .....	20	20	20	20	—	—
Middle East .....	12	13	11	11	1	2
North America and Caribbean .....	6	6	6	6	—	—
<b>TOTAL for Member States</b>	<b>212</b>	<b>124</b>	<b>112</b>	<b>113</b>	<b>10</b>	<b>11</b>
Non-member States .....			4	4		
<b>TOTAL</b>	<b>122</b>	<b>124</b>	<b>116</b>	<b>117</b>	<b>10</b>	<b>11</b>

7. The extent to which progress has been made in the direction of a Secretariat encompassing nationals from all Member States is shown more clearly in annex I, table 2. It will be noted that only 1 of the 11 "unrepresented" countries was admitted to membership in the United Nations between 1950 and 1960, while the other 10 have become Members more recently. If account is taken of the geographical distribution of the skills required for the specialized research and operational activities of the United Nations, the significance of the present

nationality composition of the Secretariat becomes fully apparent.

### B. Distribution of staff by nationality and region

8. From the discussion in the Fifth Committee which preceded the adoption of the resolution, it is clear that one of the aims underlying the resolution is a more equitable nationality distribution of the staff both between the geographical regions and within each region. The changes which have taken place in the regional composition of the staff during the past year are shown in table B below.

TABLE B. NUMBER OF STAFF BY REGION AS OF 31 AUGUST 1967 AND 31 AUGUST 1968

Region	1967	1968	Increase or (decrease)	
			Number	Per cent
Africa .....	179	201	22	12.3
Asia and Far East .....	296	306	10	3.4
Eastern Europe .....	221	235	14	6.3
Western Europe .....	404	444	40	9.9
Latin America .....	175	174	(1)	(0.6)
Middle East .....	78	80	2	2.6
North America and Caribbean .....	403	430	27	6.7
<b>TOTAL for Member States</b>	<b>1,756</b>	<b>1,870</b>	<b>114</b>	<b>6.5</b>
Non-member States .....	33	38	5	15.2
<b>TOTAL</b>	<b>1,789</b>	<b>1,908</b>	<b>119</b>	<b>6.7</b>

9. The figures in table B indicate that while 6 of the 7 geographical regions have shared in the over-all increase in the staff, only 2 have had a relatively larger increase than the average of 6.7 per cent. These regions are Africa, with an increase of 12.3 per cent over last year's number of staff, and Western Europe, with a 9.9 per cent increase. The proportion of staff from the latter 2 regions has thus risen while that

of the other 5 has either declined or remained constant as will be seen from the figures in table C below.

10. Measured against the targets established under the system of desirable ranges, these changes in the regional distribution of the staff assume a different meaning. A comparison of the actual staff position of 31 August 1968 with a mathematically ideal position represented by the mid-point of the desirable range for each region is shown in table C below.

TABLE C. DESIRABLE RANGES AND ACTUAL STAFF POSITION  
AS OF 31 AUGUST 1967 AND 31 AUGUST 1968

(In percentages)

Region	Mid-point of desirable range		Actual staff position	
	1967	1968	1967	1968
Africa .....	10.2	9.3	10.0	10.5
Asia and Far East .....	16.4	16.6	16.5	16.1
Eastern Europe .....	17.2	17.1	12.4	12.3
Western Europe .....	19.2	19.8	22.6	23.3
Latin America .....	8.0	7.6	9.8	9.1
Middle East .....	3.6	3.6	4.4	4.2
North America and Caribbean .....	25.4	26.0	22.5	22.5
Non-member States .....			1.8	2.0
TOTAL	100.0	100.0	100.0	100.0

11. What emerges from these figures is a regional balance in the composition of the staff which corresponds fairly closely to an established distribution. Within this over-all balance, however, 2 of the 7 geographical regions, Eastern Europe and North America, remain appreciably below the desirable level.

C. *Distribution of staff by type of appointment*

12. The proportion of fixed-term staff at the end of the year under review reached 31.8 per cent. Last year it stood at 30.6 per cent. As in previous years, this

rise is due to three circumstances. In some areas recruitment, candidates for service in the Secretariat are available for fixed-term appointments. In other areas, where no such limitation exists, considerations of equitable geographical distribution have often made it necessary to appoint staff on a temporary basis. Finally, the fixed-term appointments have been used to obtain the services of specialized personnel for work of a defined duration in some of the more technical areas of the Secretariat. The regional distribution of staff by type of appointment is given in table D below.

TABLE D. NUMBER OF STAFF BY TYPE OF APPOINTMENT  
AS OF 31 AUGUST 1967 AND 31 AUGUST 1968

Region	1967			1968		
	Number of staff Career	Number of staff Fixed-term	Percentage of fixed-term	Number of staff Career	Number of staff Fixed-term	Percentage of fixed-term
Africa .....	92	87	48.6	101	100	49.1
Asia and Far East ..	218	78	26.4	222	84	27.4
Eastern Europe ....	24	197	89.1	22	213	90.6
Western Europe ...	337	67	16.5	358	86	19.4
Latin America ....	137	38	21.7	146	28	16.1
Middle East .....	62	16	20.5	63	17	21.2
North America and Caribbean .....	348	55	13.7	366	64	14.9
TOTAL for Member States	1,218	538	31.2	1,278	592	31.7
Non-member States	24	9	27.3	24	14	58.3
TOTAL	1,242	547	30.6	1,302	606	31.8



13. The figures indicate that, in all but one of the regions, the proportion of fixed-term staff has gone up during the year. As a result, the balance between permanent and temporary staff has once again moved away from the ratio of 3 to 1 which has been established in the interests of over-all efficiency and stability as well as of geographical distribution.

*D. Number of staff in higher posts*

14. In accordance with the Secretary-General's proposal in his previous report (see para. 2 above), as

endorsed by the General Assembly, attention has continued to be directed to the relative importance of posts at all levels in the application of the system of desirable ranges. The distribution of appointments to senior posts made during the year is dealt with in the context of the over-all analysis of staff changes. The position as of the end of the year, as compared with the corresponding date in 1967, is shown in table E below.

TABLE E. STAFF IN HIGHER POSTS AS OF 31 AUGUST 1967 AND 31 AUGUST 1968

Region	1967			1968			D-2	D-1	Total	Increase or (decrease)
	Under-Secretary	D-2	D-1	Total	Under-Secretary-General	Assistant Secretary-General				
Africa .....	3	2	8	13	2	1	2	9	14	1
Asia and Far East .....	4	8	19	31	1	4	10	24	39	8
Eastern Europe .....	4	12	17	33	2	1	15	11	29	(4)
Western Europe .....	5	14	33	52	2	2	15	33	52	—
Latin America .....	3	4	6	13	2	1	2	8	13	—
Middle East .....	—	—	5	5	—	—	1	5	6	1
North America and Caribbean .....	2	12	26	40	1	1	12	29	43	3
TOTAL for Member States	21	52	114	187	10	10	57	119	196	9
Non-member States .....	—	—	2	2	—	—	—	3	3	1
TOTAL	21	52	116	189	10	10	57	122	199	10

15. It will be seen from annex III, table 2, that these 99 senior officials come from 49 countries of all geographical regions. Eight of these countries fall in Africa, 9 in Asia and the Far East, 5 in Eastern Europe, 9 in Western Europe, 8 in Latin America, 9 in the Middle East, 4 in North America and the Caribbean, and the remaining 2, which are not Members of the United Nations but participate in some of its activities, fall outside the regional classification.

*E. Analysis of the staff changes in 1967-1968*

16. The figures contained in the foregoing tables represent the changes which have taken place in the composition of the staff occupying "geographical" posts during the year covered by this report. The elements which enter into and explain these changes are appointments, transfers, promotions and separations. The varying rates of staff turnover and their effect on the effort to improve the composition of the Secretariat are shown in table F below and, in greater detail, in annex III, table 4.

TABLE F. APPOINTMENTS, SEPARATIONS AND OTHER STAFF CHANGES, 1 SEPTEMBER 1967-31 AUGUST 1968

Region	Appointments			Separations			
	Career	Fixed-term	Total	Career	Fixed-term	Total	Other Changes <sup>a</sup>
Africa .....	9	31	40	6	13	19	1
Asia and Far East .....	10	23	33	13	14	27	4
Eastern Europe .....	—	53	53	2	40	42	3
Western Europe .....	19	38	57	16	8	24	7
Latin America .....	5	7	12	4	10	14	1
Middle East .....	5	8	13	4	7	11	—
North America and Caribbean .....	12	30	42	13	12	25	10
TOTAL for Member States	60	190	250	58	104	162	26
Non-member States .....	—	5	5	1	—	1	1
TOTAL	60	195	255	59	104	163	27

<sup>a</sup> Representing net gains after such adjustments as promotion of General Service staff to Professional posts, transfer of language staff to "geographical" posts and transfer out of "geographical" posts.

17. It will be noted that while the largest number of new staff members (57 and 53) come from countries in the 2 European regions, only 24 Western European staff members, as compared to 42 Eastern Europeans, left the service of the Secretariat during the year. As a result, the net increase in the number of staff from Western Europe was 40, whereas that for Eastern Europe was 14. For all regions it took 255 appointments plus 56 other accretions by transfer and promotion to bring about a net increase of 119 staff.

18. Of the 163 staff who left the service, 70 did so at the expiration of fixed-term appointments, 61 resigned, 18 retired and 14 separated for other reasons. Of the 61 staff who resigned from the service, 31 held fixed-term appointments.

19. Among the staff changes other than appointments and separations, it is relevant to cite the regional

distribution of the 44 General Service staff member who were promoted and of the 12 language staff who were transferred to "geographical" posts in the Professional category. The largest number of the former are nationals of Western European countries (15) and of North America (15), followed by 7 of Asia and the Far East, 4 of Latin America, 1 of the Middle East and 1 each of Africa and 1 non-member State.

20. Finally, one of the factors which affect recruitment, and consequently also the composition of the Secretariat, is the tendency of major offices, whether out of preference or for reasons having to do with the competitiveness of the United Nations conditions of service, to draw upon staff resources from the region. The predominance of regional staff in the established offices of the Secretariat is shown in table G below.

TABLE G. COMPOSITION OF THE STAFF BY OFFICE AS OF 31 AUGUST 1968

Region	Head- quarters <sup>a</sup>	Geneva (excluding ECE)	ECE	ECAFE	ECLA	ECA	UNIDO	Total
Africa .....	103	20	—	1	—	59	18	201
Asia and Far East .....	182	20	1	77	3	8	15	306
Eastern Europe .....	129	33	30	4	3	12	24	235
Western Europe .....	221	112	42	3	9	12	45	444
Latin America .....	82	11	—	2	71	1	8	175
Middle East .....	58	5	2	3	1	4	6	79
North America and Caribbean .....	343	19	5	8	15	9	31	430
TOTAL, for Member States	1,118	220	80	98	102	105	147	1,870
Non-member States ...	6	16	8	3	1	—	4	38
TOTAL	1,124	236	88	101	103	105	151	1,908

<sup>a</sup> Including information centres and the United Nations Economic and Social Office in Beirut.

### III. LINGUISTIC BALANCE

21. In resolution 2359 B (XXII), the General Assembly invited the Secretary-General to take measures "with a view to a better utilization of the linguistic abilities of the staff and a better balance among the working languages in the recruitment of Secretariat staff at all levels, and in particular at the higher level, without prejudice to the principle of equitable geographical distribution". The resolution further spelled out the objective to be achieved by requesting the Secretary-General to bring about a linguistic balance within the Secretariat as a whole and, more particularly, in the services responsible for staff recruitment.

22. As is evident from the terms of the resolution and the records of the Fifth Committee debates which preceded its adoption, it is the wish of the General Assembly that greater equity should be ensured between the working languages of the United Nations. The resolution reflects a widespread feeling among Member States that, whatever the reasons which have led to the preponderance of one language in the Secretariat, the present conditions call for a change. Whether the issue is recruitment standards and practices, communications with Governments or internal administration of the Secretariat, it is essential, according to this view, that a new balance should be established between the working languages laid down by the General Assembly

in resolution 2 (I) of 1 February 1946. Since many of the staff already in the service of the Organization are monolingual in so far as proficiency in the working languages is concerned and are not likely to change their habits or attitudes without being required or encouraged to do so, it is necessary to provide a more effective training programme and to introduce a system of incentives.

23. The terms of the resolution thus affect the practice of the Secretariat in respect of: (a) the linguistic qualifications required of candidates for service with the United Nations; (b) the use of working languages by the existing staff; (c) the scope and nature of the language instruction programme; and (d) the feasibility of instituting incentives to encourage language proficiency.

#### A. Language requirements in recruitment

24. With limited variations designed to meet the conditions of service in two subsidiary organs of the Economic and Social Council, it is the policy of the Secretary-General to give preference in recruitment to otherwise qualified candidates who are fully proficient in one working language and have the best available knowledge of the other. In cases where the specialized skills required are in short supply, insistence on bilinguality as a condition of recruitment is clearly unreasonable. This applies also to candidates who are

professionally qualified and "geographically desirable" but have an acquired rather than a native proficiency only in one working language. In such cases, professional competence and nationality are the overriding considerations.

25. In line with this policy, last year's recruitment programme was also directed towards the attainment of a greater measure of equity as between English and French in the application of the language requirements. Thus, of the 255 staff members appointed to substantive and administrative posts in the Secretariat during the period under review, the overwhelming majority of those with English or French as their mother tongue—55 out of 86—had at least a limited proficiency in the other working language. The remaining 31 of this linguistic group of new staff members had little or no knowledge of the other working language. The

appointment of these "monolingual" staff—monolingual only in terms of the working languages of the Secretariat—was granted on the understanding that they would avail themselves of the free language training courses as a means of enhancing their efficiency on the job.

26. The balance of 169 appointments went to persons whose mother tongue is neither English nor French. At the time of their appointment, 75 of these staff members were proficient in either English or French and had some knowledge of the other language; 86 were proficient in one of the two working languages but had little or no knowledge of the other; and 8 were proficient in neither English nor French.

27. A fuller indication of the linguistic problems in the recruitment of the staff of the United Nations may be gleaned from table H below.

TABLE H. LINGUISTIC COMPOSITION OF STAFF APPOINTED DURING THE YEAR 1 SEPTEMBER 1967-31 AUGUST 1968

Level	Number of staff	Mother tongue						Language of work in Secretariat			
		Chinese	English	French	Russian	Spanish	Other	English	French	English and French	Other <sup>a</sup>
Under-Secretary-General	2	—	—	—	1	—	1	1	—	1	—
Assistant Secretary-General	2	—	—	—	—	—	2	1	—	1	—
-2	4	—	—	—	2	—	2	3	—	1	—
-1	6	—	2	—	1	—	3	3	—	3	—
-5	26	—	8	2	1	1	14	17	1	7	1
-4	71	1	21	5	14	1	29	38	1	31	1
-3	70	2	13	6	12	3	34	40	9	15	6
-2	40	1	10	5	1	2	21	27	5	6	2
-1	34	—	8	6	1	3	16	20	4	8	2
TOTAL	255	4	62	24	33	10	122	150	20	73	12

<sup>a</sup> Includes Chinese, Russian, Spanish and German in combinations with English or French.

28. From these figures it is clear that already at the time of joining the Secretariat a substantial proportion of last year's appointees were able to work in two languages. Others would acquire that ability through on-the-job service training.

#### B. Use of working languages in the Secretariat

29. The fourth preambular paragraph of resolution 1559 (XXII) reads:

"Considering that the use of several languages by the United Nations could constitute not a hindrance, but rather an enrichment and a means of attaining the objectives of the Charter of the United Nations".

30. This statement of principle is given administrative meaning in paragraph 2 of the resolution by which the Secretary-General is invited to ensure "a better utilization of the linguistic abilities of the staff". In the context of the day-to-day operation of the Secretariat, what is at issue is the choice of the working language to be used by the individual staff member in the performance of his official duties.

31. Under existing practice, the choice of the working language to be used in any particular case is determined by the needs of the service. The preference of the staff member may be relevant to the extent that it is not inconsistent with the nature of the functions to be called upon to carry out under the terms of his appointment. If these functions represent professional

work in a substantive department, working requirements relevant to the professional area naturally influence the language to be used. If the work is in communication, whether with Governments, the public or the staff, the determining factor is the language desired by the recipient. The question of choice by the individual staff member therefore arises in two sets of circumstances:

(a) Where the product can be submitted, or the service rendered with equal effect and dispatch in either working language;

(b) Where the translation and secretarial services are such as to enable any staff member to do his job in the working language of his preference without detracting from the quality and timeliness of the product or service.

32. The cumulative experience of the Secretariat in the years of its existence suggests that there is considerable latitude in the determination of the working language to be used in a particular case when the work to be done involves the preparation of a document which directly serves an organ of the United Nations. Since the documents of many organs are now issued in all working languages more or less simultaneously, it matters little whether the original text has been prepared in one language or another. Staff members engaged in this type of assignment are thus able and, in fact, encouraged, to work in the language of their choice.

33. This kind of service, however, represents but one small part of the broad range of activities undertaken by the Secretariat. The bulk of the work of the staff is in the field of research, administration and information. Under existing arrangements, all internal activities have only a low priority claim upon the translation services of the Secretariat. As a result, work not directly related to the documentation of a principal or subsidiary organ of the United Nations cannot be translated rapidly enough to permit the rational planning and management of the total effort of the staff. The extent to which the principle of choice of the working language by the individual staff member is applied in the administration of the Secretariat will therefore depend on the capacity of the translation services to meet the heavier demands placed upon them.

34. Similar adjustments will need to be made in the clerical and secretarial services. At present, these services are geared to a situation which had its beginnings in 1951. It was in that year that, following a comprehensive study by a committee of experts, the clerical and secretarial services were established on a local basis in order to reduce the costs inherent in international recruitment. The principle underlying the creation of the separate General Service category was that typists, stenographers, secretaries and similar personnel should essentially be subject to local recruitment and be paid in line with best prevailing local conditions. Only to the extent that such personnel could not be found in the area of the duty station, largely because of linguistic requirements, was international recruitment permissible. The clerical and secretarial services both at Headquarters and in the other established offices have thus come to comprise those linguistic qualifications which are required for current purposes. Any increase in these requirements, resulting from a wider use of working languages by Professional staff, would therefore call for a higher proportion of internationally recruited General Service staff including, in particular, bilingual secretaries. In the present circumstances, however, it must be recognized that the world-wide shortage of bilingual secretaries in itself operates as a restriction on the free choice by Professional staff of the working language in which they can communicate.

35. In the light of these considerations, the objective of "a better utilization of the linguistic abilities of the staff" must be viewed as involving a sustained effort over a period of years. Among the measures which have been taken towards this end is the increasing requirement of either English or French as the language qualification for appointment and the placement of successful monolingual candidates in posts where they can work in their own language. The intention is to broaden this practice as resources permit. Another measure concerns internal communication within the Secretariat and yet another is the expansion within the resources made available under the 1968 budget appropriations of the language training programme.

### C. Language training programme

36. Paragraph 3 (b) of resolution 2359 B (XXII) includes "the early introduction of an accelerated language instruction programme" among the steps to be taken to ensure a linguistic balance within the Secretariat.

37. The accelerated instruction, introduced on an experimental basis in September 1967, has been extended to the end of the current year. For the time being, it is available only at Headquarters. Courses are offered in English and French at three levels: beginners, intermediate and advanced. Each course, except in advanced English, which is shorter, gives 100 hours of instruction over a period of 13 weeks, five days a week, 1 1/2 hours daily (9.00-10.30 a.m.). The current programme comprises three terms a year: the spring term (January-April), the summer term (May-July) and the fall term (September-December).

38. These courses are primarily intended for (a) new staff members of all levels in the Professional and higher categories who must acquire a certain degree of proficiency in the second working language as part of their training on the job; and (b) select senior officers whose proficiency in the second working language would be immediately relevant to the performance of their official functions. Admission of students to the accelerated departments is based on nomination submitted by the departments and offices.

39. The level of proficiency which the accelerated instruction aims to attain applies to both comprehension and communication. Staff members who complete the advanced course are expected: (a) to read all but the most difficult forms of the written language; (b) to understand and participate in departmental meetings and normal conversations; and (c) to write in a practical style on matters relating to their professional needs.

40. As compared to the regular language instruction programme, which has been in existence at Headquarters since the early days of the Secretariat, the accelerated courses differ in duration, admission and content. A complete language course under the regular programme takes from 5 to 7 terms, spread over from 2 and one half to 3 and one half years, and is conducted almost entirely outside office hours. It is open free of charge to all staff members of the United Nations and of the specialized agencies serving in New York. The English course is offered free of charge also to spouses of staff members. Members of permanent missions to the United Nations and their spouses and certain other persons connected with the United Nations may enrol in the courses on payment of a tuition fee. The programme offers instruction in the five official languages of the United Nations and aims at a working knowledge of these languages.

41. The results obtained in the first three terms of the accelerated language instruction are shown in table I below.

42. It is not yet possible, on the basis of the first year's operation of the accelerated language training programme, to draw any firm conclusions regarding its efficacy in terms of attracting and retaining students, the time required for homework and the level of knowledge acquired. Nevertheless, the enrolment figures given in the table suggest that: (a) there is a substantial demand for French courses at all levels of teaching; (b) the larger attendance at the intermediate and advanced French courses appears to be due to the fact that a good many staff members already have some knowledge of the language but need further study, merely a brush-up course; (c) the mother tongue of most students of the French courses is either English or a language which is not any of the five official

TABLE I. ACCELERATED LANGUAGE COURSES FOR STAFF AT HEADQUARTERS  
(1 SEPTEMBER 1967-31 AUGUST 1968)

Language	Level of course	Term	Number of staff			Mother tongue of staff who passed examination					
			Enrolled	Completed term	Passed examination	Chinese	English	French	Russian	Spanish	Other
English	Intermediate	Fall	14	12	10	—	—	—	7	2	1
		Spring	10	9	7	—	—	2	5	—	—
	Advanced	Fall	7	5	4	1	—	1	1	1	—
		Spring	19	12	11	1	—	2	6	2	—
French	Beginners	Fall	12	10	8	—	4	—	—	—	4
		Spring	25	21	9	—	6	—	1	—	2
		Summer	15	10	8	—	3	—	1	—	4
	Intermediate	Fall	26	14	11	—	6	—	1	1	3
		Spring	38	27	18	1	9	—	1	2	5
		Summer	18	10	3	—	3	—	—	—	—
Advanced	Spring	13	9	8	—	4	—	—	1	3	
	Summer	28	18	7	2	3	—	—	1	1	

languages of the United Nations. The latter fact illustrates the special problem faced by the Secretariat in securing staff who, in addition to their mother tongue, must be fluent in one other language and have a good knowledge of a third.

43. During the same period, the regular language programme provided 72 classes in the fall term of 1967 and 70 in the spring term of 1968. The number of staff members who passed the examination in these language classes was as follows: Chinese—12 in the fall term and 16 in the spring term; English—97 and

101; French—145 and 158; Russian—49 and 43; Spanish—81 and 107; or totals of 384 and 425, respectively. The corresponding number of non-staff members who also successfully completed language classes were 162 and 190, bringing the total for each term to 546 and 615.

44. Regular language training is also provided at each of the established offices away from Headquarters. As is indicated in table J below, the languages taught range from French at ECA in Addis Ababa to English, French, Russian, Spanish and German at the head-

TABLE J. LANGUAGE COURSES AT ESTABLISHED OFFICES AWAY FROM HEADQUARTERS  
(1 SEPTEMBER 1967-31 AUGUST 1968)

Office	Number of classes	Number of staff members enrolled <sup>a</sup>	Number of teachers	Languages taught	1968 budget appropriation
					United States dollars
Geneva	29	317	12	English French Russian Spanish	10,000
ECAFE	6	69	3	English French	3,000
ECLA	5	61	4	English French Spanish	3,000
ECA	4	44	1	French	5,000
UNIDO	15	145	4	English French German Russian Spanish	20,000
TOTAL	59	536	24		41,000

<sup>a</sup> Includes staff members only, and not their dependants or other eligible students.

quarters of UNIDO in Vienna. The practice in regard to the admission, use of office hours and premises, election of teachers and budgetary arrangements broadly corresponds to that at Headquarters. In the case of Geneva and Vienna, however, language classes are conducted jointly with other international organiza-

tions located there and are financed on a cost-sharing basis. At ECA headquarters, the French course started in the spring of 1968 and has been made possible through the co-operation of the French Government, which has provided a teacher at its expense. In all offices the chief obstacle to the expansion of their

language training programmes is the lack of suitable space for classrooms and for the installation of modern teaching facilities.

45. An assessment of the results obtained over the years in language training throughout the Secretariat, and more particularly in the accelerated courses given at Headquarters during the past year, has led to a series of conclusions to be drawn in respect of the adaptations necessary to meet the new demands. They cover the aim of the instruction programme, its scope and administration.

46. The objective of an accelerated programme designed to achieve a "better utilization of the linguistic abilities of the staff", which under the terms of resolution 2359 B (XXII) is directed towards Professional and higher level staff in administrative and substantive posts and is confined to the working languages, must be regarded as supplementary to, rather than a substitute for, the regular language training programme in the Secretariat. The need for maintaining the latter programme as a means of enabling members of the staff and of delegations to acquire a working knowledge of one or more of the official languages of the United Nations has been fully established. What the objective set out in the resolution entails is a more intensive effort, tailored to the requirements of professional work and designed to achieve a greater measure of equity between the two working languages of the Secretariat. At the same time, since Spanish is a working language of two of the principal organs—the General Assembly and the Economic and Social Council—and of such subsidiary organs as UNCTAD, UNIDO and ECLA, besides being the official language of a significant number of Member States, it would seem desirable to extend the accelerated training programme to cover Spanish as well.

47. The aim of an expanded language training cannot be defined in terms of complete fluency in the two working languages. To achieve such a level of proficiency in a language usually requires years of formal education at a school or college and extended residence in an area where the language is spoken. It is clearly unrealistic, at any rate in the case of most staff members, to expect this degree of linguistic attainment. It is, however, entirely reasonable to proceed on the assumption that, given adequate resources, facilities and time, most Professional and higher level staff can be trained to understand the written and spoken word of a second working language, as well as to communicate in it with sufficient accuracy and vocabulary to satisfy the needs of their professional duties.

48. In establishing this level of proficiency, account has been taken of the fact that the majority of the staff of the United Nations have neither English nor French as their mother tongue. Their knowledge of the language in which they are required to work in the Secretariat therefore differs from what is normally associated with native proficiency. It has similarly been recognized that since a good many staff members serve in the Secretariat only on a temporary basis, it would be difficult to achieve a higher degree of proficiency during the period of their service or to justify the efforts and costs involved in achieving it.

49. The training courses will need to be open to selected staff members. Priority in admission should go to newly recruited staff members in the Professional and higher categories who are proficient only in one working language, and to officers in supervisory, admin-

istrative and substantive posts. Other staff members and perhaps members of delegations also, may be included to the extent that facilities permit. In order to ensure a reasonable relationship between the investment in the training and the benefits that may be derived from it, admission to the accelerated training courses will have to be contingent upon a minimum of expected service which has tentatively been set at three years.

50. To achieve the best results, the training should be divided into two types of courses: (a) the medium course (the present accelerated course), consisting of a total of 300 hours of instruction, given over a period of one year in three terms at the rate of 7 1/2 hours per week, 5 of which are during office hours; and (b) the short (or intensive) course, which will also consist of 300 hours of instruction in one term, requiring the student to give his full time to study for a period of up to 12 weeks.

51. Aside from this expanded in-service training programme, it would be desirable to arrange for a limited number of officers in designated positions to take advantage of the rich facilities of universities or language institutes located in an environment where the language is spoken. Although the Secretary General is empowered, under existing staff rules, to grant leave with pay for advanced study, he has not been provided with the funds necessary to exercise these powers for language training. Having regard however, to the intent of resolution 2359 B (XXII) he would consider it appropriate to do so, subject to suitable arrangements for defraying the tuition and related costs.

#### D. Measures to encourage language proficiency

52. In paragraph 3 (b), General Assembly resolution 2359 B (XXII) further provides for the early introduction of:

"... a language bonus for staff in the Professional category subject to geographical distribution who use two working languages, with the understanding that the institution of a language bonus system will not be implemented before 1969, so that the General Assembly at its twenty-third session may consider a full report to be submitted to it by the Secretary General on practical measures for the implementation of this system, and of such other incentives as he considers feasible to encourage broad linguistic proficiencies."

53. Under the terms of this provision, the language bonus is to be available to "staff in the Professional category subject to geographical distribution". As is clear from this formula and from the proceedings in the Fifth Committee, the intent of the resolution is to direct the language bonus to those staff members who occupy administrative and substantive posts at Professional and higher levels. It thus excludes staff occupying posts which require special language qualifications or which fall outside the system of geographical distribution. In support of this limited eligibility, it has been argued that the payment of a language bonus to staff whose salary is already based on their linguistic ability would be neither logical nor justifiable. Implicit in the resolution is also the view that the immediate purpose to be served by the institution of the language bonus is a more equitable use of the working languages within the regular Secretariat

54. The resolution specifies that staff "who use two working languages" would be eligible for the bonus. Since the General Assembly has established two working languages for the Secretariat, this condition of the resolution means that only staff who have demonstrated a proficiency in both languages, so that they are able to use them in the performance of their official duties, would be entitled to the bonus.

55. In deciding to defer the implementation of the language bonus system, the General Assembly intended to afford the Secretary-General an opportunity to examine and to report on the practical issues involved. Among the issues which were mentioned in the course of the Fifth Committee's debate on this question were the scope of the application of the bonus, the conditions for entitlement to it and the amount. Reference was also made to the impact which the institution of a new element of compensation would have on the United Nations common system as a whole. The matter was accordingly been taken up for review within the framework of ACC.

56. Following a preliminary study of the question by the organizations, ACC decided to seek the advice of the International Civil Service Advisory Board. The Board, which held its sixteenth session in July 1968, examined the issues arising out of the proposed introduction of the language bonus for Professional staff and submitted its conclusions as part of its comprehensive report of that session.

57. In its report (see annex II below), the Board recalled that in pressing, over a period of many years, for greater concentration by the organizations on staff development and training, it had had in mind the need for improving language skills, as well as professional and technical capabilities. It was within this context that it directed its attention to the efficacy of the proposed bonus as a means of achieving extensive and rapid improvement in the knowledge and use of working languages in the secretariats of the United Nations system of organizations. It concluded that the bonus would not achieve the desired result for the following reasons:

(a) It would represent an additional payment to a large number of staff members who already possessed the knowledge of a second working language;

(b) It would raise questions of equity between officials whose mother tongue was a working language and those who had no such advantage;

(c) It would cause dissatisfaction among those staff members who, by reason of their occupying a post outside the purview of the system of geographical distribution, would be ineligible for the bonus;

(d) It could not be applied on the basis of any particular two languages since there were at least ten languages important to the work of the various offices of all organizations;

(e) It would involve an annual expenditure of between \$1.5 million and \$2 million for all organizations and, since most of the expenditure would be made for language facilities which existed already, it would represent a substantial outlay on the improvement of the language skills of an estimated 300 staff members a year in the initial stages of the scheme.

58. The Board suggested a rapid expansion of modern language training programmes within working hours which might be considered as a more effective method of encouraging the improvement of language

skills in the international secretariats. In addition, it decided to examine at a future session the question of making advancement in language skills a consideration in promotion and recommended a preliminary procedure for acquiring a high level of proficiency in a working language through study or residence in a country where the language was spoken.

59. The Secretary-General and his colleagues in ACC believed that the Board's recommendations merit serious consideration. As the central body established by the United Nations agencies to advise them on matters of personnel administration, the Board is in a position to weigh measures of an administrative nature against the special conditions in which the international secretariats operate. Its views may therefore be regarded as reflecting a high degree of technical competence.

60. The Secretary-General is at the same time conscious that a decision on the question of introducing the language bonus involves broader considerations. While inclined to accept the Board's advice as best designed to serve the end of a more equitable use of the working languages, he would not rule out the practicability of instituting such a bonus under modified conditions at a future date. In the present conditions, however, it would seem preferable to employ alternative procedures, notably in regard to recruitment, training and promotion, which would achieve the same objective at a lower cost both in terms of budget and personnel management.

#### E. *Administrative and budgetary implications*

61. The proposed expansion of the language training programme for the Professional and higher level staff would require an increase in the teaching personnel, alteration and improvement of premises to be used as classrooms, acquisition of equipment for the classrooms and strengthening of the administrative unit responsible for the training programme.

62. In addition to the provisions for language training programmes included in the budget estimates for the financial year 1969,<sup>3</sup> it is estimated that it will be necessary to employ seven full-time teachers, at a cost of \$96,300, to conduct the intensive instruction classes. The planned increase in the number of accelerated classes will call for a further expenditure of \$27,600 for part-time teachers. These estimates are calculated on an expected total of 200 students enrolled in the accelerated classes and of 40 students attending the intensive instruction programme. Besides conducting the classes, the full-time teachers will also be engaged in monitoring the language laboratory and in providing research and other services related to language instruction.

63. The expansion in the accelerated instruction programme would involve the reduction by one hour a day for up to 40 weeks a year in the working hours of some 200 staff members, representing a loss of 5,000 man-days, while the institution of the intensive instruction programme would require some 120 staff members to suspend their work in the office for up to 12 weeks a year, or 7,200 man-days. It is difficult at the present stage to estimate the impact of the decrease in productivity which would result from the expected loss of staff time or the extent to which it may, in some cases, be mitigated by the use of temporary staff.

<sup>3</sup> *Ibid.*, Twenty-third Session, Supplement No. 5, paras. 4.40-4.44.



64. In a separate report (A/C.5/1185),<sup>4</sup> provision is made for the alteration, improvement and furnishing of the classrooms required under the expanded training programme.

65. It is further estimated that the organization and management of the expanded programme would require the addition of 2 Professional and 4 General Service staff to the existing section in charge of training and examinations in the Office of Personnel. The present strength of the Examinations and Training Section is: 1 P-4, 2 P-2, 1 G-5, 3 G-4 and 2 G-3, or a total of 9 staff members. If the proposed expansion of the language training programme is approved, it is estimated that the following additional staff would be required:

Number of posts	Level	Estimated annual cost United States dollars
1	D-1	26,900
1	P-5	23,400
2	G-5	16,900
2	G-3	12,100
7	Full-time teachers	96,300
		175,600
	Common staff costs	53,000
	TOTAL	228,600

66. On the assumption that the expanded programme would not be put into effect until 1 May 1969, the anticipated requirements for full-time teachers and additional staff given in the preceding paragraph could be reduced to \$161,400 for the initial year. On this basis, total additional expenditures in 1969 for the expanded programme as a whole are estimated at \$289,500 as follows:

	Section 3	Section 4	Section 8	Section 9
	United States dollars			
Full-time teachers and additional staff	117,600	43,800	—	—
Part-time teachers for accelerated classes	—	27,600	—	—
Outside instruction	—	45,000	—	—
Rental of space	—	—	—	50,000 <sup>a</sup>
Equipment	—	—	5,500 <sup>b</sup>	—
TOTAL	117,600	116,400	5,500	50,000

<sup>a</sup> Estimated cost of relocating other services in outside premises to provide additional space for language training in the Secretariat Building at Headquarters included in appropriation requested in general report on rental of outside office space (see *Official Records of the General Assembly, Twenty-third Session, Annexes*, agenda item 74, document A/C.5/1182, paras. 14 and 20).

<sup>b</sup> To furnish 11 additional classrooms proposed in paragraph 14 of the report mentioned in foot-note *a* above.

67. These estimates are calculated on the basis of an annual expenditure and of the proposed salary scales for 1969. A delay may, however, be expected in the recruitment of the teachers and of the additional staff as well as in the acquisition of space.

68. In so far as the established offices outside Headquarters are concerned, it is intended that their requirements will be worked out in the coming few months so that they may be included in the budget estimates for 1970.

<sup>4</sup> *Ibid.*, *Twenty-third Session, Annexes*, agenda item 74.

#### IV. THE QUESTION OF INCLUDING RUSSIAN AMONG THE WORKING LANGUAGES OF THE UNITED NATIONS

69. At its 1642nd plenary meeting on 19 December 1967, the General Assembly decided, without objection to take note of the following request which was incorporated in the report of the Fifth Committee on personnel questions:

“Taking note that in practice the distinction between the working languages and the other official languages in the organs of the United Nations has been steadily diminishing, the Fifth Committee requests the Secretary-General to study the question connected with the inclusion of Russian among the working languages of the United Nations organ with the exception, at the present stage, of the Secretariat and the International Court of Justice and report to the General Assembly at its twenty third session.”<sup>5</sup>

70. As is evident from the record of the Fifth Committee's discussion, the issue of including Russian among the working languages of the United Nations has arisen in the context of proposals aiming at a more equitable use of working languages within the Secretariat. The request adopted by the Fifth Committee is, however, concerned with the position of the Russian language in organs other than the Secretariat. It thus impinges upon personnel questions only to a limited extent. Nevertheless, since the issue has come up as part of the question of “linguistic balance” within the Secretariat, it is treated in the same manner for purposes of reporting to the General Assembly.

71. Under the terms of the request, the study is to cover “the questions connected with” the establishment of Russian as one of the working languages of the United Nations. It may, therefore, be assumed that in the absence of a formal decision to this effect, a report on the subject need not contain firm proposals. Rather, it should provide a basis for arriving at such proposals in knowledge of the issues that would arise if Russian were to be established as a working language.

72. One of the issues which may be expected to be examined in this connexion is the criteria to be taken into account in determining whether Russian, or any other language for that matter, should or should not become a working language. A number of considerations have been cited over the years, both in the United Nations and in the specialized agencies, as having varying degrees of relevance to such a determination. The Secretary-General believes that since, under the Charter, the United Nations is based on the principle of the sovereign equality of all its Members, the criterion of the use of the language by a sufficient number of Member States may be considered to be directly relevant. In this respect, the extent to which the language is used cannot be measured only in terms of the number of States where the language enjoys a national or official status. Account should also be taken of those States for which the language represents a certain convenience in communication by reason of its relatively wide currency in education. Since, however, there is no generally acceptable classification of States by language, the application of any such criterion must clearly remain within the authority of the General Assembly.

<sup>5</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 82, document A/7001, paras. 38 and 43.



73. A second consideration which appears relevant to the Secretary-General is the incidence of the financial burden falling upon all Members in relation to the relief which would be afforded to some of them through the introduction of an additional working language. Reference has been made on previous occasions to the disadvantaged position in which some Member States find themselves because their national or official language is not one of the official languages of the United Nations. For many government departments of these Member States, the use of documents issued by the Organization often involves translation and thus represents a reduced benefit at an increased cost. Any further change in the direction of greater convenience for some Members without consequential adjustments in the system of assessing contributions could therefore be regarded as extending the scope of the problem. It was presumably in recognition of this problem that recent decisions to introduce new working languages in some of the specialized agencies involved special arrangements for meeting the additional expenditures.

74. In terms of administration, the question of establishing Russian as a working language is more readily susceptible of definition. For this purpose, the request of the Fifth Committee must be interpreted to mean provision of essentially the same services in Russian as are now provided in English and French, since it is contemplated that Russian should be used as a working language of four of the principal organs of the United Nations which in effect determine the scope of the services required.

75. Russian is, under the pertinent rules of procedure, an official language for all deliberative organs of the United Nations except the regional economic commissions. In respect of the regional economic commissions Russian is a working language of ECE; it is neither an official nor a working language of the other three.

76. Based on the practices that have developed in respect of the use of working languages, as distinct from official languages, the inclusion of Russian as a working language of all organs of the United Nations other than the Secretariat and the International Court of Justice would require the following changes in the services that are already provided in Russian.

77. While the rules of procedure of the General Assembly and the three Councils draw a distinction between working languages and official languages for the purpose of interpretation, this distinction does not apply in practice. This fact results from the considerations underlying the decision, in 1947, to use simultaneous, rather than consecutive, interpretation for all bodies other than the Security Council, for which both services are provided. In reporting on this question to the General Assembly at its second session, the Fifth Committee stated:

“ . . . There was general agreement however, that the advantages of the simultaneous system in saving time and in enabling representatives who spoke only one of the official languages to follow the debates more closely outweighed the alleged disadvantages. . . .” (A/458,<sup>6</sup> para. 2).

Accordingly, although the rules of procedure were not altered to reflect the situation, simultaneous interpretation, as distinct from consecutive, has been available,

depending on actual needs of the body in session, in all official languages. Thus, for practical purposes, the inclusion of Russian as a working language would result in little change from the present situation.

78. Verbatim records constitute the official records only of the plenary meetings of the General Assembly, meetings of the First Committee and meetings of the Security Council and, under the pertinent rules of procedure, they are produced in final form in Russian as an official language. Further, speeches made in Russian in those bodies are produced verbatim in that language in provisional form. Should Russian be included as a working language full verbatim records of the bodies mentioned would be produced in that language in provisional form. For that purpose, it would be necessary to provide for one full team of Russian verbatim reporters and typists on a permanent basis, as distinct from the limited arrangements at present, plus two full teams on a temporary basis during the sessions of the General Assembly.

79. Under present arrangements,<sup>7</sup> summary records are provided in Russian only in respect of the Main Committees of the General Assembly—other than the First Committee—and then only in final form by translation. For the most part, this is done in Moscow as a part of the trainees' work assignments. Should Russian become a working language, summary records would have to be provided also in provisional form for the Main Committees and in both provisional and final form for other bodies receiving summary records.

80. A number of technical problems would arise in the preparation of summary records in Russian. In the first instance, the drafting of summary records is not included in the curriculum of the Moscow training course for translators, which is the current source of staffing of the Russian translation sections, and no other members of those sections have any practice in the drafting of such records. Further, as now staffed, the other translation sections have not enough members with a thorough knowledge of Russian to produce speedily, from Russian originals, the other language versions. From a practical point of view, then, at least for a time, it would appear necessary to envisage that Russian versions of summary records would be produced entirely by translation. This, in turn, would create problems at the moment and for some time to come. Summary records are drafted mainly in English and French, in almost equal proportion and, to a limited extent, in Spanish. Since most Russian translators have English as their first language, other than mother tongue, the speedy translation into Russian from texts in languages other than English would require a proportionately larger number of translators than would be required if the translation could be made from English texts, accepting the delay that the latter arrangement would imply in respect of records originally drafted in French or Spanish.

81. With regard to documentation, a substantial portion is already translated into Russian. Should Russian become a working language the more significant increases at Headquarters would be in the area of the Economic and Social Council and its functional commissions and in certain subsidiary organs of the General Assembly. At Geneva, documentation for the

<sup>7</sup> Since Russian is a working language of ECE, full services are provided in Russian for that organ; descriptions of present practices in this report thus exclude ECE.

<sup>6</sup> Mimeographed document, dated 10 November 1947.

International Law Commission and the Commission on Narcotic Drugs would be the main areas affected and, while some documentation of the Industrial Development Board had been translated into Russian, this has been handled on an *ad hoc* basis using temporary assistance or contractual translation.

82. Estimates have been made of the number of pages of additional translation that would be required per year for the purposes described in paragraphs 79 to 81 above, should Russian be included as a working language under the terms of the Fifth Committee's request. For Headquarters, it is estimated that the amount would be some 12,000 pages, comprising 6,000 pages for summary records for bodies other than Main Committees of the General Assembly and 6,000 pages for documentation. The need to translate some 4,000 additional pages is foreseen for Geneva, including, as well as the documentation referred to in paragraph 81, summary records for Geneva-based bodies—including UNCTAD. The estimate for the Industrial Development Board is 3,100 pages, comprising 1,600 pages of pre-session documentation and 1,500 pages of in-session documentation, including summary records. Thus, a total estimated additional translation workload of 19,100 pages per year would be involved, and since the material would require speedy issuance, provision would have to be made for its translation, typing and reproduction at the seats of the bodies concerned. This increased volume of material would also have implications for terminology, referencing and editing, as well as for library services. Taking all these operations into account, it is estimated that the staff at Headquarters, Geneva and UNIDO would require the following strengthening should it be decided to establish Russian as one of the working languages of the United Nations organs cited in the Fifth Committee's report:

(a) *Conference services*

- 3 verbatim reporters and 9 typists on a full-year basis;
- 16 additional verbatim reporters and 18 typists for the duration of the General Assembly;
- 12 revisers;
- 4 *précis*-writers;
- 21 translators;
- 6 reference clerks;
- 29 typists;
- 8 editors;
- 1 editorial assistant;
- 2 clerks.

(b) *Library services* (Headquarters)

- 3 lexicographers;
- 1 reviser;
- 3 analysts;
- 3 keypunch operators.

83. These estimates of additional needs are, with the exception of the additional verbatim teams for the duration of the General Assembly, calculated on the basis of the requirements for a full year. There may be instances in which, because of peaking of workloads, it would be more advantageous to provide for more staff, but on temporary assistance for a shorter period of time; the financial implications would be much the same.

84. The increased volume of documentation would have an impact on the reproduction and distributor sections, but, because of the relatively small number of copies required, that impact would not be important within the total volume of activity of those services.

85. Lastly, it should be pointed out that increased staff requirements would inevitably have an effect on the already critical space situation.

86. Taking the above into account, and on the basis of the currently approved salary levels, the estimated additional cost which would be incurred in the first full year of the implementation of a decision to include Russian as a working language would be approximately \$1,680,600. Of this amount, \$1,304,100 would relate to Headquarters, \$205,000 to Geneva, including UNCTAD, and \$171,500 to UNIDO.

87. The budgetary implications indicated above include no provision in respect of the regional economic commissions, since, as indicated in paragraph 75 Russian is a working language of ECE and is not an official language of the other three commissions. Further, no assumption has been made regarding any extension of printing in Russian in connexion with the publications programme. Lastly, these estimates have been prepared on the basis of present servicing arrangements; any substantial changes in those arrangements would require a reassessment of the estimates.

## V. CONCLUSIONS AND RECOMMENDATIONS

88. The Secretary-General believes that the changes which have taken place in the composition of the Secretariat during the year under review represent continuing progress towards the objective reaffirmed in General Assembly resolution 2359 A (XXII). In line with the principles set out in this resolution and with the related measures which have recently been taken in the field of administration as a whole, the objective of a more equitable distribution of the staff among the nationalities has been pursued in such a manner as to conform with the paramount consideration of efficiency. If imbalances in the nationality composition of the staff persist, they are due to the restraining influences which an uneven supply of professional or linguistic skills, or the right combination thereof, have upon the effort of a world-wide recruitment increasingly concerned with specialized personnel. As the geographical distribution of the skills needed for the activities of the United Nations is improving the task of finding candidates with the necessary qualities and aptitudes in all countries will ease correspondingly.

89. Unlike the steady progress towards a better nationality distribution of the staff, there has been no improvement in the distribution of the staff by type of appointment. Although the further decline in the proportion of staff holding probationary or permanent appointments is largely due to the policy of accelerating the process of correcting nationality imbalances remain in the Secretariat, it has reached a stage where it can no longer be regarded as a development of limited significance. As in the preceding five years, the proportion of new staff members who were employed on a probationary appointment during the past year was about one fourth of the total number of appointments granted. Since the influx of new talent into the Secretariat is now chiefly of a temporary nature, it brings with it in

creasingly fewer replacements for the officials of long experience who will be retiring in the years ahead. In addition, the higher proportion of temporary staff leads to a less productive division of labour between those who have already demonstrated their familiarity with the job and those who are still settling in. The Secretary-General therefore believes that, in applying the principles for staff recruitment, greater attention will henceforth need to be paid to the type of appointment to be offered.

90. On the basis of the information available to him on both national and international practice in regard to language training for officials, the Secretary-General believes that expansion of the existing language instruction programme in the Secretariat is an essential first step towards a more equitable use of its working languages. Subject to the provision of the necessary resources, it should therefore be possible, within a reasonable period of time, to extend the facilities of training sufficiently to serve the purpose laid down in resolution 2359 B (XXII).

91. The Secretary-General draws attention to the conclusion of the International Civil Service Advisory Board that: "If attractive, challenging programmes [of training] are made available, the staff will need no special monetary incentives to take advantage of them" (see annex II, para 77). There is already evidence from the accelerated training programmes that at least senior Professional staff, prior to any offer of a bonus, are sufficiently motivated by the desire to exercise their professional and supervisory responsibilities more effectively that they are prepared to avail themselves of a good opportunity for rapid training despite the drain on both private and working hours. There is evidence, too, that an important motive for language training is provided by setting the right one in an international secretariat, that is, by improving the intellectual climate of the international service so as to accord a special respect to officials who are effective in more than one working language. It is the Secretary-General's conviction that the discussions in the General Assembly have already done much to encourage just such an atmosphere.

92. It is nevertheless recognized that training alone, however effective, would not bring about the result envisaged in the resolution. A system of incentives must therefore be established. Having explored the various measures that might be applied in the United Nations and other organizations of the common system, the Secretary-General is, however, inclined to share the cautionary view put forward by ICSAB. In the circumstances of the international secretariats, where a large number of staff have only an acquired, rather than a native, knowledge of the language in which they work and where a high proportion of the staff serve too short a time to allow for effective in-service training, it is clearly more difficult than in any national administration to institute an equitable scheme of monetary compensation for bilinguality. Moreover, bilinguality in the United Nations family of organizations is not susceptible of a single definition. If, therefore, the proposed language bonus for Professional staff were not implemented, other incentives would have to be applied at the stage of recruitment and in staff advancement. The bilingual candidate could thus be given priority over the one with knowledge of a single working language.

93. As regards the question of including Russian

among the working languages of the United Nations principal organs other than the International Court of Justice and the Secretariat, the Secretary-General believes that, subject to the provision of the necessary resources and space, the administrative problems relating to this question could be met within a reasonably short period. Considerable strides have already been made, in recent years, towards reducing the distinction between official and working languages in the deliberative organs. In administrative terms, therefore, the issue comes down to an increase in the number of language staff required for the purpose and in their accommodation at Headquarters.

94. In the light of the foregoing conclusions, the Secretary-General recommends for the consideration of the General Assembly the following measures in implementation of resolution 2359 (XXII):

(a) In applying the principles for staff recruitment laid down in General Assembly resolution 1852 (XVII), preference should continue to be given to qualified candidates from inadequately "represented" countries, bearing in mind both the desirable ranges of posts established for each country and the relative importance of the posts;

(b) Concurrently, special efforts should be directed towards the recruitment of university graduates best equipped for work in the Secretariat and willing to serve on a career or long-term basis;

(c) In the selection of recruits, preference should continue to be given to candidates who, in addition to their professional qualifications, are fluent in one working language of the Secretariat and have knowledge of the other, where the mother tongue of the candidate is not a working language of the Secretariat, or where the professional skills required are in short supply, equal weight should be given to fluency in either language, it being understood that, upon appointment, the staff member will avail himself of the language training programme provided by the Secretariat;

(d) As from 1 January 1970, candidates for recruitment should be considered as meeting the minimum language requirements of the Secretariat if they are fluent in one of its working languages, or in one of the working languages of an organ of the United Nations in the case of recruitment for services with that organ, it being understood that, upon appointment, they will avail themselves of the language training programme and will pass a test in one of the working languages of the Secretariat before they are granted a permanent appointment or an extension of a fixed-term appointment beyond two years;

(e) In the performance of their duties, staff members should progressively be enabled to use the working language of their choice—except where under the terms of their appointment they are required to work in another language—through the provision of adequate translation, interpretation and secretarial services;

(f) In consideration for promotion, where professional qualifications and performance are otherwise equal, staff members who are fluent in one working language of the Secretariat and have knowledge of the other should be given preference over those who have not; for this purpose, staff members who, under the terms of their appointment, are required to work in another official language of the United Nations, will be equated to those who are fluent in a working language of the Secretariat.

(g) As from 1 January 1972:

- (i) Regulation 4.2 of the Staff Regulations should be interpreted to mean that the standards to be applied in the promotion of staff to posts in the Professional and higher categories include knowledge of a second working language of the General Assembly;
- (ii) Annex I, paragraph 5, of the Staff Regulations should be amended to provide for the grant of salary increments at shorter intervals than otherwise applicable to staff members in the Professional and higher categories who demonstrate knowledge of a second working language of the General Assembly, such intervals to be determined at a later date;
- (iii) For the purpose of these provisions, "knowledge of a second working language" should be defined as comprehension of the written and spoken word as certified on the basis of a test prescribed by the Secretariat;

(h) An expanded language training programme, as set out in paragraphs 49 to 51 above, should be put into effect in 1969.

95. The Secretary-General finally suggests that, in considering the question of including Russian among the working languages of the United Nations, the General Assembly may wish to bear in mind that, while no particular problems of an administrative nature are anticipated, effective implementation of such a scheme would require adaptations in training and in work arrangements spread over a period of four to five years.

### Annexes

#### ANNEX I

##### General Assembly resolution 2359 (XXII)

##### 2359 (XXII). COMPOSITION OF THE SECRETARIAT

[For the text of this resolution, see Official Records of the General Assembly, Twenty-second session, Supplement No. 16]

#### ANNEX II

##### Extract from the report of the International Civil Service Advisory Board on its sixteenth session (document ICSAB/XVI/1, dated 15 July 1968)

##### VI. QUESTION OF A LANGUAGE BONUS FOR PROFESSIONAL STAFF

71. The ACC requested advice from the Board concerning the proposed introduction in the United Nations, pursuant to General Assembly resolution 2359 B (XXII) of 19 December 1967 (reproduced in annex III), of a language bonus for Professional staff (only those subject to geographical distribution) who use two working languages.

72. The question has implications for the common system and for the individual organizations which comprise it. The Board understands that the General Assembly, by deferring implementation action until 1969, intended, *inter alia*, to give the other organizations an opportunity to express their views on the resolution's implications for them. This effort to maintain a common approach to a significant problem in personnel management is most encouraging. It takes on particular significance in the present context because of the understandable desire of the sponsors of the resolution to achieve early results in improving the balanced use of working languages and the linguistic abilities of the staff in one organization.

73. The Board had no difficulty in understanding and subscribing fully to the objective of the resolution. Greater language competence on the part of international secretariats is an essential requirement which can only have beneficial results.

In pressing for greater concentration by the organizations or staff development and training, the Board over a period of many years has had in mind the need for improving language skills, as well as professional and technical capabilities.

74. Within this context, therefore, the Board has examined whether the bonus plan would, in real and continuing ways achieve the result sought by the General Assembly resolution. Through passage of this resolution, and others akin to it, the General Assembly has given expression to the political and psychological factors which require greater emphasis or linguistic capabilities. The basic question is: from the standpoint of personnel management, is the introduction of a language bonus, envisaged among other recommendations in the resolution, the best way to ensure quick, extensive and effective improvement in the knowledge and use of working languages in the secretariats?

75. The introduction of a language bonus is a serious matter of concern to all organizations, because extension of the plan from the United Nations to the others would compound the difficulties, while failure to so extend it would represent a major setback in the arduous task of developing and refining the common system.

76. After examining the matter in all its aspects, the Board has had to conclude, for the reasons set forth below, that the bonus proposal would not achieve the desired result and would even be disadvantageous:

(a) It was stressed to the Board, and the Board accepts that the entitlement would have to be based on knowledge not use, because of the serious difficulties involved in measuring actual use and the inequalities to staff in opportunities for use of a second language. The organizations estimate that, in the regular secretariats alone, 3,000 officials out of a total of some 5,500 would be entitled immediately—with no effort on their part—to a bonus payable for knowledge of English and French. This "unearned" bonus would therefore represent a pay raise for officials already possessing such knowledge, with no resultant increased benefit to the organizations.

(b) It would be inequitable to pay a bonus on the same terms to those whose mother tongue is a working language and those who do not have this advantage. Yet to pay the bonus to those whose mother tongue is not a working language for their knowledge of only *one* working language would entail paying them for a qualification without which they could not have been employed in the first instance.

(c) The Board is much concerned at the effects of such a bonus on the morale of staff members. Undoubtedly there would be satisfaction felt by qualifying staff members when bonus eligibility were first achieved, but this would be apt to subside quickly as the bonus became part of normal pay expectations. Any transitory satisfaction would be achieved at the price of sharp and continuing dissatisfaction among those excluded, including presumably all staff not subject to geographical distribution and staff who, though possessing the knowledge, are not in a position to use it. The representatives of FICSA\* indicated to the Board that in their view, the bonus should not be subject to such limitations. The Board feels that this is a very real problem. Over a long period of years efforts have been made to create a sense of identity and unity in the Professional category. As a recent example, the Board after lengthy study, concluded in 1967 that language staff should continue to be treated as an integral part of the category. This was largely because of the harmful effect seen in the possible fragmentation of secretariats.

(d) The Board would call attention to the practical problems involved in conducting business at any one office in multiple languages. Secretariats cannot possibly operate in the same way as large committees equipped with constant interpretation and translation services. All experience of international secretariats indicates that no office should attempt to conduct business in more than two languages. The two selected for constant use will vary depending upon circumstances. Since staff transfers constantly take place and there is much business transacted between offices, it is not possible in the

\* Federation of International Civil Servants Associations.

international civil service to select any particular two languages for exclusive use on a working basis. During its review, the Board found that it was easy to make a case for the designation of at least ten different languages as important to the work of offices of the organizations throughout the world.

(e) The total cost of the bonus would be substantial. The organizations informed the Board that costs might run between \$1,500,000 and \$2,000,000 annually for all organizations; a bonus of \$500 per annum was assumed for estimating purposes. The estimates vary according to the assumptions made concerning the nature of the requirements for eligibility, and whether the bonus would be pensionable or non-pensionable. It is not for the Board to judge whether such a financial burden is necessarily a disadvantage in the eyes of Member States, but there is a responsibility to express a judgement as to whether expenditures of such an order for such a purpose are fully justified. The Board believes that the benefits flowing from such an expenditure on one incentive are far too marginal. Most of this expenditure would be made for language facility which exists already and not for an increase in facility resulting from the incentive of the bonus. The organizations expect that after one year there might be an increase of some 10 per cent in the number of officials qualifying. This means that up to \$2,000,000 might be expended annually in order to improve the language capabilities of perhaps 300 officials, in the initial stages.

77. Among the alternative methods for encouraging the improvement of language skills in the international secretariats, immediate and widespread expansion of modern, dynamic language training programmes within working hours would be the first and most important step. Such programmes now exist in many organizations and some are reasonably sophisticated and technically advanced, but there is scope for much greater coverage and accessibility. For example, a few organizations have begun to use new techniques like language laboratories, although still in a modest way. For a much smaller expenditure than that which would be involved in monetary salary subsidies in the form of language bonuses, the organizations could organize and operate language training programmes producing far more in the way of measurable, positive results. It is true that training programmes in the past have not had heavy impact and have not changed the language habits and usage of the secretariats to any considerable degree. As organizations pointed out, this has been due, however, to limitations of financial support and planning. If

attractive, challenging programmes are made available, the staff will need no special monetary incentives to take advantage of them. Up to the present, lack of budgetary support has been largely responsible for limitations on training programmes. The Board is certain that rapid and effective expansion of language facility could take place in all the organizations if \$500,000 were provided for the purpose.

78. The organizations have also agreed to examine the possibilities for making advancement in language skills a consideration in promotion. The Board and the organizations are agreed that there should be heavier emphasis on this aspect. The matter has therefore been placed in a priority position on the agendas of both the Consultative Committee on Administrative Questions and the Board.

79. The Board realizes that the kind of facility which is desired—that is, the ability to use a language with ease and assurance—can best be achieved through study or residence in a country where the language is in constant use. The Board therefore recommends to the Administrative Committee on Co-ordination that a request be transmitted to the United Nations Institute for Training and Research (UNITAR) to provide the means for the earliest possible review for all existing and potential resources which might be available for members of the international civil service in this regard.

ANNEX III

Statistical tables

TABLE 1.\* COMPOSITION OF PROFESSIONAL AND HIGHER LEVEL STAFF OF THE SECRETARIAT (AS OF 31 AUGUST 1968)

Staff in posts subject to geographical distribution ..	1,908
Staff in posts with special language requirements ....	598
Staff specifically appointed for mission service .....	14
Staff having permanent residence in the United States of America .....	5
Staff on leave without pay ..	16
Staff on secondment to the United Nations Development Programme and other United Nations bodies .....	89
TOTAL	2,630

\* Foot-notes, running consecutively through tables 1 to 7, will be found at the end of table 7.

TABLE 2.\* STAFF IN PROFESSIONAL AND HIGHER LEVEL POSTS SUBJECT TO GEOGRAPHICAL DISTRIBUTION AS OF 31 AUGUST 1968

(By nationality and level)

Nationality	Number of staff as of 31/8/67	Under-Secretary-General	As-Sistant Secretary-General	D-2	D-1	P-5	P-4	P-3	P-2	P-1	Number of staff as of 31/8/68	Desirable range
AFRICA												
Algeria .....	5	—	—	—	1	—	—	—	3	2	6	3-7
Botswana .....	—	—	—	—	—	—	—	—	—	—	—	2-6
Burundi .....	1	—	—	—	—	—	—	—	—	1	1	2-6
Cameroon .....	2	—	—	—	—	—	1	2	—	1	4	2-6
Central African Republic .....	1	—	—	—	—	—	—	—	—	—	—	2-6
Chad .....	—	—	—	—	—	—	—	—	—	—	—	2-6
Congo (Brazzaville) .....	2	—	—	—	—	—	—	1	1	1	3	2-6
Congo (Democratic Republic of) .....	6	—	—	—	—	—	—	—	6	1	7	2-7
Dahomey .....	5	—	—	—	—	—	—	3	5	1	9	2-6
Ethiopia .....	17	—	—	—	—	—	1	9	3	1	14	2-6
Gabon .....	1	—	—	—	—	—	—	—	1	—	1	2-6
Gambia .....	1	—	—	—	—	—	—	—	—	1	1	2-6
Ghana .....	15	—	1	—	—	4	2	2	5	—	14	2-7
Guinea .....	1	—	—	—	—	—	—	—	1	—	1	2-6
Ivory Coast .....	—	—	—	—	—	—	—	—	—	—	—	2-6
Kenya .....	5	—	—	—	—	—	1	2	1	2	6	2-6
Lesotho .....	—	—	—	—	—	—	—	—	—	—	—	2-6
Liberia .....	2	—	—	—	—	—	—	1	—	2	3	2-6

TABLE 2 (continued)

Nationality	Number of staff as of 31/8/67	Under-Secretary-General	As-Sistant Secretary-General	D-2	D-1	P-5	P-4	P-3	P-2	P-1	Number of staff as of 31/8/68	Desirable range
<b>AFRICA (continued)</b>												
Libya	—	—	—	—	—	—	—	1	—	1	2	2-6
Madagascar	2	—	—	1	—	—	—	1	1	1	4	2-6
Malawi	1	—	—	—	—	—	—	—	1	—	1	2-6
Mali	2	—	—	—	—	2	—	—	—	—	2	2-6
Mauritania	1	—	—	—	—	—	1	—	—	—	1	2-6
Mauritius	—	—	—	—	—	—	—	—	—	2	2	2-6
Morocco	7	—	—	—	—	—	1	2	3	1	7	3-7
Niger	1	1	—	—	—	—	—	—	—	—	1	2-6
Nigeria	14	—	—	—	—	2	4	3	4	2	15	3-8
Rwanda	—	—	—	—	—	—	—	—	—	—	—	2-6
Senegal	5	—	—	—	—	1	1	3	4	—	9	2-6
Sierra Leone	6	—	—	—	—	2	—	1	2	1	6	2-6
Somalia	3	—	—	—	—	—	—	2	1	1	4	2-6
South Africa	13	—	—	—	2	5	2	1	—	—	10	10-12
Sudan	6	—	—	—	—	—	2	3	2	1	8	2-7
Togo	5	—	—	—	—	—	—	5	1	—	6	2-6
Tunisia	6	—	—	—	—	—	1	2	4	1	8	2-6
Uganda	5	—	—	1	1	—	—	2	1	1	6	2-6
United Arab Republic	27	1	—	—	4	7	7	4	2	—	25	5-8
United Republic of Tanzania	8	—	—	—	1	—	—	1	4	3	9	2-6
Upper Volta	2	—	—	—	—	1	1	—	—	—	2	2-6
Zambia	1	—	—	—	—	—	—	—	1	2	3	2-6
Population reserve	—	—	—	—	—	—	—	—	—	—	—	11-11
<b>TOTAL</b>	<b>179</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>9</b>	<b>24</b>	<b>25</b>	<b>51</b>	<b>57</b>	<b>30</b>	<b>201</b>	<b>105-266</b>
<b>ASIA AND THE FAR EAST</b>												
Australia	23	—	—	3	2	6	4	4	7	5	31	28-23
Burma	13	—	1	—	1	3	3	3	—	—	11	2-7
Cambodia	4	—	—	—	—	—	—	2	1	1	4	2-6
Ceylon	14	—	—	—	1	2	4	5	2	—	14	2-7
China	56	—	1	3	7	8	10	10	9	4	52	71-51
India	66	1	—	4	8	18	22	9	3	—	65	31-26
Indonesia	14	—	—	—	1	2	5	5	3	1	17	7-10
Japan	33	—	—	—	1	1	14	13	3	1	33	67-48
Laos	3	—	—	—	—	—	—	—	2	1	3	2-6
Malaysia	4	—	—	—	—	—	—	2	1	1	4	3-7
Maldiv Islands	—	—	—	—	—	—	—	—	—	—	—	2-6
Mongolia	—	—	—	—	—	—	—	—	—	—	—	2-6
Nepal	6	—	—	—	—	—	1	4	1	—	6	2-6
New Zealand	13	—	1	—	2	3	5	—	2	—	13	7-10
Pakistan	17	—	1	—	1	4	3	5	—	3	17	8-10
Philippines	16	—	—	—	—	1	7	3	3	2	16	7-10
Singapore	1	—	—	—	—	—	—	—	—	1	1	2-7
Thailand	13	—	—	—	—	—	3	7	2	7	19	3-7
Population reserve	—	—	—	—	—	—	—	—	—	—	—	82-82
<b>TOTAL</b>	<b>296</b>	<b>1</b>	<b>4</b>	<b>10</b>	<b>24</b>	<b>48</b>	<b>81</b>	<b>72</b>	<b>39</b>	<b>27</b>	<b>306</b>	<b>330-335</b>
<b>EASTERN EUROPE</b>												
Albania	—	—	—	—	—	—	—	—	—	—	—	2-6
Bulgaria	6	—	—	—	—	—	1	3	2	—	6	4-8
Byelorussian Soviet Socialist Republic	3	—	—	—	—	—	3	2	—	—	5	10-12
Czechoslovakia	34	1	—	—	1	7	15	9	1	1	35	17-16
Hungary	11	—	—	—	—	3	4	1	1	—	9	10-12
Poland	28	—	—	1	1	6	13	6	—	—	27	27-23
Romania	6	—	—	—	—	1	2	5	1	—	9	7-10
Ukrainian Soviet Socialist Republic	13	—	—	—	2	1	3	6	1	1	14	35-28
Union of Soviet Socialist Republics	102	1	—	12	6	11	38	37	5	1	111	256-170
Yugoslavia	18	—	1	2	1	5	5	3	—	2	19	8-11
Population reserve	—	—	—	—	—	—	—	—	—	—	—	5-5
<b>TOTAL</b>	<b>221</b>	<b>2</b>	<b>1</b>	<b>15</b>	<b>11</b>	<b>34</b>	<b>84</b>	<b>72</b>	<b>11</b>	<b>5</b>	<b>235</b>	<b>381-301</b>

TABLE 2 (continued)

Nationality	Number of staff as of 31/8/67	Under-Secretary-General	Assistant Secretary-General	D-2	D-1	P-5	P-4	P-3	P-2	P-1	Number of staff as of 31/8/68	Desirable range
<b>WESTERN EUROPE</b>												
Austria	17	—	—	—	—	—	7	5	4	2	18	11-12
Belgium	20	—	—	1	1	5	6	—	3	3	19	20-18
Denmark	9	—	—	—	—	4	2	4	1	—	11	12-13
Finland	10	—	—	—	1	1	1	2	6	1	12	10-12
France	95	1	—	5	13	20	31	20	14	7	111	106-74
Greece	11	—	1	—	—	2	6	1	3	—	13	6-9
Iceland	2	—	—	—	—	—	1	—	—	—	1	2-6
Ireland	5	—	—	—	—	1	2	1	—	2	6	4-8
Italy	30	1	—	—	1	4	11	4	9	3	33	58-42
Luxembourg	3	—	—	—	—	—	1	1	1	—	3	2-7
Malta	1	—	—	—	—	—	—	—	3	—	3	2-6
Netherlands	23	—	—	1	1	9	4	5	2	1	23	21-19
Norway	17	—	—	1	1	1	8	2	3	—	16	9-11
Portugal	3	—	—	—	—	—	—	2	1	1	4	4-8
Spain	16	—	—	—	—	2	5	8	2	2	19	17-16
Sweden	19	—	—	1	1	6	2	6	4	1	21	23-20
United Kingdom of Great Britain and Northern Ireland	123	—	1	6	14	34	32	20	17	7	131 <sup>a</sup>	116-80
Population reserve	—	—	—	—	—	—	—	—	—	—	—	5-5
<b>TOTAL</b>	<b>404</b>	<b>2</b>	<b>2</b>	<b>15</b>	<b>33</b>	<b>89</b>	<b>119</b>	<b>81</b>	<b>73</b>	<b>30</b>	<b>444</b>	<b>428-366</b>
<b>LATIN AMERICA</b>												
Argentina	24	1	—	1	3	3	6	9	—	—	23	17-16
Bolivia	9	—	—	—	1	1	3	1	—	1	7	2-6
Brazil	19	—	—	—	1	—	6	5	4	—	16	17-16
Chile	21	—	—	—	1	2	4	6	5	4	22	5-9
Colombia	15	—	—	1	—	1	9	2	2	1	16	5-8
Costa Rica	5	—	—	—	—	1	2	2	—	—	5	2-6
Cuba	5	—	—	—	—	1	2	1	—	—	4	4-8
Dominican Republic	3	—	—	—	—	—	—	2	1	—	3	2-6
Ecuador	11	—	—	—	—	4	3	3	1	1	12	2-6
El Salvador	4	—	—	—	—	—	—	3	1	—	4	2-6
Guatemala	2	1	—	—	—	—	—	1	—	—	2	2-7
Haiti	10	—	—	—	—	—	3	5	2	—	10	2-6
Honduras	1	—	—	—	—	—	—	—	—	—	—	2-6
Mexico	14	—	1	—	1	1	2	1	7	1	14	16-16
Nicaragua	3	—	—	—	—	—	—	1	3	1	5	2-6
Panama	3	—	—	—	—	1	—	1	2	—	4	2-6
Paraguay	5	—	—	—	—	1	1	2	1	—	5	2-6
Peru	8	—	—	—	—	2	1	5	—	—	8	3-7
Uruguay	11	—	—	—	1	—	2	4	4	—	11	3-7
Venezuela	2	—	—	—	—	—	1	2	—	—	3	9-11
Population reserve	—	—	—	—	—	—	—	—	—	—	—	19-19
<b>TOTAL</b>	<b>175</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>8</b>	<b>18</b>	<b>45</b>	<b>56</b>	<b>33</b>	<b>9</b>	<b>174</b>	<b>120-184</b>
<b>MIDDLE EAST</b>												
Afghanistan	4	—	—	—	—	1	—	1	—	1	3	2-6
Cyprus	5	—	—	—	—	1	—	1	4	—	6	2-6
Iran	9	—	—	—	—	—	4	—	1	2	7	5-9
Iraq	8	—	—	—	2	—	2	3	2	—	9	2-7
Israel	8	—	—	1	1	1	3	1	—	—	7	5-8
Jordan	8	—	—	—	1	1	4	2	—	—	8	2-6
Kuwait	—	—	—	—	—	—	—	—	—	—	—	2-7
Lebanon	8	—	—	—	—	2	2	4	—	1	9	2-7
Saudi Arabia	2	—	—	—	—	1	—	1	—	—	2	2-7
Southern Yemen	—	—	—	—	—	—	—	—	—	—	—	2-6
Syria	11	—	—	—	1	3	6	1	—	—	11	2-6
Turkey	13	—	—	—	—	3	5	5	1	1	15	7-10
Yemen	2	—	—	—	—	—	—	3	—	—	3	2-6
Population reserve	—	—	—	—	—	—	—	—	—	—	—	8-8
<b>TOTAL</b>	<b>78</b>	<b>—</b>	<b>—</b>	<b>1</b>	<b>5</b>	<b>13</b>	<b>26</b>	<b>22</b>	<b>8</b>	<b>5</b>	<b>80</b>	<b>45-99</b>

TABLE 2 (continued)

Nationality	Number of staff as of 31/8/67	Under-Secretary-General	Assistant Secretary-General	D-2	D-1	P-5	P-4	P-3	P-2	P-1	Number of staff as of 31/8/68	Desirable range
NORTH AMERICA AND THE CARIBBEAN												
Barbados .....	2	—	—	—	—	—	—	1	—	1	2	2-6
Canada .....	38	—	—	—	1	10	14	8	8	1	42	54-40
Guyana .....	2	—	—	—	—	—	—	2	1	1	4	2-6
Jamaica .....	11	—	—	1	—	2	3	3	2	1	12	2-7
Trinidad and Tobago ....	7	—	—	1	—	1	1	5	2	—	10	2-6
United States of America	343	1	1	10	28	58	84	89	76	13	360	552-361
Population reserve .....	—	—	—	—	—	—	—	—	—	—	—	0-0
TOTAL	403	1	1	12	29	71	102	108	89	17	430	614-426
NON-MEMBER STATES												
Federal Republic of Germany .....	4	—	—	—	1	2	2	1	—	—	6	— —
Republic of Korea .....	2	—	—	—	—	—	—	3	—	—	3	— —
Republic of Viet-Nam ..	2	—	—	—	—	—	1	—	1	—	2	— —
Switzerland .....	20	—	—	—	2	4	3	2	10	2	23	— —
Stateless .....	5	—	—	—	—	—	1	2	1	—	4	— —
TOTAL	33	—	—	—	3	6	7	8	12	2	38	— —
GRAND TOTAL	1,789	10	10	57	122	303	489	470	322	125	1,908	— —

TABLE 3.\* APPOINTMENTS TO POSTS SUBJECT TO GEOGRAPHICAL DISTRIBUTION (BY NATIONALITY AND LEVEL)

(1 September 1967-31 August 1968)

	Under-Secretary-General	Assistant Secretary-General	D-2	D-1	P-5	P-4	P-3	P-2	P-1	Total
AFRICA										
Algeria .....	—	—	—	—	—	—	—	—	1	1
Cameroon .....	—	—	—	—	—	1	—	—	1	2
Congo (Brazzaville) ...	—	—	—	—	—	—	1	—	1	2
Congo (Democratic Republic of) .....	—	—	—	—	—	—	—	1	—	1
Dahomey .....	—	—	—	—	—	—	1	1	1	3
Gambia .....	—	—	—	—	—	—	—	—	1	1
Kenya .....	—	—	—	—	—	—	—	—	1	1
Liberia .....	—	—	—	—	—	—	—	—	1	1
Libya .....	—	—	—	—	—	—	1	—	1	2
Madagascar .....	—	—	1	—	—	—	1	—	—	2
Mauritania .....	—	—	—	—	—	1	—	—	—	1
Mauritius .....	—	—	—	—	—	—	—	—	2	2
Morocco .....	—	—	—	—	—	1	1	—	—	2
Nigeria .....	—	—	—	—	—	2	—	—	—	2
Senegal .....	—	—	—	—	1	—	3	—	—	4
Somalia .....	—	—	—	—	—	—	—	1	—	1
Sudan .....	—	—	—	—	—	—	2	—	2	4
Togo .....	—	—	—	—	—	—	1	—	—	1
Tunisia .....	—	—	—	—	—	—	1	—	1	2
Uganda .....	—	—	—	—	—	—	1	—	1	2
United Republic of Tanzania .....	—	—	—	—	—	—	—	1	—	1
Zambia .....	—	—	—	—	—	—	—	1	1	2
TOTAL	—	—	1	—	1	5	13	5	15	40
ASIA AND THE FAR EAST										
Australia .....	—	—	—	1	1	1	—	4	2	9
Burma .....	—	—	—	1	—	—	—	—	—	1
Ceylon .....	—	—	—	—	—	—	1	—	—	1
China .....	—	—	—	—	—	1	1	—	—	2
India .....	—	—	1	—	—	1	—	—	—	2
Indonesia .....	—	—	—	—	1	1	1	1	—	4



TABLE 3 (continued)

	Under-Secretary-General	Assistant Secretary-General	D-2	D-1	P-5	P-4	P-3	P-2	P-1	Total
<b>ASIA AND FAR EAST</b>										
<i>(continued)</i>										
Japan .....	—	—	—	—	—	4	2	1	—	7
New Zealand .....	—	—	—	—	—	1	—	—	—	1
Pakistan .....	—	1	—	—	—	—	1	—	1	3
Philippines .....	—	—	—	—	—	—	1	1	—	2
Thailand .....	—	—	—	—	—	—	1	—	—	1
<b>TOTAL</b>	—	1	1	2	2	9	8	7	3	33
<b>EASTERN EUROPE</b>										
Bulgaria .....	—	—	—	—	—	—	—	1	—	1
Byelorussian Soviet Socialist Republic .....	—	—	—	—	—	2	1	—	—	3
Czechoslovakia .....	—	—	—	—	2	1	2	1	1	7
Hungary .....	—	—	—	—	1	—	—	—	—	1
Poland .....	—	—	—	—	—	3	1	—	—	4
Romania .....	—	—	—	—	—	1	2	1	—	4
Ukrainian Soviet Socialist Republic .....	—	—	—	—	—	—	1	—	—	1
Union of Soviet Socialist Republics .....	1	—	2	1	1	12	9	1	1	28
Yugoslavia .....	—	1	—	—	2	1	—	—	—	4
<b>TOTAL</b>	1	1	2	1	6	20	16	4	2	53
<b>WESTERN EUROPE</b>										
Austria .....	—	—	—	—	—	1	1	1	1	4
Belgium .....	—	—	—	—	—	—	—	—	1	1
Denmark .....	—	—	—	—	1	—	1	1	—	3
Finland .....	—	—	—	—	—	—	—	1	—	1
France .....	—	—	—	—	—	4	3	3	1	11
Greece .....	—	—	—	—	—	1	1	—	—	2
Ireland .....	—	—	—	—	—	—	—	—	2	2
Italy .....	1	—	—	—	1	2	1	1	—	6
Malta .....	—	—	—	—	—	—	1	1	—	2
Netherlands .....	—	—	—	—	1	1	—	—	—	2
Portugal .....	—	—	—	—	—	—	—	—	1	1
Spain .....	—	—	—	—	—	1	1	—	1	3
Sweden .....	—	—	—	—	1	—	1	1	—	3
United Kingdom of Great Britain and Northern Ireland .....	—	—	—	2	4	4	4	1	1	16 <sup>b</sup>
<b>TOTAL</b>	1	—	—	2	8	14	14	10	8	57
<b>LATIN AMERICA</b>										
Argentina .....	—	—	—	—	—	—	1	—	—	1
Brazil .....	—	—	—	—	—	1	1	—	—	2
Chile .....	—	—	—	—	—	—	1	—	—	1
Colombia .....	—	—	—	—	—	—	1	—	—	1
Ecuador .....	—	—	—	—	2	—	—	—	—	2
Mexico .....	—	—	—	—	—	—	—	1	1	2
Nicaragua .....	—	—	—	—	—	—	—	1	1	2
Venezuela .....	—	—	—	—	—	—	1	—	—	1
<b>TOTAL</b>	—	—	—	—	2	1	5	2	2	12
<b>MIDDLE EAST</b>										
Afghanistan .....	—	—	—	—	—	—	—	—	1	1
Cyprus .....	—	—	—	—	—	—	—	1	—	1
Iran .....	—	—	—	—	—	1	—	—	—	1
Iraq .....	—	—	—	—	—	—	—	2	—	2
Israel .....	—	—	—	—	—	2	—	—	—	2
Lebanon .....	—	—	—	—	—	—	2	—	—	2
Syria .....	—	—	—	—	1	—	—	—	—	1
Turkey .....	—	—	—	—	—	2	—	—	—	2
Yemen .....	—	—	—	—	—	—	1	—	—	1
<b>TOTAL</b>	—	—	—	—	1	5	3	3	1	13

TABLE 3 (continued)

	Under-Secretary-General	Assistant Secretary-General	D-2	D-1	P-5	P-4	P-3	P-2	P-1	Total
<b>NORTH AMERICA AND THE CARIBBEAN</b>										
Barbados .....	—	—	—	—	—	—	—	—	1	1
Canada .....	—	—	—	—	1	2	—	1	1	5
Guyana .....	—	—	—	—	—	—	2	—	—	2
Trinidad and Tobago ..	—	—	—	—	—	—	1	1	—	2
United States of America	—	—	—	—	4	14	7	6	1	32
TOTAL	—	—	—	—	5	16	10	8	3	42
<b>NON-MEMBER STATES</b>										
Federal Republic of Germany .....	—	—	—	—	1	1	—	—	—	2
Republic of Korea .....	—	—	—	—	—	—	1	—	—	1
Switzerland .....	—	—	—	1	—	—	—	1	—	2
TOTAL	—	—	—	1	1	1	1	1	—	5
GRAND TOTAL	2	2	4	6	26	71	70	40	34	255

TABLE 4.\* STAFF CHANGES IN POSTS SUBJECT TO GEOGRAPHICAL DISTRIBUTION

(By nationality and type)

	Number of staff as of 31/8/67	Appointments		Separations <sup>c</sup>	Adjustments <sup>a</sup>	Number of staff as of 31/8/68	Special category <sup>b</sup>
		Career	Non-career				
<b>AFRICA</b>							
Algeria .....	5	1	—	—	—	6	—
Botswana .....	—	—	—	—	—	—	—
Burundi .....	1	—	—	—	—	1	—
Cameroon .....	2	—	2	—	—	4	—
Central African Republic .....	1	—	—	-1	—	—	—
Chad .....	—	—	—	—	—	—	—
Congo (Brazzaville) ..	2	—	2	-1	—	3	—
Congo (Democratic Republic of) .....	6	1	—	—	—	7	—
Dahomey .....	5	—	3	—	+1	9	—
Ethiopia .....	17	—	—	-3	—	14	—
Gabon .....	1	—	—	—	—	1	—
Gambia .....	1	—	1	-1	—	1	—
Ghana .....	15	—	—	-2	+1	14	—
Guinea .....	1	—	—	—	—	1	—
Ivory Coast .....	—	—	—	—	—	—	—
Kenya .....	5	1	—	—	—	6	—
Lesotho .....	—	—	—	—	—	—	—
Liberia .....	2	—	1	—	—	3	—
Libya .....	—	1	1	—	—	2	—
Madagascar .....	2	—	2	—	—	4	—
Malawi .....	1	—	—	—	—	1	—
Mali .....	2	—	—	—	—	2	—
Mauritania .....	1	—	1	-1	—	1	—
Mauritius .....	—	—	2	—	—	2	—
Morocco .....	7	—	2	-2	—	7	—
Niger .....	1	—	—	—	—	1	—
Nigeria .....	14	—	2	-1	—	15	—
Rwanda .....	—	—	—	—	—	—	—
Senegal .....	5	—	4	—	—	9	—
Sierra Leone .....	6	—	—	—	—	6	—
Somalia .....	3	—	1	—	—	4	—
South Africa .....	13	—	—	-3	—	10	—
Sudan .....	6	1	3	-1	-1	8	—
Togo .....	5	—	1	—	—	6	—
Tunisia .....	6	2	—	—	—	8	—
Uganda .....	5	—	2	-1	—	6	—
United Arab Republic	27	—	—	-2	—	25	—

TABLE 4 (continued)

	Number of staff as of 31/8/67	Appointments		Separa- tions <sup>c</sup>	Adjust- ments <sup>d</sup>	Number of staff as of 31/8/68	Special cate- gory <sup>e</sup>
		Career	Non- career				
<b>AFRICA (continued)</b>							
United Republic of Tanzania .....	8	1	—	—	—	9	—
Upper Volta .....	2	—	—	—	—	2	—
Zambia .....	1	1	1	—	—	3	—
TOTAL	179	9	31	-19	+1	201	—
<b>ASIA AND THE FAR EAST</b>							
Australia .....	23	3	6	-2	+1	31	—
Burma .....	13	—	1	-3	—	11	—
Cambodia .....	4	—	—	—	—	4	—
Ceylon .....	14	—	1	-1	—	14	—
China .....	56	1	1	-6	—	52	—
India .....	66	—	2	-2	-1	65	—
Indonesia .....	14	—	4	-1	—	17	—
Japan .....	33	2	5	-6	-1	33	—
Laos .....	3	—	—	—	—	3	—
Malaysia .....	4	—	—	—	—	4	—
Maldiv Islands .....	—	—	—	—	—	—	—
Mongolia .....	—	—	—	—	—	—	—
Nepal .....	6	—	—	—	—	6	—
New Zealand .....	13	1	—	—	-1	13	—
Pakistan .....	17	2	1	-3	—	17	—
Philippines .....	16	1	1	-3	+1	16	—
Singapore .....	1	—	—	—	—	1	—
Thailand .....	13	—	1	—	+5	19	—
TOTAL	296	10	23	-27	+4	306	—
<b>EASTERN EUROPE</b>							
Albania .....	—	—	—	—	—	—	—
Bulgaria .....	6	—	1	-1	—	6	—
Byelorussian Soviet So- cialist Republic .....	3	—	3	-1	—	5	—
Czechoslovakia .....	34	—	7	-7	+1	35	1
Hungary .....	11	—	1	-3	—	9	—
Poland .....	28	—	4	-4	-1	27	1
Romania .....	6	—	4	-1	—	9	—
Ukrainian Soviet So- cialist Republic .....	13	—	1	-1	+1	14	—
Union of Soviet So- cialist Republics .....	102	—	28	-22	+3	111	—
Yugoslavia .....	18	—	4	-2	-1	19	—
TOTAL	221	—	53	-42	+3	235	2
<b>WESTERN EUROPE</b>							
Austria .....	17	2	2	-2	-1	18	—
Belgium .....	20	—	1	-2	—	19	—
Denmark .....	9	1	2	-1	—	11	—
Finland .....	10	—	1	—	+1	12	—
France .....	95	3	8	-3	+8	111	—
Greece .....	11	1	1	—	—	13	—
Iceland .....	2	—	—	-1	—	1	—
Ireland .....	5	1	1	-1	—	6	—
Italy .....	30	3	3	-3	—	33	—
Luxembourg .....	3	—	—	—	—	3	1
Malta .....	1	1	1	—	—	3	—
Netherlands .....	23	1	1	-2	—	23	—
Norway .....	17	—	—	—	-1	16	—
Portugal .....	3	1	—	—	—	4	—
Spain .....	16	—	3	—	—	19	—
Sweden .....	19	2	1	-2	+1	21	—
United Kingdom of Great Britain and Northern Ireland ...	123	3	13	-7	-1	131 <sup>a</sup>	—
TOTAL	404	19	38	-24	+7	444	1

TABLE 4 (continued)

	Number of staff as of 31/8/67	Appointments		Separa- tions <sup>c</sup>	Adjust- ments <sup>d</sup>	Number of staff as of 31/8/68	Special cate- gory <sup>e</sup>
		Career	Non- career				
<b>LATIN AMERICA</b>							
Argentina .....	24	—	1	-3	+1	23	—
Bolivia .....	9	—	—	-2	—	7	—
Brazil .....	19	1	1	-5	—	16	—
Chile .....	21	—	1	—	—	22	—
Colombia .....	15	—	1	-2	+2	16	—
Costa Rica .....	5	—	—	—	—	5	—
Cuba .....	5	—	—	-1	—	4	—
Dominican Republic ..	3	—	—	—	—	3	—
Ecuador .....	11	—	2	-1	—	12	—
El Salvador .....	4	—	—	—	—	4	—
Guatemala .....	2	—	—	—	—	2	—
Haiti .....	10	—	—	—	—	10	—
Honduras .....	1	—	—	—	-1	—	—
Mexico .....	14	1	1	—	-2	14	—
Nicaragua .....	3	2	—	—	—	5	—
Panama .....	3	—	—	—	+1	4	—
Paraguay .....	5	—	—	—	—	5	—
Peru .....	8	—	—	—	—	8	—
Uruguay .....	11	—	—	—	—	11	—
Venezuela .....	2	1	—	—	—	3	—
<b>TOTAL</b>	<b>175</b>	<b>5</b>	<b>7</b>	<b>-14</b>	<b>+1</b>	<b>174</b>	<b>—</b>
<b>MIDDLE EAST</b>							
Afghanistan .....	4	—	1	-2	—	3	—
Cyprus .....	5	1	—	—	—	6	—
Iran .....	9	1	—	-2	-1	7	—
Iraq .....	8	1	1	-1	—	9	—
Israel .....	8	—	2	-3	—	7	—
Jordan .....	8	—	—	—	—	8	1
Kuwait .....	—	—	—	—	—	—	—
Lebanon .....	8	1	1	-2	+1	9	—
Saudi Arabia .....	2	—	—	—	—	2	—
Southern Yemen .....	—	—	—	—	—	—	—
Syria .....	11	—	1	-1	—	11	—
Turkey .....	13	—	2	—	—	15	—
Yemen .....	2	1	—	—	—	3	—
<b>TOTAL</b>	<b>78</b>	<b>5</b>	<b>8</b>	<b>-11</b>	<b>—</b>	<b>80</b>	<b>1</b>
<b>NORTH AMERICA AND THE CARIBBEAN</b>							
Barbados .....	2	—	1	-1	—	2	—
Canada .....	38	2	3	-1	—	42	1
Guyana .....	2	—	2	—	—	4	—
Jamaica .....	11	—	—	—	+1	12	—
Trinidad and Tobago ..	7	—	2	—	+1	10	—
United States of America .....	343	10	22	-23	+8	360	—
<b>TOTAL</b>	<b>403</b>	<b>12</b>	<b>30</b>	<b>-25</b>	<b>+10</b>	<b>430</b>	<b>1</b>
<b>NON-MEMBER STATES</b>							
Federal Republic of Germany .....	4	—	2	—	—	6	—
Republic of Korea .....	2	—	1	—	—	3	—
Republic of Viet-Nam ..	2	—	—	—	—	2	—
Switzerland .....	20	—	2	-1	+2	23	—
Stateless .....	5	—	—	—	-1	4	—
<b>TOTAL</b>	<b>33</b>	<b>—</b>	<b>5</b>	<b>-1</b>	<b>+1</b>	<b>38</b>	<b>—</b>
<b>GRAND TOTAL</b>	<b>1,789</b>	<b>60</b>	<b>195</b>	<b>-163</b>	<b>+27</b>	<b>1,908</b>	<b>5</b>

TABLE 5.\* FIXED-TERM STAFF IN PROFESSIONAL AND HIGHER LEVEL POSTS SUBJECT  
TO GEOGRAPHICAL DISTRIBUTION (BY NATIONALITY AND LEVEL)  
(As of 31 August 1968)

	Under- Secretary- General	As- sistant Secretary- General	D-2	D-1	P-5	P-4	P-3	P-2	P-1	Total
<b>AFRICA</b>										
Algeria	—	—	—	—	—	—	—	—	1	1
Burundi	—	—	—	—	—	—	—	—	1	1
Cameroon	—	—	—	—	—	1	1	—	1	3
Congo (Brazzaville)	—	—	—	—	—	—	1	1	—	2
Congo (Democratic Republic of)	—	—	—	—	—	—	—	2	1	3
Dahomey	—	—	—	—	—	—	3	4	1	8
Ethiopia	—	—	—	—	—	1	5	1	—	7
Gambia	—	—	—	—	—	—	—	—	1	1
Ghana	—	1	—	—	3	—	1	1	—	6
Guinea	—	—	—	—	—	—	—	1	—	1
Kenya	—	—	—	—	—	1	—	—	1	2
Liberia	—	—	—	—	—	—	—	—	2	2
Libya	—	—	—	—	—	—	—	—	1	1
Madagascar	—	—	1	—	—	—	1	1	—	3
Mali	—	—	—	—	1	—	—	—	—	1
Mauritania	—	—	—	—	—	1	—	—	—	1
Mauritius	—	—	—	—	—	—	—	—	2	2
Morocco	—	—	—	—	—	1	1	1	1	4
Niger	1	—	—	—	—	—	—	—	—	1
Nigeria	—	—	—	—	2	2	1	1	1	7
Senegal	—	—	—	—	1	1	3	—	—	5
Sierra Leone	—	—	—	—	1	—	—	1	—	2
Somalia	—	—	—	—	—	—	2	1	1	4
Sudan	—	—	—	—	—	1	2	—	—	3
Togo	—	—	—	—	—	—	2	1	—	3
Tunisia	—	—	—	—	—	1	—	1	—	2
Uganda	—	—	1	1	—	—	2	1	1	6
United Arab Republic	1	—	—	3	2	4	3	—	—	13
United Republic of Tanzania	—	—	—	1	—	—	1	—	—	2
Upper Volta	—	—	—	—	—	1	—	—	—	1
Zambia	—	—	—	—	—	—	—	—	2	2
<b>TOTAL</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>5</b>	<b>10</b>	<b>15</b>	<b>29</b>	<b>18</b>	<b>18</b>	<b>100</b>
<b>ASIA AND THE FAR EAST</b>										
Australia	—	—	1	1	2	1	1	2	2	10
Burma	—	1	—	1	1	2	1	—	—	6
Ceylon	—	—	—	1	—	2	3	2	—	8
China	—	1	—	—	—	1	—	—	—	2
India	1	—	2	2	7	5	1	1	—	19
Indonesia	—	—	—	1	2	1	2	1	—	7
Japan	—	—	—	—	1	5	6	1	—	13
Laos	—	—	—	—	—	—	—	1	1	2
Malaysia	—	—	—	—	—	—	—	—	1	1
Nepal	—	—	—	—	—	—	1	—	—	1
New Zealand	—	1	—	1	1	—	—	—	—	3
Pakistan	—	1	—	1	1	2	—	—	—	5
Philippines	—	—	—	—	—	1	—	1	—	2
Thailand	—	—	—	—	—	1	3	1	—	5
<b>TOTAL</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>8</b>	<b>15</b>	<b>21</b>	<b>18</b>	<b>10</b>	<b>4</b>	<b>84</b>
<b>EASTERN EUROPE</b>										
Bulgaria	—	—	—	—	—	1	2	2	—	5
Byelorussian Soviet Socialist Republic	—	—	—	—	—	3	2	—	—	5
Czechoslovakia	1	—	—	1	5	15	9	2	—	33
Hungary	—	—	—	—	3	4	1	1	—	9
Poland	—	—	—	—	2	8	5	—	—	15
Romania	—	—	—	—	1	2	5	1	—	9
Ukrainian Soviet Socialist Republic	—	—	—	2	1	3	6	1	1	14
Union of Soviet Socialist Republics	1	—	12	5	11	38	36	5	1	109
Yugoslavia	—	1	2	1	4	4	1	—	1	14
<b>TOTAL</b>	<b>2</b>	<b>1</b>	<b>14</b>	<b>9</b>	<b>27</b>	<b>78</b>	<b>67</b>	<b>12</b>	<b>3</b>	<b>213</b>

TABLE 5 (continued)

	Under- Secretary- General	As- sistant Secretary- General	D-2	D-1	P-5	P-4	P-3	P-2	P-1	Total
<b>WESTERN EUROPE</b>										
Austria .....	—	—	—	—	—	2	1	—	—	3
Belgium .....	—	—	—	—	—	1	—	—	1	2
Denmark .....	—	—	—	—	1	—	1	—	—	2
Finland .....	—	—	—	—	1	—	1	1	—	3
France .....	1	—	2	3	1	8	5	2	—	22
Greece .....	—	1	—	—	—	1	1	1	—	4
Ireland .....	—	—	—	—	—	—	—	—	1	1
Italy .....	1	—	—	—	1	1	1	—	—	4
Malta .....	—	—	—	—	—	—	—	1	—	1
Netherlands .....	—	—	—	—	1	1	—	1	—	3
Norway .....	—	—	—	—	—	1	—	—	—	1
Portugal .....	—	—	—	—	—	—	1	—	—	1
Spain .....	—	—	—	—	2	1	1	—	1	5
Sweden .....	—	—	1	—	3	—	—	—	1	5
United Kingdom of Great Britain and Northern Ireland ...	—	1	—	5	5	8	7	—	3	29
<b>TOTAL</b>	<b>2</b>	<b>2</b>	<b>3</b>	<b>8</b>	<b>15</b>	<b>24</b>	<b>19</b>	<b>6</b>	<b>7</b>	<b>86</b>
<b>LATIN AMERICA</b>										
Argentina .....	1	—	—	—	—	2	2	—	—	5
Bolivia .....	—	—	—	—	—	1	—	—	—	1
Brazil .....	—	—	—	—	—	1	2	1	—	4
Chile .....	—	—	—	—	1	1	2	—	—	4
Colombia .....	—	—	1	—	—	1	1	—	—	3
Ecuador .....	—	—	—	—	2	—	—	—	—	2
El Salvador .....	—	—	—	—	—	—	1	—	—	1
Guatemala .....	1	—	—	—	—	—	—	—	—	1
Haiti .....	—	—	—	—	—	1	—	—	—	1
Mexico .....	—	1	—	—	—	—	—	1	—	2
Peru .....	—	—	—	—	—	—	2	—	—	2
Uruguay .....	—	—	—	—	—	1	1	—	—	2
<b>TOTAL</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>—</b>	<b>3</b>	<b>8</b>	<b>11</b>	<b>2</b>	<b>—</b>	<b>28</b>
<b>MIDDLE EAST</b>										
Afghanistan .....	—	—	—	—	—	—	—	—	1	1
Iraq .....	—	—	—	1	—	—	2	1	—	4
Israel .....	—	—	—	—	1	—	2	—	—	3
Jordan .....	—	—	—	—	—	—	1	—	—	1
Lebanon .....	—	—	—	—	—	—	1	—	—	1
Syria .....	—	—	—	1	1	1	—	—	—	3
Turkey .....	—	—	—	—	1	2	—	—	—	3
Yemen .....	—	—	—	—	—	—	1	—	—	1
<b>TOTAL</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>2</b>	<b>3</b>	<b>3</b>	<b>7</b>	<b>1</b>	<b>1</b>	<b>17</b>
<b>NORTH AMERICA AND THE CARIBBEAN</b>										
Barbados .....	—	—	—	—	—	—	—	—	1	1
Canada .....	—	—	—	—	2	2	—	—	1	5
Guyana .....	—	—	—	—	—	—	2	—	—	2
Jamaica .....	—	—	1	—	2	1	—	—	—	4
Trinidad and Tobago..	—	—	1	—	—	—	2	1	—	4
United States of America	1	1	1	2	13	13	8	8	1	48
<b>TOTAL</b>	<b>1</b>	<b>1</b>	<b>3</b>	<b>2</b>	<b>17</b>	<b>16</b>	<b>12</b>	<b>9</b>	<b>3</b>	<b>64</b>
<b>NON-MEMBER STATES</b>										
Federal Republic of Germany .....	—	—	—	1	2	2	1	—	—	6
Republic of Korea ...	—	—	—	—	—	—	3	—	—	3
Republic of Viet-Nam .	—	—	—	—	—	1	—	—	—	1
Switzerland .....	—	—	—	1	1	—	—	1	—	3
Stateless .....	—	—	—	—	—	—	1	—	—	1
<b>TOTAL</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>2</b>	<b>3</b>	<b>3</b>	<b>5</b>	<b>1</b>	<b>—</b>	<b>14</b>
<b>GRAND TOTAL</b>	<b>10</b>	<b>10</b>	<b>26</b>	<b>36</b>	<b>93</b>	<b>168</b>	<b>168</b>	<b>59</b>	<b>36</b>	<b>606</b>

TABLE 6.\* STAFF IN POSTS WITH SPECIAL LANGUAGE REQUIREMENTS  
(BY NATIONALITY AND LEVEL)

(As of 31 August 1968)

	P-5	P-4	P-3	P-2	P-1	Total
<b>AFRICA</b>						
Morocco .....	—	—	1	—	—	1
United Arab Republic .....	—	—	1	—	—	1
TOTAL	—	—	2	—	—	2
<b>ASIA AND THE FAR EAST</b>						
Australia .....	—	—	2	—	—	2
China .....	2	19	28	4	—	53
India .....	—	—	1	—	—	1
TOTAL	2	19	31	4	—	56
<b>EASTERN EUROPE</b>						
Poland .....	—	—	1	—	—	1
Ukrainian Soviet Socialist Republic .....	—	1	3	—	—	4
Union of Soviet Socialist Republics .....	4	22	50	15	7	92
TOTAL	4	23	54	15	1	97
<b>WESTERN EUROPE</b>						
Belgium .....	—	3	3	2	—	8
Finland .....	—	1	—	—	—	1
France .....	11	30	69	25	—	135
Ireland .....	—	1	2	1	—	4
Italy .....	—	—	2	—	—	2
Spain .....	1	12	23	5	—	41
Sweden .....	—	—	—	1	—	1
United Kingdom of Great Britain and Northern Ireland .....	6	16	36	23	4	85
TOTAL	18	63	135	57	4	277
<b>LATIN AMERICA</b>						
Argentina .....	—	11	13	9	—	33
Bolivia .....	—	1	1	—	—	2
Chile .....	—	3	5	4	—	12
Colombia .....	—	1	—	1	—	2
Costa Rica .....	—	1	—	—	—	1
Cuba .....	—	—	1	—	—	1
Dominican Republic .....	—	1	1	—	—	2
Ecuador .....	—	—	1	1	—	2
Mexico .....	—	4	—	1	—	5
Paraguay .....	—	—	—	1	—	1
Peru .....	—	—	1	1	—	2
Uruguay .....	—	1	1	2	—	4
Venezuela .....	—	—	1	—	—	1
TOTAL	—	23	25	20	—	68
<b>MIDDLE EAST</b>						
Iraq .....	—	1	—	—	—	1
Israel .....	—	—	2	1	—	3
Lebanon .....	1	1	1	—	—	3
Syria .....	—	—	1	—	—	1
TOTAL	1	2	4	1	—	8
<b>NORTH AMERICA AND THE CARIBBEAN</b>						
Canada .....	—	3	2	1	—	6
Jamaica .....	—	—	—	1	—	1
United States of America .....	3	22	35	7	1	68
TOTAL	3	25	37	9	1	75

TABLE 6 (continued)

	P-5	P-4	P-3	P-2	P-1	Total
<b>NON-MEMBER STATES</b>						
Republic of Viet-Nam .....	—	—	1	—	—	1
Switzerland .....	—	2	2	2	1	8
Stateless .....	—	4	2	—	—	6
TOTAL	—	6	6	2	1	15
GRAND TOTAL	28	161	294	108	7	598

TABLE 7.\* STAFF SPECIFICALLY APPOINTED FOR MISSION SERVICE (BY NATIONALITY AND LEVEL)

(As of 31 August 1968)

	Number of staff as of 31/8/67	Under- Secretary- General	Assistant Secretary- General	D-2	D-1	P-5	P-4	P-3	P-2	P-1	Number of staff as of 31/8/68
<b>ASIA AND THE FAR EAST</b>											
India .....	2	—	—	—	—	—	—	—	—	—	—
New Zealand .....	1	—	—	—	—	—	—	—	—	—	—
Pakistan .....	1	—	—	—	—	1	—	—	—	—	1
TOTAL	4	—	—	—	—	1	—	—	—	—	1
<b>WESTERN EUROPE</b>											
Finland .....	1	—	1	—	—	—	—	—	—	—	1
France .....	3	—	—	—	—	1	—	—	—	—	1
Norway .....	1	—	1	—	—	—	—	—	—	—	1
Spain .....	1	—	—	—	1	—	1	—	—	—	2
Sweden .....	—	1	—	—	—	—	—	—	—	—	1
United Kingdom of Great Britain and Northern Ireland..	1	—	—	—	—	—	—	—	1	—	1
TOTAL	7	1	2	—	1	1	1	—	1	—	7
<b>LATIN AMERICA</b>											
Bolivia .....	—	—	1	—	—	—	—	—	—	—	1
Chile .....	1	—	1	—	—	—	—	—	—	—	1
Mexico .....	—	—	1	—	—	—	—	—	—	—	1
TOTAL	1	—	3	—	—	—	—	—	—	—	3
<b>NORTH AMERICA AND THE CARIBBEAN</b>											
United States of America .....	2	—	1	—	—	—	1	—	—	—	2
TOTAL	2	—	1	—	—	—	1	—	—	—	2
<b>NON-MEMBER STATES</b>											
Switzerland .....	2	—	—	—	—	1	—	—	—	—	1
TOTAL	2	—	—	—	—	1	—	—	—	—	1
GRAND TOTAL	16	1	6	—	1	3	2	—	1	—	14

<sup>a</sup> Includes 1 staff member from Dominica; 1 from Hong Kong; 1 from St. Vincent and 5 from Southern Rhodesia.

<sup>b</sup> Includes 2 staff members from Southern Rhodesia.

<sup>c</sup> This column takes note of resignations, retirements, completion of fixed-term appointments or separations for any other cause.

<sup>d</sup> This column takes note of such adjustments as:

(i) Staff transferred between posts with special language requirements and posts subject to geographical distribution;

(ii) Staff who have been placed on leave without pay or have returned from such leave;

(iii) Secondments and completion of secondments to the United Nations Development Programme and other United Nations bodies;

(iv) Promotion of General Service staff;

(v) Changes in nationality status.

<sup>e</sup> Staff members who have permanent residence status in the United States of America.



TABLE 8. UNDP AND UNICEF: CONTRIBUTIONS AND COMPOSITION OF STAFF (AS OF 31 AUGUST 1967 AND 1968)

Region	UNDP						UNICEF					
	1967			1968			1967			1968		
	Contri- bution Per cent	Staff		Contri- bution <sup>a</sup> Per cent	Staff		Contri- bution Per cent	Staff		Contri- bution Per cent	Staff	
	No.	Per cent	No.	Per cent	No.	Per cent	No.	Per cent	No.	Per cent	No.	Per cent
Africa .....	3.0	15	4.3	2.8	17	4.3	2.2	12	6.6	2.3	11	5.7
Asia and Far East .....	6.3	57	15.2	6.3	57	14.0	8.2	20	10.9	8.4	21	10.9
Eastern Europe .....	2.8	25	6.8	2.9	27	6.6	5.0	7	3.9	4.7	9	4.7
Western Europe .....	32.5	121	32.2	32.5	138	34.0	21.7	53	29.1	22.3	56	29.7
Latin America .....	2.3	31	8.2	2.6	33	8.1	4.3	12	6.6	2.4	8	4.2
Middle East .....	2.0	21	5.5	2.0	20	5.2	2.5	8	4.4	3.2	15	7.3
North America and Carib- bean .....	44.6	83	22.0	44.6	93	22.9	48.6	52	28.6	48.4	51	27.1
TOTAL FOR MEMBER STATES		353			385			164			171	
Non-member States .....	6.5	22	5.8	6.3	20	4.9	7.5	18	9.9	8.3	20	10.4
GRAND TOTAL	100.0	375	100.0	100.0	405	100.0	100.0	182	100.0	100.0	191	100.0

<sup>a</sup> Figures computed on the basis of currently available data.

TABLE 9. STAFF APPOINTED AS ADVISERS ON TECHNICAL CO-OPERATION PROJECTS (AS OF 31 AUGUST 1968)

Region	Special technical advisers	Inter- regional advisers	Regional advisers	Total
Africa .....	—	1	5	6
Asia and Far East .....	2	3	16	22
Eastern Europe .....	4	3	2	8
Western Europe .....	14	10	24	40
Latin America .....	3	2	13	18
Middle East .....	—	—	1	1
North America and Carib- bean .....	9	5	12	24
Non-member States .....	—	—	—	—
TOTAL	32 <sup>a</sup>	24 <sup>b</sup>	73 <sup>c</sup>	119

<sup>a</sup> Includes 3 advisers assigned to UNIDO.

<sup>b</sup> Includes 5 advisers assigned to UNIDO.

<sup>c</sup> These advisers were assigned as follows: 26 to ECA, 22 to ECAFE, 21 to ECLA and 4 to the United Nations Economic and Social Office in Beirut.

TABLE 10. WEIGHTED<sup>a</sup> GEOGRAPHICAL DISTRIBUTION OF 2,000 POSTS AND ACTUAL STAFF POSITION AS OF 31 AUGUST 1968

(In points)

Region and nationality	Desirable range	Actual staff position
AFRICA		
Algeria .....	38-98	60.8
Botswana .....	23-89	—
Burundi .....	23-89	6.9
Cameroon .....	23-89	43.4
Central African Republic .....	23-89	—
Chad .....	23-89	—
Congo (Brazzaville) .....	23-89	27.2
Congo (Democratic Republic of)	26-91	60.9
Dahomey .....	23-89	85.8
Ethiopia .....	23-89	149.5

TABLE 10. (continued)

Region and nationality	Desirable range	Actual staff position
AFRICA (continued)		
Gabon .....	23-89	9.0
Gambia .....	23-89	6.9
Ghana .....	33-95	195.0
Guinea .....	23-89	9.0
Ivory Coast .....	23-89	—
Kenya .....	23-89	59.3
Lesotho .....	23-89	—
Liberia .....	23-89	25.1
Libya .....	23-89	18.2
Madagascar .....	23-89	51.2
Malawi .....	23-89	9.0
Mali .....	23-89	34.8
Mauritania .....	23-89	13.9
Mauritius .....	23-89	13.8
Morocco .....	38-98	70.4
Niger .....	23-89	33.5
Nigeria .....	47-104	174.1
Rwanda .....	23-89	—
Senegal .....	23-89	101.2
Sierra Leone .....	23-89	71.0
Somalia .....	23-89	38.5
South Africa .....	137-162	166.1
Sudan .....	26-91	86.6
Togo .....	23-89	65.5
Tunisia .....	23-89	79.4
Uganda .....	23-89	82.5
United Arab Republic .....	61-114	395.8
United Republic of Tanzania .....	23-89	88.0
Upper Volta .....	23-89	31.3
Zambia .....	23-89	22.8
REGIONAL TOTAL	1,142-3,701	2,386.4
Population reserve .....	153-153	—
GRAND TOTAL	1,295-3,854	2,386.4

TABLE 10. (continued)

<i>Region and nationality</i>	<i>Desirable range</i>	<i>Actual staff position</i>
<b>ASIA AND THE FAR EAST</b>		
Australia .....	374-312	414.7
Burma .....	28-92	177.8
Cambodia .....	23-89	38.5
Ceylon .....	28-92	184.9
China .....	958-687	741.8
India .....	426-345	1,037.2
Indonesia .....	94-135	214.7
Japan .....	906-653	412.8
Laos .....	23-89	24.9
Malaysia .....	40-100	38.5
Maldivé Islands .....	23-89	—
Mongolia .....	23-89	—
Nepal .....	23-89	68.1
New Zealand .....	99-138	209.7
Pakistan .....	101-139	238.5
Philippines .....	94-135	189.4
Singapore .....	26-91	6.9
Thailand .....	45-103	187.1
REGIONAL TOTAL	3,334-3,467	4,185.5
Population reserve .....	1,140-1,140	—
GRAND TOTAL	4,474-4,607	4,185.5
<b>EASTERN EUROPE</b>		
Albania .....	23-89	—
Bulgaria .....	56-110	65.8
Byelorussian Soviet Socialist Republic .....	135-160	64.3
Czechoslovakia .....	232-222	501.4
Hungary .....	137-162	128.1
Poland .....	362-305	396.9
Romania .....	99-138	110.7
Ukrainian Soviet Socialist Republic .....	471-374	182.8
Union of Soviet Socialist Republics .....	3,468-2,288	1,631.1
Yugoslavia .....	109-144	302.2
REGIONAL TOTAL	5,092-3,992	3,383.3
Population reserve .....	70-70	—
GRAND TOTAL	5,162-4,062	3,383.3
<b>WESTERN EUROPE</b>		
Austria .....	149-169	203.6
Belgium .....	274-249	262.1
Denmark .....	161-177	151.6
Finland .....	130-157	134.8
France .....	1,432-989	1,592.7
Greece .....	83-127	186.5
Iceland .....	23-89	13.9
Ireland .....	54-109	70.3
Italy .....	778-571	422.9
Luxembourg .....	26-91	34.2
Malta .....	23-89	27.0
Netherlands .....	288-258	337.6
Norway .....	116-148	222.2
Portugal .....	52-107	38.5
Spain .....	232-222	226.5
Sweden .....	310-272	286.9
United Kingdom of Great Britain and Northern Ireland .....	1,578-1,082	1,917.7
REGIONAL TOTAL	5,709-4,906	6,129.0
Population reserve .....	70-70	—
GRAND TOTAL	5,779-4,976	6,129.0

TABLE 10. (continued)

<i>Region and nationality</i>	<i>Desirable range</i>	<i>Actual staff position</i>
<b>LATIN AMERICA</b>		
Argentina .....	234-223	354.8
Bolivia .....	23-89	97.3
Brazil .....	225-217	195.9
Chile .....	68-118	250.8
Colombia .....	61-114	214.0
Costa Rica .....	23-89	67.8
Cuba .....	59-112	56.5
Dominican Republic .....	23-89	31.6
Ecuador .....	23-89	161.1
El Salvador .....	23-89	42.9
Guatemala .....	26-91	44.8
Haiti .....	23-89	116.2
Honduras .....	23-89	—
Mexico .....	220-214	176.4
Nicaragua .....	23-89	45.2
Panama .....	23-89	46.7
Paraguay .....	23-89	62.9
Peru .....	38-98	105.2
Uruguay .....	35-97	129.0
Venezuela .....	120-151	36.5
REGIONAL TOTAL	1,316-2,325	2,235.6
Population reserve .....	264-264	—
GRAND TOTAL	1,580-2,589	2,235.6
<b>MIDDLE EAST</b>		
Afghanistan .....	23-89	35.6
Cyprus .....	23-89	64.7
Iran .....	66-117	78.4
Iraq .....	30-94	119.7
Israel .....	61-114	114.4
Jordan .....	23-89	115.6
Kuwait .....	30-94	—
Lebanon .....	26-91	114.7
Saudi Arabia .....	26-91	28.7
Southern Yemen .....	23-89	—
Syria .....	23-89	166.9
Turkey .....	97-136	194.1
Yemen .....	23-89	33.9
REGIONAL TOTAL	474-1,271	1,066.7
Population reserve .....	111-111	—
GRAND TOTAL	585-1,382	1,066.7
<b>NORTH AMERICA AND THE CARIBBEAN</b>		
Barbados .....	23-89	18.2
Canada .....	729-538	557.9
Guyana .....	23-89	38.5
Jamaica .....	26-91	159.3
Trinidad and Tobago .....	23-89	129.8
United States of America .....	7,481-4,852	4,819.7
REGIONAL TOTAL	8,305-5,748	5,723.4
Population reserve .....	0-0	—
GRAND TOTAL	8,305-5,748	5,723.4

<sup>a</sup> Weighted by starting salary (P-1—6.9; P-2—9.0; P-3—11.3; P-4—13.9; P-5—17.4; D-1—20.0; D-2—24.0; Assistant Secretary-General—30.0; Under-Secretary-General—33.5) and based on the following percentage distribution of posts by level P-1—3.0; P-2—19.5; P-3—24.3; P-4—25.7; P-5—16.6; D-1—6.8; D-2—3.0; Assistant Secretary General—0.6; Under Secretary-General—0.5.

DOCUMENT A/7386\*

Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[10 December 1968]

I. LANGUAGE TRAINING PROGRAMME

1. The Advisory Committee on Administrative and Budgetary Questions has considered the administrative and budgetary implications of the introduction of an accelerated language instruction programme in 1969 as set out in paragraphs 61 to 68 of the report of the Secretary-General on personnel questions (A/7334).

2. The Advisory Committee noted that the Secretary-General's recommendations are designed to meet the invitation extended to him in operative paragraph 3 b) of General Assembly resolution 2359 B (XXII) to take the necessary steps to ensure the early introduction of such a programme.

3. In paragraph 94 (h) of his report, the Secretary-General recommends that the proposed expanded language training programme should be put into effect in 1969. The details of the proposed programme are as follows:

[For the text quoted from the Secretary-General's report, see paragraphs 49, 50 and 51 of document A/7334 above.]

4. The Secretary-General indicates that the expansion of the language training programme would require an increase in the teaching personnel, alteration and improvement of the premises to be used as classrooms, acquisition of equipment for the classrooms and strengthening of the administrative unit responsible for the training programme.

5. The cost of improvements to the physical facilities and equipment is estimated by the Secretary-General at \$85,200, as follows:

	<i>United States dollars</i>
Section 7	
Improvement of facilities on the 39th floor of the Secretariat Building . . . . .	29,700
Section 8	
Equipment for eleven additional classrooms . . . .	5,500
Section 9	
Estimated cost of relocating certain services in premises outside to provide additional space for language training in the Secretariat building . .	50,000
TOTAL	85,200

6. In its report (A/7340)<sup>8</sup> on language training facilities the Advisory Committee has given its concurrence to the proposed expenditure of \$29,700 under section 7. Similarly, the additional requirements under section 9 referred to above were taken into consideration by the Advisory Committee in its report (A/7341)<sup>8</sup> on Headquarters accommodation and the rental of outside office space.

7. As regards full-time staff requirements at Headquarters, the Secretary-General indicates that there will be need to expand the administrative unit by 2 senior Professional posts (1 D-1 and 1 P-5) and 4

General Service posts (2 of them G-5) and to engage 7 full-time teachers at an estimated total cost, on an annual basis, of \$228,600 in salaries and common staff costs.

8. The extra administrative costs and teachers' salaries for eight months in 1969 are estimated by the Secretary-General at \$189,000 for a total of 200 students in the accelerated classes and 40 students attending the intensive instruction programme. Additionally, the Secretary-General proposes that an amount of \$45,000 should be allocated for outside instruction of "a limited number of officers in designated positions" who, while on special leave with pay from the United Nations, would be authorized to attend courses at universities or language institutes located in an environment where the language is spoken.

9. The total cost of the expanded language training programme at and away from Headquarters, including the cost of the administrative unit, enlarged as proposed by the Secretary-General, and the emoluments of the full-time and part-time teachers, are estimated by the Secretary-General at \$558,600 on a full-year basis.

10. In the Advisory Committee's opinion the Secretary-General's request must be viewed against the present strength and workload of the Examinations and Training Section. This Section now consists of 9 posts—3 Professional, and 6 General Service—and its chief has the grade P-4. The Section forms part of Staff Services, which is headed by an official graded D-1. The language training programme at Headquarters to be managed by this staff in 1969, as described by the Secretary-General in his initial budget estimates for the financial year 1969<sup>9</sup> consists of 6,075 hours of instruction for the regular programme, 330 hours of instruction for conversation classes and 2,000 hours of instruction (20 courses) for accelerated language classes, i.e. a total of 8,405 hours. Teachers' salaries for these three programmes at Headquarters were estimated by the Secretary-General at some \$102,000 for the actual classes, or some \$110,000 including the cost of tests and examinations.

11. The Advisory Committee was informed that, over and above the 8,045 hours of instruction provided for in the budget estimates for 1969, the expanded programme would provide, on a full-year basis, a further total of 9,040 hours of instruction consisting of 2,300 hours of accelerated classes and 6,740 hours of intensive classes.

12. While the Advisory Committee welcomes the proposed increase in the language training programmes, it has reservations on the magnitude of the requested additions to the administrative unit, and on the proposed regrading of the post of the Chief of the Examination and Training Section to D-1. The relationship of administrative costs to the volume of language training programmes at Headquarters is shown in the following table:

\* Incorporating A/7386/Corr.1, dated 12 December 1968.  
<sup>8</sup> See *Official Records of the General Assembly, Twenty-third Session, Annexes*, agenda item 74.

<sup>9</sup> *Ibid.*, *Twenty-third Session, Supplement No. 5*, paras. 4.40 to 4.44.

	1966 (actual)	1967 (actual)	1968 (estimate)	1969 (estimate)	1970 (projection)
<b>A. Administrative unit</b>					
(i) Number of staff:					
Professional . . . .	1	2	3	5	5
General Service . .	5	5	6	10	10
TOTAL	6	7	9	15	15
(ii) Cost of administrative unit . . . . .					
	61,500	73,100	107,000	184,100	204,300
<b>B. Teaching staff at Headquarters</b>					
Emoluments of:					
Full-time teachers . .	—	—	—	90,800	127,300
Part-time teachers . .	55,631	64,563	94,680	128,000	128,000
	55,631	64,563	94,680	218,800	255,300
<b>C. Total staff costs at Headquarters . . . . .</b>					
	117,131	137,663	201,680	402,900	459,600
<b>D. Training programme at Headquarters<sup>a</sup></b>					
Regular and accelerated programme:					
Number of courses . . . .		148	159	189	189
Number of hours of instruction . . . . .		6,456	7,940	10,652	10,652
Intensive programme (number of hours) . .		—	—	4,493	6,740
TOTAL (number of hours of instruction) . . . . .		6,456	7,940	15,145	17,392

<sup>a</sup> Five hundred and eight staff members (137 Professional and 371 General Service) completed their courses of instruction in the fall term of 1967 and 726 staff members (269 Professional and 457 General Service) completed their courses in the spring and summer terms of 1968.

13. The Advisory Committee gathers from the report of the Secretary-General (A/7334, paras. 66 and 67) that the expanded programme at Headquarters can be put into effect on 1 May 1969 at the earliest. The Committee assumes that the strengthening of the administrative unit and the engagement of teaching staff will be phased to reflect the expected build-up in enrolment in the language courses.

14. The Advisory Committee has been informed that although the Secretary-General has not requested any additional funds for temporary assistance to compensate for the estimated 7,200 man-days (387 man-months) which staff will spend attending the expanded accelerated and intensive courses, such requests at a later stage cannot be ruled out. On the other hand, the Advisory Committee is of course aware that the short-term decline in output as a result of attendance at language classes should be weighed against the increased versatility and productivity of staff who have acquired a second language.

15. As regards the established offices away from Headquarters, the Advisory Committee understands that their additional requirements for accelerated and intensive courses will be included in the budget estimates for 1970. Language courses are now available at the United Nations Office at Geneva, at Vienna for UNIDO, and at the headquarters of ECAFE, ECLA and ECA. The total budget appropriation in 1968 for language courses at established offices away from Headquarters amounted to \$41,000.

16. The Advisory Committee has already reported to the Fifth Committee on the Secretary-General's requests under sections 7 and 9. As regards the additional requirements under sections 3, 4 and 8, the Advisory Committee would recommend that, in the event of the approval by the Fifth Committee of the Secretary-General's proposals for expanding the language training programme, the following additional appropriations would be required for 1969:

	United States dollar
Section 3 . . . . .	117,600
Section 4 . . . . .	116,400
Section 8 . . . . .	5,500
TOTAL	239,500

## II. THE QUESTION OF INCLUDING RUSSIAN AMONG THE WORKING LANGUAGES OF THE UNITED NATIONS

17. At its 1642nd plenary meeting, on 19 December 1967, the General Assembly decided, without objection to take note of the following request, which was incorporated in the report of the Fifth Committee on personnel questions:

"Taking note that in practice the distinction between the working languages and the other official languages in the organs of the United Nations has been steadily diminishing, the Fifth Committee re-

quests the Secretary-General to study the questions connected with the inclusion of Russian among the working languages of the United Nations organs with the exception, at the present stage, of the Secretariat and the International Court of Justice, and report to the General Assembly at its twenty-third session."<sup>10</sup>

18. The Advisory Committee has analysed the report (A/7334, paras. 69 to 87) submitted by the Secretary-General in response to that request. The Committee notes that, in the Secretary-General's opinion, the request of the Fifth Committee must be interpreted, in terms of administration, to mean provision of essentially the same services in Russian as are now provided in English and French, since it is contemplated that Russian should be used as a working language of four of the principal organs of the United Nations which, in effect, determines the scope of the services required.

19. The use of Russian as a working language would not involve any additional expenses for interpretation since interpretation from and into Russian is already provided in all organs which have Russian as one of its official languages.

20. As regards verbatim records—which constitute the official records of the plenary meetings of the General Assembly, meetings of the First Committee, and meetings of the Security Council—the use of Russian as a working language would make it necessary to provide for one full team of Russian verbatim reporters and typists on a permanent basis—as against the half-team now employed—plus two full teams on a temporary basis during the General Assembly.

21. Summary records in Russian are now provided—only in final form—for the Main Committees of the General Assembly—other than the First Committee—; his is done by translation. No provisional summary records are translated into Russian and no summary records are drafted in Russian. If Russian becomes a working language, provision will have to be made for the issuance of summary records in Russian in both provisional and final form for all the bodies receiving summary records at Headquarters, at Geneva and for UNIDO in Vienna.

22. As regards documentation, a substantial portion is already translated into Russian. The Secretary-General estimates that the use of Russian as a working language would impose an additional translation workload of some 19,100 pages a year, distributed as follows:

Headquarters

12,000 pages (6,000 pages of summary records and 6,000 pages of documentation);

Geneva

4,000 pages (summary records and documentation);

UNIDO

3,100 pages (1,600 pages of pre-session documentation for the Industrial Development Board, and 1,500 pages of in-session documentation, including summary records).

23. The Secretary-General estimates that the additional staff requirements at Headquarters, Geneva and Vienna would be as follows:

(a) *Conference Services*

- 3 verbatim reporters and 9 typists on a full-year basis;
- 16 additional verbatim reporters and 18 typists for the duration of the General Assembly;
- 12 revisers;
- 4 précis-writers;
- 21 translators;
- 6 reference clerks;
- 29 typists;
- 8 editors;
- 1 editorial assistant;
- 2 clerks.

(b) *Library Services (Headquarters)*

- 3 lexicographers;
- 1 reviser;
- 3 analysts;
- 3 keypunch operators.

24. The budgetary implications, on the basis of the currently approved salary levels and present servicing arrangements, of a decision to include Russian as a working language are estimated by the Secretary-General at some \$1,680,600 for the first full year of implementation, as follows:

	<i>United States dollars</i>
Headquarters . . . . .	1,304,100
Geneva (including UNCTAD) . . . . .	205,000
UNIDO . . . . .	171,500
TOTAL	1,680,600

25. The total cost of Russian-language services at Headquarters would thus amount to \$3,613,100, as against the present estimate for 1969 in the amount of \$2,309,000.

26. The Advisory Committee notes that, as regards the question of including Russian among the working languages of the United Nations principal organs other than the International Court of Justice and the Secretariat, the Secretary-General believes that, subject to the provision of the necessary resources and space, the administrative problems relating to this question could be solved within a reasonably short period; and that the issue comes down to an increase in the number of language staff required for the purpose and in providing them with the necessary accommodation. In practical terms, it would be necessary to train Russian précis-writers, to improve the linguistic range of Russian translators—most of whom are now equipped to translate only from English into Russian—and to increase the number of staff in the other translation sections capable of translating from Russian into their respective mother tongues.

27. The additional amount of \$1,304,100 which would be required at Headquarters if the General Assembly decided to include Russian among the working languages of four of the main organs of the United Nations would be apportioned as follows:

<sup>10</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 82, document A/7001, paras. 38 and 43.

	<i>United States dollars</i>		<i>United States dollars</i>
General Assembly:		Verbatim records . . . . .	159,100 159,100
Documentation and summary records	320,000	Economic and Social Council:	
Verbatim records (plenary meetings, First Committee, Special Political Committee) . . . . .	133,000 453,000	Documentation and summary records	630,00
		Trusteeship Council:	
Security Council:		Documentation and summary records	62,00
Documentation . . . . .	nil		
		TOTAL	1,304,10

## DOCUMENT A/C.5/1205

### Administrative and financial implications of the draft resolution contained in document A/C.5/L.963

#### Note by the Secretary-General

*[Original text: English  
[11 December 1968]*

1. Operative paragraph 1 (a) of the draft resolution A/C.5/L.963 provides that from 1 January 1970 the acceptable minimum requirement at the moment of recruitment will be either ability to use one of the working languages of the Secretariat, or ability to use one of the working languages of a United Nations organ, in the case of staff members recruited for one of the sections of the Secretariat working for that organ.

2. It is estimated that in 1970 approximately 30 new staff members with a knowledge of only one such language will be appointed. The appointment of such monolingual staff to the Secretariat would give rise to a need for intensive training of this staff during the first months of their service, recourse to the translation of internal memoranda and communications until all of the staff in the Secretariat becomes bilingual, and to a greater use of bilingual stenographers and secretaries.

3. As regards the more intensive language training, plans have already been made and the related budgetary provisions sought for 1969 for these purposes at Headquarters. The requirements of the overseas offices in this regard would have to be studied further during the course of next year.

4. Provision of some added facility for internal communication in regard to correspondence on a day-to-day basis within the Secretariat might be met by outposting to major departments, at least for an interim period, additional staff who could work in the capacity of translators and/or interpreters for this purpose. It is tentatively estimated that 15 such staff might be needed, at least in the initial period. The annual cost of this staff, including salaries and common staff costs, would amount to some \$310,000.

5. Finally, the greater use of bilingual secretaries would involve the replacement of some 100 monolingual secretaries by an equivalent number of bilingual staff. The replacement costs covering initial travel on appointment, installation and removal of household effects, and other related allowances such as non-resident's allowance and contribution to the United Nations Joint Staff Pension Fund, to effect this change would amount to some \$150,000.

6. Under operative paragraph 1 (b) (i) the draft resolution would require that from 1 January 1972 all promotion from one grade to another, from P-1 to

D-2 inclusive, for staff in the professional category subject to geographical distribution, be conditioned upon adequate and confirmed knowledge of a second language. It is difficult to estimate the effect which an absolute condition of bilinguality for promotion may have on staff recruitment and retention. It may, however, be noted on the basis of past experience that establishment of additional linguistic requirements for appointment to the Secretariat tends to increase the difficulty of finding qualified candidates. Accordingly it might be reasonable to expect under such condition that the costs of recruitment generally might tend also to increase.

7. Operative paragraph 1 (b) (ii) of the draft resolution states that from 1 January 1972 adequate and confirmed knowledge of a second language will permit more rapid passage through the steps within each grade, from P-1 to D-2 inclusive, for the same staff. In this case, the interval between steps will be 10 months instead of 12. A reduction by the same proportion will be applied to grades where the interval between each step is at present more than 12 months. It is provisionally estimated that by 1 January 1972 there will be 1,700 staff who would qualify for this shorter period for the accelerated increment. However from this total it is estimated that some 300 would be excluded since they would have already reached the highest step of their grade. Accordingly, there would remain some 1,400 staff who might qualify for the shorter incremental period. The additional annual cost of granting in 1972 increments to this number of staff for the shorter period concerned is estimated at \$140,000.

8. Operative paragraph 3 of the draft resolution decides that the second language, knowledge of which will be confirmed by the award of the language proficiency certificate, shall be one of the official languages listed in rule 51 of the rules of procedure of the General Assembly. The financial implications, as given in the Secretary-General's report on personnel questions (A/7334) are based on the three working languages mentioned in that rule. The addition of Chinese and Russian would require a limited expansion in the planned language training programme at Headquarters. It is felt, therefore, that it may prove necessary to increase the number of teachers i.e. seven, proposed for the expanded programme by one additional teacher at

the P-2 level in order to meet these further requirements at an additional cost in the initial year 1969 of \$12,500.

9. Accordingly, should draft resolution A/C.5/L.963, be adopted, the Secretary-General would tentatively estimate the financial consequences of the implementation of its provisions as follows:

<i>Financial year</i>	<i>United States dollars</i>
1969 .....	12,500
Distributed over:	
Section 3 .....	8,500
Section 4 .....	4,000
1970 .....	460,000
1972 .....	140,000

**DOCUMENT A/C.5/L.970**

**Administrative and financial implications of the inclusion of Spanish among the working languages of the Security Council\***

**Note by the Secretary-General**

[Original text: English]  
[12 December 1968]

In response to the request for information as to the additional costs which would arise in the event that Spanish should be included among the working languages of the Security Council, it is noted that all documents other than meeting records for the Security Council are produced in Spanish on a current basis under present arrangements. Thus, the additional costs would relate solely to the provision of full verbatim records of the Council in Spanish and would require an addition of 8 verbatim reporters and 9 typists to the staff of the Secretariat. The estimated cost in the first full year of implementation would be some \$240,200 including salaries and common staff costs.

\* The representative of Chile requested the information in question at the 1283rd meeting of the Fifth Committee, on 12 December 1968.

**DOCUMENT A/C.5/L.972**

**Administrative and financial implications of the draft resolutions contained in documents A/C.5/L.962/Rev.1 and A/C.5/L.969**

**Note by the Secretary-General**

[Original text: English]  
[12 December 1968]

1. The revised draft resolution (A/C.5/L.962/Rev. 1) submitted by the Union of Soviet Socialist Republics would provide for the inclusion of Russian among the working languages of the principal United Nations organs, with the exception, at this stage, of the Secretariat and the International Court of Justice. Accordingly, the financial implications, should this draft resolution be adopted, would be as indicated by the Secretary-General in paragraph 86 of his report on the composition of the Secretariat (A/7334). The total cost, as shown in that paragraph, on a full-year basis, amounts to approximately \$1,680,600. Of this amount \$1,304,100 would relate to Headquarters, \$205,000 to Geneva, including UNCTAD, and \$171,500 to UNIDO.

2. The suggestion put forward by the representative of the United Arab Republic at the 1283rd meeting of the Fifth Committee (see A/C.5/L.969), to the effect that Russian should be included among the working languages of the General Assembly and the Security Council would, if approved, limit the additional expenditures involved for the first full year of implementation to those shown for the two organs in paragraph

27 of the report of the Advisory Committee on Administrative and Budgetary Questions (A/7386), that is:

	<i>General Assembly</i>	<i>Security Council</i>	<i>Total</i>
	<i>United States dollars</i>		
Verbatim records . . .	133,000	159,100	292,100
Documentation and summary records . . .	320,000	—	320,000
TOTAL	453,000	159,100	612,100

It is noted that the figure for documentation and summary records includes provision for the subsidiary bodies of the General Assembly, such as the various *ad hoc* and special committees. If the intent of the suggestion is that Russian be used as a working language solely during regular sessions of the General Assembly, that is for plenary meetings and meetings of Main Committees, the General Committee and the Credentials Committee, then the figure of \$320,000 for documentation and summary records would be reduced to \$50,000 since the major portion of documentation required for these meetings is already produced in Russian. The total of \$612,000 shown above would thus be reduced to \$342,100.

## DOCUMENT A/C.5/L.976

## Administrative and financial implications of the proposal contained in document A/C.5/L.973

## Note by the Secretary-General

[Original text: English  
[16 December 1968]

1. If adopted, the amendments (A/C.5/L.973) submitted by China to the revised draft resolution (A/C.5/L.962/Rev.2) of the Union of Soviet Socialist Republics would eliminate distinctions between the official and working languages of the General Assembly and the Security Council.

2. English, French and Spanish are already used as working languages of the General Assembly and English and French as working languages of the Security Council. Accordingly, it would be necessary to include Russian and Chinese as working languages of the General Assembly and Spanish, Russian and Chinese as working languages of the Security Council.

3. In so far as the Russian and Spanish languages are concerned, the estimate of additional cost of including these two languages as working languages of the General Assembly and the Security Council are contained in the statements provided by the Secretary-General in documents A/C.5/L.970 and A/C.5/L.972.

4. The additional costs would arise if Chinese were also included as a working language of the General Assembly and the Security Council.

5. The estimates provide, on a full year basis, for 9 additional verbatim reporters and 9 calligraphers to produce a full verbatim record of the meetings of the Security Council. They also cover the cost of 18 addi-

tional verbatim reporters and 18 calligraphers for 1 weeks during the regular session of the General Assembly to produce a full verbatim record of the plenary meetings and First Committee meetings. As regard documentation and summary records, the estimate relate exclusively to the requirements of the plenary Assembly, all main committees, the General and the Credentials Committee of the Assembly. Although the summary records of these meetings and much of the present related documentation is already translated and eventually distributed in the Chinese language, it would, under the amendments proposed, be necessary to undertake such tasks much more rapidly and to issue these records and all related documentation during the session. Accordingly, it would be necessary to add some 15 translators, 7 revisers and 10 calligraphers to the present staff for a period of 10 weeks at the regular session of the General Assembly to meet these new requirements.

	General Assembly	Security Council	Total
		United States dollars	
Verbatim records . . . .	106,800	261,200	368,000
Documentation and summary records . . . . .	80,000	—	80,000
TOTAL	186,800	261,200	448,000

## DOCUMENT A/L.564

## Chile, Equatorial Guinea, Peru, Philippines and Spain: amendments to draft resolution I submitted by the Fifth Committee in document A/7472

[Original text: Spanish]  
[20 December 1968]

1. Delete the second preambular paragraph, beginning with the phrase "and, in particular, chapter IV".

2. Replace operative paragraph 2 by the following:

"2. *Considers* it desirable to include Russian and Spanish among the working languages of the Security Council."

## (b) Other personnel questions

## DOCUMENT A/C.5/1170\*

## Report of the Secretary-General

[Original text: English]  
[16 October 1968]

## EDUCATION GRANT

1. Under conditions laid down in the Staff Rules, established in implementation of staff regulation 3.2

\* Incorporating document A/C.5/1170/Corr.1, dated 28 October 1968.

of the Staff Regulations, expatriated officials of the United Nations who incur expenses in the education of their children are at present entitled to an education grant equal to 75 per cent of defined costs of boarding and tuition, subject to a maximum of \$700. Where the child is obliged to live away from home, but the school



does not provide boarding, the grant includes \$400 towards boarding costs and 75 per cent of tuition costs, up to a total maximum of \$700 for both payments.

2. The existing maximum amount of the education grant was approved by the General Assembly in its resolution 2121 (XX) of 21 December 1965. The Secretary-General, in agreement with his colleagues

ACC had proposed<sup>11</sup> to the General Assembly on that occasion that the maximum should be raised from \$500<sup>12</sup> to \$1,000 and the boarding grant from \$400 to \$500. The Advisory Committee on Administrative and Budgetary Questions had recommended<sup>13</sup> an increase to \$700 on the grounds that since 1961 costs at the United Nations International School in New York had increased by approximately \$100,<sup>14</sup> but it felt that any further action should be dependent on a review of the whole system of the education grant by the International Civil Service Advisory Board. ICSAB had, in 1965, already decided to review the salary system for the Professional and higher categories.

3. The Board's review occupied part of its fourteenth and fifteenth sessions, held in 1966 and 1967 respectively. Provisional conclusions in 1967 were stated against an extensive analysis, prepared at the Board's request by its Secretary, of actual education expenditure of staff members and were modified in consequence. In its final report on the subject,<sup>15</sup> which is reproduced in the annex to this report, the Board recommends the following changes in the conditions of the grant:

(a) The maximum of the grant should be raised from \$700 to \$1,000, subject to the existing limitation of 75 per cent of costs, if this is lower than the maximum;<sup>16</sup>

(b) The flat rate boarding grant should be raised from \$400 to \$500;

(c) The present age limit of twenty-one, which is subject to extension if education is interrupted for at least one year by illness or military service, should be replaced by a more flexible condition under which the grant would be payable for a period of post-secondary education not exceeding four years of full-time attendance at a university or its equivalent, provided that:

(i) Such attendance follows the secondary education within the shortest practicable time (the Board cites a number of valid reasons for interruption of education, in addition to those now recognized); and

(ii) The grant ceases when the student obtains a recognized university degree, if that occurs before the end of the four years.

<sup>11</sup> *Ibid.*, Twentieth Session, Annexes, agenda item 84, document A/6537, para. 5.

<sup>12</sup> In 1961, the maximum was established at \$600, after a proposal by ACC to raise it to \$800.

<sup>13</sup> *Official Records of the General Assembly, Twentieth Session, Annexes*, agenda item 84, document A/6102/Rev.1, para. 7.

<sup>14</sup> Average tuition costs at the United Nations International School had increased from \$900 in 1961 to \$1,030 in 1965.

<sup>15</sup> The Board now issues only one report for each session, covering all the subjects with which it deals at that session. For convenience, the annex extracts the whole of the text on the question of the education grant.

<sup>16</sup> Only those staff members whose expenses per child exceed \$1,333 would obtain the full benefit of the increased maximum.

4. The Secretary-General and his colleagues in ACC believe that the analysis in the Board's report of the costs actually incurred in over 8,000 cases fully justifies the recommendations. The importance of the education grant in the United Nations system of remuneration has long been recognized. An inquiry made by the Administrator of UNDP shows that problems over their children's education are among the most serious faced by staff serving in field duty stations; an improvement in the financial conditions of the grant can at best only partly alleviate the difficulties, but without such improvement recruitment and retention of experts will clearly not be made easier. Staff in established offices have fewer problems in finding suitable schools for their children, but their financial problems are frequently as serious as those of staff in field areas. Moreover, with the grant at its present level, international schools at New York and Geneva have difficulty in setting their fees at an economic level.

5. ACC welcomes and accepts the Board's recommendations. It notes, in particular the recommendation in paragraph 3 (c) above regarding the period of payment of the grant at the university level. ACC suggested in 1966 that the age limit should be restored from twenty-one to twenty-two, at which it was originally fixed in 1946. The alternative suggested by the Board seems more equitable and better designed to overcome the difficulties which arise because of varying educational practices in different countries.

6. The Secretary-General wishes at the same time to draw attention to the fact that the analysis of costs referred to in paragraph 3 relates to the scholastic year 1966-1967. In the light of the movement of education costs over the last few years,<sup>17</sup> he believes that there is need to find some relatively simple method by which the maximum of the grant could be adjusted periodically, without recourse to extensive reviews. He intends, therefore, in agreement with ACC, to study the matter further and to seek the advice of ICSAB on it before submitting it to the General Assembly.

7. The Secretary-General accordingly commends the Board's recommendations to the General Assembly for its approval. The proposed changes in the conditions of payment of the education grant, which would be applied as from the scholastic year 1968-1969, would entail estimated additional costs in 1969 of \$158,000. Should the General Assembly approve these proposals, the Secretary-General would seek an additional credit for this amount for distribution among the relevant budget sections as follows:

<i>Section</i>	<i>United States dollars</i>
4. Common staff costs . . . . .	119,000
17. Special missions . . . . .	12,400
18. Office of the United Nations High Commissioner for Refugees . . . . .	2,200
20. United Nations Conference on Trade and Development . . . . .	9,200
21. United Nations Industrial Development Organization . . . . .	15,200
	-----
TOTAL	158,000

<sup>17</sup> At the United Nations International School in New York, for instance, the fees in senior classes have risen from \$1,200-\$1,250 in 1965 to \$1,400-\$1,450 in 1968.

## AMENDMENTS TO THE STAFF REGULATIONS

(a) *Salary and allowances—Under-Secretaries-General and Assistant Secretaries-General**Annex I, paragraph 1*

8. By resolution 2369 (XXII) of 19 December 1967, the General Assembly took note of the proposals of the Secretary-General for the reorganization of the top echelon in the Secretariat<sup>18</sup> and decided that, with effect from 1 January 1968, the relevant staff regulations should be amended to reflect the introduction of the two senior levels of Under-Secretary-General and Assistant Secretary-General in place of the former single level of Under-Secretary.

9. In addition to the establishment of the two senior levels, the Secretary-General had proposed that the post of the Administrator of the United Nations Development Programme should be equated to that of the head of a major specialized agency. Following adoption of the above-mentioned resolution, the Secretary-General, in a letter dated 11 January 1968 to the President of the Governing Council of UNDP, proposed the implementation of the arrangements concerning the Administrator and the other senior officials of UNDP as envisaged in his note<sup>18</sup> to the General Assembly.

10. At its fifth session, held from 9 to 29 January 1968, the Governing Council of UNDP endorsed the Secretary-General's proposal for implementation with effect from 1 January 1968.<sup>19</sup>

11. The Secretary-General therefore proposes that annex I, paragraph 1, of the Staff Regulations should be amended, with effect from 1 January 1968, to read as follows (additions are in italics and deletions placed in brackets) :

“An Under-Secretary-General shall receive a salary of \$US33,500 per year [and], an Assistant Secretary-General shall receive a salary of \$US30,000 per year and *the Administrator of the United Nations Development Programme shall receive a salary equal to that of the executive head of a major specialized agency*, subject to the staff assessment plan provided in staff regulation 3.3 and to post adjustments wherever applied [, and]. If otherwise eligible, *they shall receive the allowances which are available to staff members generally.*”

(b) *Salary and allowances—Directors, Principal Officers and Professional category**Annex I, paragraph 3*

12. Under authority originally provided in the terms of reference of the Executive Chairman of the Technical Assistance Board,<sup>20</sup> resident representatives of TAB were paid a representation allowance up to a maximum of \$1,500 a year. The budgetary provisions for the purpose were first reviewed by the Technical Assistance Board, from 1956 by the Technical Assistance Committee of the Economic and Social Council and from 1957 also by the Advisory Committee on Administrative and Budgetary Questions. With the consolidation, effective 1 January 1966, of the Ex-

panded Programme of Technical Assistance and the United Nations Special Fund into the United Nations Development Programme, authority to approve representation allowances to the heads of UNDP field offices, up to a maximum total amount of such payments as determined in the budget, was vested in the Administrator of UNDP.

13. The Board of Auditors, in its report<sup>21</sup> to the General Assembly at its twenty-first session on the financial report and accounts of TAB for the year 1965, referred to the representation allowance payable to resident representatives and raised the question of the authority for such payments in relation to the provision of paragraph 3 of annex I to the Staff Regulations. The Board noted that under this provision the additional payments which the Secretary-General was authorized to make applied only to directors, required specific justification and were subject to a maximum of \$1,000 a year for any one official, whereas the representation allowance for resident representatives was payable in some cases to officials in the Principal Officer or Professional category and exceeded the prescribed maximum.

14. The matter was raised in the course of the Fifth Committee's discussion of the reports of the Board of Auditors on 3 October 1966.<sup>22</sup> In reply to comments made by members of the Committee, the representative of the Secretary-General assured the Committee that the recommendations of the Board of Auditors would be fully taken into account and that the question of representation allowances for resident representatives would be settled upon completion of talks being held between the Secretary-General and the Administrator of UNDP.

15. On the basis of an examination of the administrative and legal issues involved in the question, the Secretary-General believes that the purpose envisaged in the original arrangements for compensating heads of technical assistance field offices in respect of their representational functions can now be met by bringing the provision of paragraph 3 of annex I to the Staff Regulations more into line with that of paragraph 5 thereof. Additional payments could henceforth be made available, on a discretionary basis, to officials serving in a representational capacity in a field office, subject only to annual determination in the relevant budget of the maximum total amount of such payments and under appropriate safeguards and limitations.

16. The Secretary-General, accordingly, proposes that paragraph 3 of annex I to the Staff Regulations should be amended as indicated below. In the interest of logical presentation of the various provisions of annex I, it is further proposed that the paragraph, as amended, be inserted after present paragraph 5 and that the paragraphs be renumbered accordingly. The proposed amended paragraph would read as follows (additions are in italics and deletions placed in brackets) :

“Annex I, paragraph [3] 5

“[In addition to the salary indicated in paragraph 4 of the present annex, the] *The Secretary-General is authorized, on the basis of appropriate justification and/or reporting, to make additional payments to Directors and to heads of offices away from Head*

<sup>18</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 74, document A/C.5/1128.

<sup>19</sup> See *Official Records of the Economic and Social Council, Forty-fifth Session, Supplement No. 6*, paras. 253-259.

<sup>20</sup> Economic and Social Council resolution 433 A (XIV) of 11 June 1952, endorsed by General Assembly resolution 621 (VII) of 21 December 1952.

<sup>21</sup> *Official Records of the General Assembly, Twenty-first Session, Supplement No. 6*, part II, para. 15, ii.

<sup>22</sup> *Ibid.*, *Twenty-first Session, Fifth Committee*, 1121st meeting, para. 15.

quarters to compensate for such special costs as may be reasonably incurred in the interest of the Organization in the performance of duties assigned to them by the Secretary-General. [The maximum annual payment for any one Director shall be \$1,000.] *The maximum total amount of such payments is to be determined in the annual budget by the General Assembly.*"

#### AMENDMENTS TO STAFF RULES

17. In pursuance of staff regulation 12.2, the Secretary-General, in the following paragraphs, reports the amendments to the Staff Rules which he has made in the year ending on 31 August 1968.

18. In the Staff Rules applicable to all staff members except technical assistance project personnel, staff members specifically engaged for conference and other short-term service and staff members specifically engaged as dispatchers or guides in the Visitors' Service at Headquarters, the following amendments have been made:

(a) With effect from 1 December 1967, appendix B of the Staff Rules was amended to show the revised schedule of salaries for General Service staff at Headquarters (ST/SGB/Staff Rules/1/Rev.1/Amend.6).

(b) With effect from 1 January 1968, chapters III and IV of the Staff Rules were revised to incorporate amendments to staff regulations 1.10, 3.4 and 5 and paragraphs 1 and 2 of annex I of the Staff Regulations approved by the General Assembly in its resolution 2369 (XXII) of 19 December 1967 (ST/SGB/Staff Rules/1/Rev.1/Amend.7).

(c) With effect from 1 June 1968, appendix B of the Staff Rules was amended to show the revised schedule of salaries for manual workers at Headquarters (ST/SGB/Staff Rules/1/Rev.1/Amend.8).

19. In the staff rules applicable to technical assistance project personnel, the following amendments (ST/SGB/Staff Rules/2/Rev.1/Amend.1) have been made with effect from 1 January 1968 except for the amendment to Staff Rule 206.1, which was made effective 1 January 1967:

(a) Rule 206.1, Participation in the Pension Fund, as amended by the substitution of a new text, consequent upon the amendments of the Regulations of the United Nations Joint Staff Pension Fund approved by the General Assembly in its resolution 2191 (XXI).

(b) Rule 203.3, Currency of salary payments, was amended by the substitution of a new text authorizing the Secretary-General to determine with greater flexibility the currencies and rates of conversion of currencies utilized to pay the salary and allowances of his category of staff.

(c) Rule 203.7, Dependency allowances, was amended by adding to the rule a new paragraph (d), which incorporated the text of paragraph (e) of staff regulation 3.4.

(d) Rule 203.10, Installation grant, was amended by adding to the rule a new paragraph (c), which introduced greater uniformity with the 100 series of the Staff Rules, referred to in paragraph 18 above, with regard to the payment of installation grant.

(e) Rule 205.1, Annual leave, was amended in order to bring it into greater uniformity with the 100 series of the Staff Rules.

(f) A new rule 205.3, Special leave, was promulgated in order to permit the Secretary-General to

authorize such leave in cases of extended illness or for other important reasons.

(g) Rule 207.9, Initial and return travel of dependants, was amended by deletion of paragraph (c) of the rule, which was redundant.

(h) Rule 207.11, Travel on home leave, was amended in order to bring it into greater uniformity with the 100 series of the Staff Rules, permitting the Secretary-General a discretion to authorize home leave travel based upon a shorter period of expected service after return from such leave if the exigencies of the service or other compelling reasons warrant it and confirming that the home leave travel of a staff member's dependants shall be in conjunction with the home leave of the staff member.

(i) Rule 209.2, Termination, was amended to conform more exactly to the provisions of staff regulation 9.1.

(j) Rule 209.4, Notice of termination, was amended by the deletion of "service benefit or" from paragraph (b) of the rule, which had become obsolete as a result of the decision of the General Assembly in its resolution 1929 (XVIII) of 11 December 1963, to abolish service benefit.

(k) Rule 211.1, Appeals, was amended by the substitution of a new text establishing the Joint Appeals Board at Headquarters as the body to which appeals may be submitted by technical assistance project personnel. The new text also clarifies the relevant procedure for such appeals.

(l) Rule 211.2, Administrative Tribunal, was amended by the substitution of a new text giving effect to article 7, paragraph 1, of the Statute of the United Nations Administrative Tribunal.

20. The Staff Rules applicable to staff members specifically engaged for conference and other short-term service were revised with effect from 1 August 1968 to show the revised schedule of salaries for such staff at Headquarters (ST/SGB/Staff Rules/3/Rev.2/Amend.1).

21. The Staff Rules applicable to staff members specifically engaged as dispatchers or guides in the Visitors' Service at Headquarters were revised with effect from 1 July 1968 (ST/SGB/Staff Rules/4/Rev.2). The revision incorporates the conditions for dispatchers and for both full and half-time guides in one up-to-date text. It introduces a new rule 406.5 on compensation for loss or damage to personal effects and deletes the now obsolete rule on service benefit. Various other amendments to rules 401.1 on applicability, 401.4 on official holidays, 403.1 on salaries, salary increments and staff assessment plan, 403.4 on dependency allowances, 404.7 on family relationships, 405.1 on annual leave, 405.2 on special leave, 408.1 on staff relations, 410.1 on disciplinary measures and 411.1 on appeals were introduced to make them conform more closely to the 100 series of the Staff Rules.

#### ANNEX

##### Extracts from the report of the International Civil Service Advisory Board on its sixteenth session (document ICSAB/XVI/1 of 15 July 1968)

#### V. EDUCATIONAL GRANT

##### A. Summary of the Board's prior review

62. The principles governing payment of an education grant to expatriated officials as partial reimbursement of expenses they incur in the education of their children formed part

of the general review of the United Nations salary system, commenced at the fourteenth session in 1966. In its report of the fifteenth session (ICSAB/XV/1), the Board set forth recommendations designed to assist the Administrative Committee on Co-ordination (ACC) and legislative bodies in reassessing the governing conditions in the light of developments over recent years.

63. The Board concluded in 1967 that there was no need for change in the essential basis for the grant, and that it should be continued as a separate feature of the salary system. The Board also endorsed present provisions giving parents reasonably wide freedom of choice of schools, the only significant limitation continuing to be that the grant should not be payable in respect of attendance at a university in the country or area of the duty station.

64. As for the maximum amount payable, the Board found it difficult to reach firm conclusions in the light of the limited nature of data available in 1967. Investigations in 1966 had shown that comparisons with the widely varying entitlements in national services were not particularly useful, and data available to the Board did not permit full analysis of the circumstances actually being encountered by staff eligible for the grant. There was some inclination to postpone consideration of the amount, pending collection of further data. Nevertheless, the Board decided that it was necessary to respond without further delay to the long-standing request from ACC for advice, and it therefore made certain recommendations for adjustments in maxima payable. These are contained in the Board's 1967 report, ICSAB/XV/1.

#### B. Reactions of ACC to the Board's 1967 recommendations

65. Following receipt of the Board's recommendations, ACC continued to express concern over the maximum amount and the rate of the grant. ACC conceded that the Board's 1967 recommendations would have brought some improvement in the amount of the grant in a number of cases at the university level. The point was stressed, however, that for some university cases and a great many cases at secondary level the recommendations would not have brought any material improvement.

66. Recognizing the difficult circumstances the Board has faced, and anxious to ensure that this important matter, which has such substantial implications for recruitment and retention of staff, should benefit from the most complete scrutiny, ACC found it necessary to ask the Board to consider the question of maximum amounts again at the sixteenth session. In doing so, ACC referred to the comprehensive, up-to-date information from the organizations, collected in late 1967 at the Board's request (ICSAB/XV/1, para. 95) by its Secretary.

#### C. Collection of additional data

67. The data were collected through use of a questionnaire designed to show the distribution by educational level, by magnitude of cost and by grading of the staff member concerned, of educational expenses incurred as well as similar distributions between staff attached to headquarters duty stations and those elsewhere, and by location of school. Information was collected on 8,524 cases, a number considered adequate to reflect the general picture. An over-all summary of the results, attached as annex II to this report, and additional sub-summaries to show further breakdowns by location of school, were made available to the Board. It should be understood that the data relate to 1967 costs only, and that steadily rising charges for education will have already brought about certain increases.

#### D. Analyses of the data

68. While a degree of judgement must always be exercised in reaching conclusions in this difficult area, the following factual guidelines emerge from the collected data:<sup>a</sup>

(a) For primary-secondary education, almost 17 per cent of the reported cases involve costs beyond those covered by

<sup>a</sup> All numbers shown refer to figures from the total of 8,524 cases reported.

the existing maximum of the grant (1,278 cases with expenses above \$935, out of 7,698 total cases).

(b) There are 949 cases, or over 12 per cent of the total primary-secondary school cases, in the bracket of \$935-\$1,400 where no relief would have been given under the 1967 recommendations.

(c) The data show that 329, or over 4 per cent of the total of primary-secondary school cases, involve costs beyond \$1,400.

(d) At the university level, the data reveal that 70 per cent of 826 cases reported were within the expenditure limit of \$935, which attracts the current maximum of \$700. The Board's 1967 recommendation of reimbursement of 50 per cent up to a maximum of \$1,000 would have produced disadvantageous effect on all these cases. One-hundred-sixty-nine cases, or about 20 per cent of the total cases reported, encounter university costs higher than \$1,400. There are seventy-nine cases, representing almost 10 per cent of the total, with expenses above \$2,000.

(e) Data on the standard amount of \$400 payable for boarding costs when the institution does not provide board for the child reveal that 23 per cent of all cases reported for both university and primary-secondary school level depend on this feature of the system.

#### E. Findings of the Board

69. In light of the comprehensive data collected, the Board reached the following conclusions:

(a) The Board recommends that the rate for university education be continued at 75 per cent, with a maximum of \$1,000. An increase from \$700 to \$1,000 in the maximum grant payable for university education is fully supported by the data. Furthermore, the Board recognizes that to lower the rate of reimbursement would work hardship on staff encountering costs under \$1,000. Such staff represent 70 per cent of those eligible.

(b) For primary-secondary education, the evidence from the survey also calls for maintenance of the percentage at 75 per cent and increase of the maximum to \$1,000.

(c) The Board recommends that the standard boarding figure be raised from \$400 to \$500, since it considers that this amount can be appropriately set at 50 per cent of the suggested maximum grant of \$1,000. The demonstrated importance of the total picture of the standard amount of \$400 for boarding costs makes it essential to give careful and specific consideration to this factor. It is evidently a feature heavily counted upon by staff at all kinds of locations and with all types of schooling problems. There appears to be no need to change the concept or the eligibility factors, but the amount of \$400 is no longer appropriate following several years of rising costs.

(d) The Board recommends reconfirmation of the present policy providing for standard applicability of the grant, regardless of grade of staff member, location of duty station or location of school.

(e) The Board recommends that the grant should be payable for a period of post-secondary education not exceeding four scholastic years of full-time attendance at a university or an equivalent institution, provided that:

(i) Such attendance follows the secondary education within the shortest practicable time; and that

(ii) The grant should cease when the student obtains recognized university degree.

The organizations at an earlier session suggested to the Board that the upper age-limit for education grant should be raised to twenty-two, at which it was originally fixed in 1946; the staff associations thought the limit should be twenty-five. The Board does not believe that a mere increase in the age limit would be justified, or would solve some of the real problems which exist under present conditions. Among these problems is the fact that some young people spend a year or more in voluntary service in developing countries before they complete their university studies. It is also the case that school-leavers are sometimes unable to find a university place in the year in which they wish to enter; or they may for example be impeded by illness. For these reasons, the Board

believes that an equitable solution can be found by fixing a maximum period for which an education grant may be payable, rather than a maximum age.

F. *Financial considerations*

70. The financial impact of changes in present policy is a matter to which the Board must give primary attention

under its terms of reference. It is nevertheless relevant to note that the organizations have reported that education grant payments constitute only about 1.5 per cent of the total payments for salaries and related staff costs, even though the grant itself is a powerful factor in recruitment and retention efforts.

...

ANNEX II

*Distribution table showing education expenses incurred for children in regard to whom education grant was paid during 1967<sup>a</sup>*

PRIMARY AND SECONDARY LEVELS									
Category	Below \$935		\$935-1,400		\$1,401-2,000		Above \$2,000		Totals
General Service <sup>b</sup> .....	489	(109)	50	(8)	1		1	(1)	541
P-1 to P-3 .....	1,567	(338)	188	(12)	44	(5)	10		1,809
P-4 to P-5 .....	3,884	(889)	595	(36)	153	(6)	56	(4)	4,688
Above P-5 .....	480	(102)	116	(7)	43	(5)	21		660
<b>TOTALS</b>	<b>6,420</b>	<b>(1,438)</b>	<b>949</b>	<b>(63)</b>	<b>241</b>	<b>(16)</b>	<b>88</b>	<b>(5)</b>	<b>7,698</b>

UNIVERSITY LEVEL									
Category	Below \$935		\$935-1,400		\$1,401-2,000		Above \$2,000		Totals
General Service <sup>b</sup> .....	23	(10)	3	(1)	5		1		32
P-1 to P-3 .....	75	(53)	18	(7)	5	(2)	11	(1)	109
P-4 to P-5 .....	347	(218)	82	(22)	62	(11)	47	(10)	538
Above P-5 .....	79	(63)	30	(7)	18	(2)	20	(1)	147
<b>TOTALS</b>	<b>524</b>	<b>(344)</b>	<b>133</b>	<b>(37)</b>	<b>90</b>	<b>(15)</b>	<b>79</b>	<b>(12)</b>	<b>826</b>

<sup>a</sup> Figures in brackets show numbers of cases where a flat amount of \$400 was allowed towards boarding costs.

<sup>b</sup> United Nations Field Service category is included under General Service.

**DOCUMENT A/7295\***

**Report of the Advisory Committee on Administrative and Budgetary Questions**

[Original text: English]  
[25 October 1968]

EDUCATION GRANT

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/1170) proposing an amendment to regulation 3.2 of the Staff Regulations of the United Nations on the terms and conditions under which an education grant shall be payable and the amount of such grant.

2. Under the terms of staff regulation 3.2, a grant is payable to a staff member serving outside his recognized home country whose dependent child under the age of twenty-one is in full-time attendance at a school, university, or similar educational institution of a type which will, in the opinion of the Secretary-General, facilitate the child's re-assimilation in the staff member's recognized home country.

3. In 1949, the Committee of Experts on Salary, Allowance and Leave Systems, in setting forth the

fundamental principle underlying staff regulation 3.2, stated<sup>23</sup> that the education grant represents partial compensation for the extra expenses incurred by expatriated staff members in the education of their children. The Expert Committee observed that the Organization had no obligation, under this principle, to relieve the staff member of the normal financial burden of providing instruction and training for his child. It recognized, however, that a staff member serving away from his country became subject to additional costs of education over and above the expenses which would have been incurred had he remained in his home country. Thus, it was reasonable for the Organization to assist such a staff member in meeting the extra costs of schooling for the purpose of facilitating the eventual re-assimilation of his children in the home country.

4. The maximum amount of the grant rose by steps from \$144 in 1946 to \$700 in 1966. A proposal had

\* Incorporating document A/7295/Corr.1, dated 28 October 1968.

<sup>23</sup> *Ibid.*, Fourth Session, Fifth Committee, Annex, Vol. II, document A/C.5/331, para. 97.

been made in 1961 to raise the maximum from \$400 to \$800, but this had been reduced to \$600 on the recommendation of the Advisory Committee. Similarly, there had been a proposal in 1965 to raise the grant from \$600 to \$1,000, but the figure was reduced to \$700. With respect to this reduction, the Advisory Committee considered<sup>24</sup> that any further increase in the grant would be premature until the International Civil Service Advisory Board had completed its review of the common principles of the common system of remuneration of the international civil service. The Advisory Committee also suggested that a study of the grant should include a systematic inquiry into the costs of education in a representative number of countries and into the practices of such countries with respect to education grants for the children of expatriate civil servants.

5. The International Civil Service Advisory Board studied this question during its fourteenth session in 1966 and had before it, *inter alia*, data on practices in national services submitted by the Secretary-General in accordance with the Advisory Committee's suggestion. In its report,<sup>25</sup> ICSAB stated that the concept underlying the education grant had changed substantially since its introduction in 1946 and that there was a need for a thorough examination of the very justification of the grant, of its purpose and its place in the salary system. Pending such a review, ICSAB recommended an interim increase in the maximum amount of the grant from \$700 to \$800.

6. In reviewing the report of the Secretary-General and ICSAB's recommendation in 1966, the Advisory Committee observed<sup>26</sup> that it was unable to find adequate evidence of movements in the costs of education which would warrant another interim increase in the amount of the grant. The Committee reiterated its belief that any further increase would be premature until ICSAB had submitted its over-all study on the system of salaries and allowances of the United Nations and the specialized agencies.

7. ICSAB reviewed the whole system of the education grant at its fourteenth and fifteenth sessions held in 1966 and 1967 respectively, and finalized its present report at its sixteenth session in 1968. Extracts from the report are annexed to the report of the Secretary-General (A/C.5/1170) in which his proposals are set forth. In its review of the question, ICSAB reported that data were collected on 8,524 staff cases. The Secretary-General and the Administrative Committee on Co-ordination believe that the analysis made by the Board of the costs actually incurred in over 8,000 cases fully justifies the recommendations of ICSAB (*ibid.*, para. 4). He observed that the importance of the education grant in the United Nations system of remuneration has long been recognized. The Secretary-General also referred to the problems experienced by staff serving in field stations, particularly those serving with the United Nations Development Programme, and, while acknowledging that an improvement in the financial conditions of the grant could only partly alleviate the difficulties, he suggested that without such improvement recruitment and retention of experts would not be made easier.

8. The Secretary-General, therefore, on the basis of the recommendations of ICSAB, proposes the following

<sup>24</sup> *Ibid.*, *Twentieth Session, Annexes*, agenda item 84, document A/6102/Rev.1, para. 17.

<sup>25</sup> *Ibid.*, *Twenty-first Session, Annexes*, agenda item 81, document A/6491, annex.

<sup>26</sup> *Ibid.*, document A/6521, paras. 7 and 8.

changes in the maximum amount of the grant and its terms and conditions under which such grant is payable.

(a) The maximum of the grant should be raised from \$700 to \$1,000, subject to the existing limitation of 75 per cent of costs, if this is lower than the maximum.

(b) The flat rate boarding grant should be raised from \$400 to \$500;

(c) The present age limit of twenty-one, which is subject to extension if education is interrupted for at least one year by illness or military service, should be replaced by a more flexible condition under which the grant would be payable for a period of post-secondary education not exceeding four years of full-time attendance at a university or its equivalent, provided that:

(i) Such attendance follows the secondary education within the shortest practicable time; and

(ii) The grant ceases when the student obtains a recognized university degree, if that occurs before the end of the four years.

9. Additionally, the Secretary-General draws attention to the fact that the analysis of costs referred to in paragraph 3 of his report (A/C.5/1170), relates to the scholastic year 1966-1967. In the light of the movement of education costs over the last few years, the Secretary-General believes that there is need to fit some relatively simple method by which the maximum of the grant can be adjusted periodically without recourse to extensive reviews. He states his intention, in agreement with ACC, to study the matter further and seek ICSAB's advice thereon before submitting proposals to the General Assembly.

10. The present proposals of the Secretary-General would represent an increase of approximately \$158,000 in the budget of the United Nations for 1969.

11. The Advisory Committee was informed that in 1967, in so far as section 4 is concerned, which represents the major part of the costs incurred under the regular budget, education grants in respect of 1,224 children were paid to 694 staff members of the United Nations. The total expenditure in that year for grants and related travel for section 4 of the budget amounted to \$695,420. Of the 1,224 grants, 518 were in respect of children of staff members serving at Headquarters, New York. Of these 518 children, 203 attended the United Nations International School.

#### OBSERVATIONS AND RECOMMENDATIONS OF THE ADVISORY COMMITTEE

12. In considering the Secretary-General's proposal the Advisory Committee found it necessary to review the principles underlying the grant, its justification and the place of the education grant in the common system of salaries and allowances of the United Nations and the specialized agencies.

13. The Advisory Committee recalled that the purpose of the grant had gradually been broadened from its original concept of providing education in the home country, as approved by the General Assembly at its first session. The Assembly, at its second session, had extended application of the grant to special national or international schools at the duty station. In 1955, the General Assembly had agreed to bring within the scope of the grant schools "in a country whose system of education is substantially the same as in the staff members' home country and whose language is that of the home country". An additional measure of discretion was provided so that the grant could be paid in respect of schools in the duty station area which were conducted



similar lines and which offered an education much better adapted to the child's future than that offered by any local school.

14. In concept, therefore, the grant was no longer linked to education in the home country, as originally conceived, but it still depended on the existence of language and educational similarities between the schools inside the home country, which were recognized as meeting the purpose of the grant, and those in the home country.

15. The major change occurred in 1961, when less emphasis was placed on the relationship between the parent and national linguistic and cultural needs and, except for universities, parents were given full freedom in choosing the school entitling them to the grant, in their home country. The sole exception for universities was in respect of those in the country of the duty station. This change in the United Nations and several of the specialized agencies was brought about by administrative action, based upon the discretion given by the Staff Regulations to the executive head to determine the kind of educational institution which would "facilitate the child's re-assimilation in the staff member's recognized home country".<sup>27</sup>

16. It will therefore be seen that the original concept underlying the education grant has changed materially since its introduction. ICSAB in its report on its fourteenth session noted, *inter alia*, that "it has developed to something approaching a general expatriation incentive for expatriated staff with children. There is some evidence of a trend, which has developed in the international civil service, to shift on to the budget of the organizations costs which it is normal for parents to meet".<sup>28</sup>

17. At the same time, it can be argued that the cost of education can be a heavy burden on staff who wish their children to be educated under the influence of their own national culture. However, regard must also be given to the view that, while parents have an undoubted right to educate their children in the way which seems best to them, the cost of such education should be borne in part by the individual parent. In this connexion, the 1956 Salary Review Committee, commenting on ICSAB's proposals in 1955, expressed the belief "that any further extension could come near to changing the principle of the grant by transforming it into assistance for any educational costs whatsoever".<sup>29</sup>

18. In examining the Secretary-General's present proposals, the Advisory Committee recalled that ICSAB, in its fifteenth session in 1967, had recommended modifications in the existing arrangements that were somewhat different from those now proposed. The Board recommended that, in the case of primary and secondary education 75 per cent of the admissible expenditure should continue to be refunded up to a maximum of \$700, and, in addition, where it would be more advantageous to the staff member, a grant at the rate of 50 per cent of admissible expenditure should be payable within a maximum of \$1,000. In the case of university education, there should be a standard rate of 50 per cent within a maximum grant of \$1,000. The Board further recommended that no change be made in the existing provisions governing the maximum age up to which a grant may be

paid, the standard amount payable for boarding costs when the institution does not provide board for the child and the travel costs payable in connexion with the grant.

19. However, although acknowledging that ICSAB's 1967 recommendations would have brought some improvement in the amount of the grant in a number of cases at the university level, ACC expressed some concern over the maximum amount and the rate of the grant. ACC took the position that, for some university cases and a great many cases at secondary school level, the recommendations would not have brought any material improvement. ACC therefore requested the Board to consider the question of maximum amounts again at its sixteenth session in 1968.

20. In arriving at its present recommendation, ICSAB reports (A/C.5/1170, annex, para. 67) that data were collected through the use of a questionnaire showing the distribution by educational level, by magnitude of cost and by grading of the staff member concerned, of educational expenses incurred as well as similar distributions between staff attached to Headquarters duty stations and those elsewhere and by location of school.

21. The Advisory Committee noted from the Board's report that of the 8,524 cases reviewed (7,698 at the primary and secondary school levels and 826 at the university level), a total of 6,944 incurred expenses in 1967 below \$935. Since reimbursement by the United Nations is limited to 75 per cent of the education costs, these 6,944 cases were accommodated within the present maximum of \$700. However, the Advisory Committee was informed that the 6,944 cases included a large number of children who were attending free schools in their home country and for whom only the flat-rate boarding school component of \$400 was paid. Apart from this factor, and while it is true that the statistical data might suggest, at first sight, that the number of staff who would be affected if the proposed ceiling were fixed at a lower level than \$1,000 would not be unduly high, it is equally true that some 1,580 of the cases reviewed by ICSAB have been receiving reimbursement at a rate below 75 per cent of actual costs. The Secretary-General's proposal, based on ICSAB's recommendation, is primarily intended to offer some additional relief to this latter group and to achieve a greater degree of equal treatment for all staff.

22. Thus, while the data submitted by ICSAB does not perhaps constitute an unequivocal case for increasing the maximum amount of the grant to \$1,000, the Advisory Committee, having received an elaboration of the material considered by the Board, and having considered all the evidence submitted to it, both written and oral, is prepared to recommend that figure for approval by the General Assembly.

23. The Advisory Committee also accepts that justification has been made for continuing partial compensation at 75 per cent of actual costs, established as of 1 January 1962, subject to the new maximum. In this connexion, the Committee notes that with the 75 per cent compensation, the \$1,000 would be payable only where education costs reached or exceeded \$1,333. For lower costs, the amounts payable would be as follows:

Cost of education	United States dollars	Grant
600	.....	450
800	.....	600
1,200	.....	900
1,333 or more	.....	1,000

<sup>27</sup> *Ibid.*, Tenth Session, Annexes, agenda item 56, document /2996, annex I, para. 14.

<sup>28</sup> *Ibid.*, Twenty-first session, Annexes, agenda item 81, document A/6491, annex, para. 100.

<sup>29</sup> *Ibid.*, Eleventh Session, Annexes, agenda item 51, document A/3209 (separate fascicle), para. 220.

The Advisory Committee is concerned that consistent application of the principle of partial compensation be continued.

24. The Advisory Committee also accepts the justification offered for the increased payment from \$400 to \$500 in the case of schooling away from the duty station where the institution does not provide board, as a minimum flat payment within the maximum grant of \$1,000.

25. The Secretary-General also proposes that the grant should be payable for a period of post-secondary education not exceeding four scholastic years of full-time attendance at a university or an equivalent institution, provided that:

(a) Such attendance follows the secondary education within the shortest practicable time; and

(b) The grant ceases when the student obtains a recognized university degree.

26. Although the Advisory Committee understands the motives and reasons which prompted ICSAB to recommend payment of the grant for a period of post-secondary education not exceeding four years, the Committee considers that such modification would result in the Organization's assuming additional responsibility and costs which, in the child's later years, should be progressively borne by the parents. As indicated in paragraphs 16 and 17 above, while parents have a right to educate their children in the way they consider best, the cost of such education should be borne in part by the individual parent. The Advisory Committee is of the view that the present proposal would constitute a departure from the basic concepts established by the General Assembly for payment of the grant, whereby the organizations provide partial reimbursement of additional expenses incurred by expatriated staff members in the education of their

children. Accordingly, the Advisory Committee unable to give its concurrence to this specific proposal of the Secretary-General, and recommends that the existing provision, whereby the grant is paid to dependent child in full-time attendance at a school, university or similar educational institution, up to the age of twenty-one, be retained.

27. On the basis of the Advisory Committee's recommendation for an increase in the maximum level of the education grant from \$700 to \$1,000, effective 1 January 1969, the increased costs under the 1969 regular budget of the United Nations would amount to \$141,000 instead of \$158,000 as proposed by the Secretary-General. Should the General Assembly approve the Secretary-General's proposal, as amended by the Advisory Committee, distribution of this additional cost over the relevant budget sections would be as follows:

<i>Number of section</i>	<i>United States dollars</i>
4. Common staff costs . . . . .	109,0
17. Special missions . . . . .	11,4
18. Office of the United Nations High Commissioner for Refugees . . . . .	2,2
20. United Nations Conference on Trade and Development . . . . .	8,2
21. United Nations Industrial Development Organization . . . . .	10,2
TOTAL	141,0

28. General Assembly approval of the Advisory Committee's recommendation would require the following amendment to the second sentence of paragraph 3.2:

"The maximum amount of the grant shall be \$1,000 per scholastic year for each child."

## DOCUMENT A/7328

### Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English  
[14 November 1968]]

#### AMENDMENTS TO THE STAFF REGULATIONS

1. The Advisory Committee on Administrative and Budgetary Questions has considered the proposals for the amendment of the Staff Regulations of the United Nations as set out in paragraphs 8 to 16 of the report of the Secretary-General (A/C.5/1170) on "other personnel questions".

(a) *Salary and allowances—Under-Secretary-General and Assistant Secretary-General*

2. In paragraph 11 of his report, the Secretary-General proposes that annex I, paragraph 1, of the Staff Regulations should be amended, with effect from 1 January 1968, to reflect a proposal made in his note<sup>30</sup> on the reorganization of the top echelon in the Secretariat of the United Nations that the post of the Administrator of the United Nations Development Programme should be equated to that of the head of a major specialized agency, a proposal that was endorsed by the Governing Council of UNDP at its fifth session in January 1968. The Secretary-General ac-

cordingly proposes that the phrase "and the Administrator of the United Nations Development Programme shall receive a salary equal to that of the executive head of a major specialized agency" should be inserted in annex I, paragraph 1, after the reference to the salary level of Assistant Secretaries-General.

3. The Advisory Committee recalled that in paragraph 16 of his note on the top echelon of the Secretariat referred to above, the Secretary-General said that in view of the level of responsibilities of the Administrator of UNDP, he considered that the Administrator's post should be equated to that of the head of a major specialized agency, and that the other senior officials at the headquarters of UNDP could then be given appropriate ranks in due course, the latter readjustment being made by the Administrator of UNDP in consultation with the Secretary-General. This proposal was not specifically referred to in the report of the Fifth Committee,<sup>31</sup> or in General Assembly resolution 2369 (XXII) of 19 December 1967 on the "Reorganization of the top echelon in the

<sup>30</sup> *Ibid.*, Twenty-second Session, Annexes, agenda item 74, document A/C.5/1128.

<sup>31</sup> *Ibid.*, document A/7014



United Nations Secretariat: amendments to the Staff Regulations of the United Nations". In paragraph 1 of that resolution, however, the Assembly took note of the proposals of the Secretary-General for the reorganization of the top echelon in the United Nations Secretariat.

4. Following the adoption of General Assembly resolution 2369 (XXII), the Secretary-General, in a letter dated 11 January 1968 addressed to the President of the Governing Council of UNDP, proposed the implementation of the arrangements concerning the Administrator and the other senior officials of UNDP as envisaged in his note to the General Assembly. The Advisory Committee notes from the report of the Governing Council that the specific arrangements outlined by the Secretary-General provided that:

"(a) The Administrator's post, which should be equated to the head of a major specialized agency, should carry an annual net salary of \$28,100 together with a representation allowance of \$10,000 per year and normal staff allowances;

"(b) As long as the transitional arrangement providing for a Co-Administrator exists, that post should have a status equivalent to that of a senior deputy executive head of a major specialized agency and should be assimilated for salary and related purposes to the newly established level of Under-Secretary-General. The details of the increased emoluments of this new level are shown in the amendments to the Staff Regulations approved in General Assembly resolution 2369 (XXII)."<sup>32</sup>

The Governing Council endorsed the proposed arrangements for implementation effective 1 January 1968.

In a subsequent decision, the Governing Council approved, as a temporary measure, an arrangement whereby Assistant Administrators of UNDP would be given a rank and salary equivalent to those of the Assistant Directors General of a major specialized agency.

5. The Advisory Committee has been informed that the Administrator of UNDP has been compensated since 1 January 1968 at the rate proposed by the Secretary-General and endorsed by the Governing Council of UNDP at its fifth session.

6. As regards the wording of the amendment to annex I, paragraph 1 of the Staff Regulations proposed by the Secretary-General, it would, in the Advisory Committee's opinion, introduce an inconsistency in the Staff Regulations in that it would be a departure from the normal practice of quoting the gross salaries of staff in the Professional and higher categories in the amounts approved by the General Assembly. Moreover, since the General Assembly does not set the salaries of the executive heads of the specialized agencies, the wording proposed by the Secretary-General would be inconsistent with the Assembly's authority in the matter of salaries of United Nations staff.

7. Accordingly, the Advisory Committee recommends that the gross amount of the salary paid to the Administrator of UNDP should be shown in the Staff Regulations, annex I, paragraph 1, as amended, which would then read as follows: (additions to the present

text of annex I, paragraph 1, are in italics, and deletions are placed in brackets):

SALARY AND ALLOWANCES—ADMINISTRATOR OF THE UNITED NATIONS DEVELOPMENT PROGRAMME, UNDER-SECRETARIES-GENERAL AND ASSISTANT SECRETARIES-GENERAL

Annex I, paragraph 1

*The Administrator of the United Nations Development Programme, having a status equivalent to that of the executive head of a major specialized agency, shall receive a salary of \$US 43,000 per year, an Under-Secretary-General shall receive a salary of \$US 33,500 per year and an Assistant Secretary-General shall receive a salary of \$US 30,000 per year, subject to the Staff Assessment Plan provided in Staff Regulation 3.3 and to post adjustments wherever applied [and]. If otherwise eligible, they shall receive the allowances which are available to staff members generally.*

(b) *Salary and allowances—Directors, Principal Officers and Professional category*

8. In paragraph 16 of his report (A/C.5/1170) the Secretary-General proposes that annex I, paragraph 3, of the Staff Regulations—whereby the Secretary-General is authorized to make additional payments to certain categories of staff to compensate them for such special costs as may be reasonably incurred in the interest of the Organization in the performance of duties assigned to them by the Secretary-General—be amended to take into account the practice of paying UNDP Resident Representatives a representation allowance up to a maximum of \$1,500 a year.

9. The Advisory Committee notes that this practice has its origin in the authority originally provided in the terms of reference of the Executive Chairman of the Technical Assistance Board, as laid down in Economic and Social Council resolution 433 A (XIV) of 11 June 1952, and endorsed by General Assembly resolution 621 (VII) of 21 December 1952. The Secretary-General's proposal has been made to meet an observation by the Board of Auditors in its report<sup>33</sup> to the General Assembly at its twenty-first session on the financial report and accounts of the Technical Assistance Board for the year 1965.

10. The Advisory Committee understands that the proposed amendment is designed to bring the Staff Regulations into line with a practice that has been in existence for a number of years, and that it is not intended that these additional payments would be extended to new categories of staff. The Advisory Committee notes in this connexion that the Secretary-General proposes the deletion of the provision that the maximum annual payment be \$1,000. The Committee understands, however, that the General Assembly will be able to exercise control over the corresponding budgetary appropriation, since it is proposed that the paragraph as amended would specify that the maximum total amount of such payments is to be determined in the annual budget by the General Assembly.

11. The Advisory Committee has no objection to the amendment of annex I, paragraph 3, to give effect to the proposal by the Secretary-General. At the same time, the Committee feels that the wording given in paragraph 16 of document A/C.5/1170 may be interpreted to mean that the additional payments in question may be made only to those Directors who are serving away from Headquarters. Inasmuch as

<sup>32</sup> Official Records of the Economic and Social Council, forty-fifth Session, Supplement No. 6, para. 253.

<sup>33</sup> Official Records of the General Assembly, Twenty-first Session, Supplement No. 6, part II, para. 15, ii.

this limitation is not intended, the Committee recommends that the paragraph be amended to read as follows (additions to the present text of annex I, paragraph 3, are in italics, and deletions are placed in brackets):

Annex I, paragraph 3

[In addition to the Salary indicated in paragraph 4 of the present annex, the] *The Secretary-General is authorized, on the basis of appropriate justification and/or reporting, to make additional payments to Directors and, where offices are away from Headquarters, to their heads, to compensate for such special costs as may be reasonably incurred in the interest of the Organization in the performance of duties assigned to them by the Secretary-General. [The maximum*

annual payment for any one Director shall be \$1,000]. *The maximum total amount of such payments is to be determined in the annual budget by the General Assembly.*"

12. The Advisory Committee notes that, in the interest of logical presentation, it is proposed that the above paragraph be inserted after present paragraph 5 of annex I, and that the paragraphs be renumbered accordingly.

13. The Advisory Committee has noted the amendments to the Staff Rules made by the Secretary-General in the year ended on 31 August 1968, which are reported by him in paragraphs 17 to 21 of his report (A/C.5/1170), in pursuance of staff regulation 12.2.

\*  
\*   \*  
\*

## DOCUMENT A/7472

### Report of the Fifth Committee

*[Original text: English/Spanish  
[20 December 1968]*

#### (a) Composition of the Secretariat

1. The Fifth Committee considered agenda item 81, part (a), dealing with the composition of the Secretariat, at its 1280th to 1284th, 1286th to 1290th, 1295th and 1296th meetings, held between 10 and 20 December 1968.

2. The Committee had before it the report of the Secretary-General on the composition of the Secretariat (A/7334) and the related report of the Advisory Committee on Administrative and Budgetary Questions (A/7386), as well as the customary report of the Secretary-General listing all staff members by organizational unit, title, nationality and level (A/C.5/L.942 and Add.1).

#### I. INTRODUCTION

3. The Under-Secretary-General for Administration and Management introduced the report of the Secretary-General on the composition of the Secretariat (A/7334), in the preparation of which very helpful discussions had been held with representatives of Member States which had established language instruction programmes and intensive discussions had recently been held with interested delegations. The Secretary-General believed, as a result, that a broadly acceptable approach to the achievement of a better balance among the working languages of the Organization had thereby been achieved.

4. The first of the three questions dealt with, namely, the geographical composition of the Secretariat, involved increasing efforts being made to reconcile the two principles of staff recruitment laid down in Article 101 of the United Nations Charter: individual competence and geographical distribution. The Secretary-General's task was infinitely greater than that faced by national administrations in recruiting staff. Candidates for appointments in the United Nations had such diverse cultural and educational backgrounds that comparative evaluation was exceedingly difficult and competitive examination could rarely be used. Reliance had to be placed almost entirely on interviews and references. Recruitment for the Secretariat also

had to take into account three special factors which had no real parallel in national administrations: the need to ensure at every stage a balance between the nationalities representing the growing number of Member States, the importance of maintaining a balance between permanent and fixed-term appointments and the need to bring about a better balance among the working languages. To give each of these its due weight required a constant and most delicate balancing of the various elements. The sympathetic understanding and co-operation of all Member States, in their own interests, was needed in this matter.

5. The second question dealt with in the Secretary-General's report was the necessity of bringing about a more flexible and varied use of languages in keeping with the international character of the Secretariat. The proposals in the report represented an attempt to reconcile the need to improve the linguistic ability of the staff with the need to maintain the smooth functioning of the Secretariat. The Secretary-General felt that the additional expenditure entailed by the alternative measures proposed instead of a language bonus was well justified in view of their expected results. The Under-Secretary-General appealed to members of the Committee not to press for more clear-cut measures for, although those proposed were limited they were neither unimaginative nor unenterprising and the paramount consideration was to ensure that the Secretariat continued to work efficiently.

6. The third question dealt with in the report was that of including Russian among the working languages of United Nations organs. The Secretary-General considered that the political aspects of the question, namely, the criteria to be applied in revising the language rules, must remain within the competence of the General Assembly. The administrative aspects of the question presented no insuperable obstacle to making Russian one of the working languages of the deliberative organs over a period of time, if Member States so desired, provided that the necessary resources were made available.

7. The Under-Secretary-General concluded that the proposals amounted to a course of action designed

ngthen the Secretariat, enhance its effectiveness and increase the confidence which Member States had in it. They also reflected the often stated view that the efficiency of the Secretariat most ultimately depend on the judicious exercise of the authority vested by the Charter in the Secretary-General himself.

3. The Chairman of the Advisory Committee on Administrative and Budgetary Questions, at the 1283rd meeting, introduced the Advisory Committee's report (A/7386) on the report of the Secretary-General (A/7334). The Secretary-General had estimated the total cost of the expanded language training programme at and away from Headquarters, including the cost of an enlarged administration unit and the elements of the teaching staff, to be \$558,600 on full-year basis. The Advisory Committee recommended no reduction in this estimate of the Secretary-General, if his proposals were approved by the Fifth Committee. With regard to the request that the Fifth Committee had made of the Secretary-General (see A/7334, para. 69) that he study and report on the conditions connected with the inclusion of Russian among the working languages of the principal United Nations organs other than the Secretariat and the International Court of Justice, the Secretary-General had estimated that an additional amount of \$1,680,600 at Headquarters, Geneva, including the United Nations Conference on Trade and Development and the United Nations Industrial Development Organization would be required for the first full year.

## II. DISCUSSION

9. In the discussion of the Secretary-General's report, it was generally recognized that advances had been made towards the achievement of the objectives set out in General Assembly resolution 2359 (XXII), that many delegations considered that much more remained to be done. The discussion was centred on three main points: (a) the geographical distribution of staff; (b) an equitable linguistic balance; and (c) the question of including Russian among the working languages. A number of representatives also commented on the further increase in the proportion of fixed-term to career appointments which had once again moved away from the ratio of 1 to 3 that had been established in the interests of over-all efficiency and flexibility as well as of geographical distribution. Several delegations mentioned the advantages in increased productivity and experience of having a greater proportion of career appointments and others urged the use of more fixed-term appointments to allow for the influx of new staff at all levels and to permit a quicker improvement of geographical representation.

### A. Geographical distribution of staff

10. In examining the results of the efforts which had been made towards a more equitable geographical distribution of the staff, many delegations acknowledged the delicacy of the task of balancing the various requirements of the directives of the General Assembly to the Secretary-General which had to be borne in mind in the recruitment of staff. According to Article 1, paragraph 3, of the Charter, the paramount consideration in the recruitment of staff was the necessity of securing the highest standards of efficiency, competence and integrity, but there was no incompatibility between this provision and the requirement of the same article that due regard should be paid to the

importance of recruiting the staff on as wide a geographical basis as possible. The Secretariat should be universal in character and would be enriched by having among its staff representatives of all the different cultures and working methods of Member States. Various representatives pointed to the high proportion of nationals of western countries in the senior levels of the Secretariat and urged that the number of staff from different regions at these levels should be more closely related to their desirable range. A number of representatives stressed the contribution of staff members from the newer Member States which demonstrated their willingness to participate in the work of the Secretariat and to assume their full responsibility. The Secretary-General was urged to recognize the professional experience of staff members from these countries rather than their academic qualifications alone. Many representatives expressed the opinion that the methods of work of the Secretariat should reflect the various cultures and the technical competence of all nations.

11. Some representatives suggested the suspension of recruitment from all Member States which had exceeded their desirable range. Other representatives, noting that approximately 40 per cent of new recruits during 1968 were from such countries, urged that only very exceptional cases should be permitted. Other representatives pointed out that in special circumstances the Secretary-General needed authority to select candidates wherever the required skills could be found. Some essential programmes, particularly in the economic and social work of the Organization, might not be carried out if he were precluded from recruiting the right man for the right post, even though the candidate did not fill absolutely all the criteria which were relevant.

12. Responding to questions raised by representatives on the same subject, the representative of the Secretary-General assured the Committee that, so far as possible, recruitment from over-represented countries would be restricted to special cases. At all stages of the appointment process, care was now being taken and would continue to be taken that nationals of over-represented countries should not be appointed to the Secretariat unless it were established to the satisfaction of the Secretary-General that qualified candidates of other nationalities were not available. There was certainly no policy within the Secretariat that a vacancy had to be filled by a national of the same country as the staff member vacating the post, although it would clearly not be wrong to do so in a particular case where the nature of the post and the duties attaching to it made the appointment of a particular national desirable. In applying the system of desirable ranges, the Secretary-General not only looked at the number of posts filled by the nationals of any country, but also took into account the level of the posts they held.

13. The Fifth Committee, concerned at the lack of progress made in improving the geographical distribution of the staff of the United Nations, urged the Secretary-General of the United Nations to take the necessary steps to enable countries which had not filled their minimum quota of posts to do so during 1969 and 1970. The representative of the Secretary-General assured the Committee that he would do all he could to carry this out, within the proper exercise of the Secretary-General's prerogatives under the

Charter and bearing in mind the terms of the relevant resolutions of the General Assembly. In this connexion, the Committee heard without comment a statement by the representative of India to the effect that the implementation of this request would have to be undertaken in such a way as not to undermine the efficiency of the Organization. His understanding of the proposal was accordingly limited to an invitation to under-represented countries to present candidatures for vacant posts during the next two years, it being left to the discretion of the Secretary-General to determine to what extent such candidates could be accommodated, bearing in mind the paramount consideration of the efficiency of the Organization.

14. At the 1286th meeting Pakistan, on behalf of the sponsors, introduced a draft resolution (A/C.5/L.966) on the composition of the Secretariat. The representative stated that the sponsors felt that imbalances continued to exist and that the Secretary-General still needed to continue his efforts to achieve a fuller implementation of resolution 2359 A (XXII), the importance of which they wished to reiterate. The draft resolution was sponsored by Brazil, Ceylon, Guyana, India, Japan, Pakistan, Peru, Philippines, Sudan, Syria and the United Arab Republic. Subsequently Turkey joined (A/C.5/L.966/Add.1) the sponsors of the draft resolution, which read as follows:

*[Text identical with that of draft resolution II, part A, appearing in paragraph 48 below.]*

15. At the 1281st meeting the Ukrainian Soviet Socialist Republic had proposed the inclusion in the report of the Fifth Committee of the following paragraph (see A/C.5/L.965):

"The Fifth Committee, concerned at the lack of progress made in improving the geographical distribution of the staff of the United Nations, urges the Secretary-General of the United Nations to take the necessary steps to enable countries which have not filled their minimum quota of posts to do so during 1969 and 1970."

#### B. Equitable linguistic balance

16. All representatives recognized the common objective of achieving an equitable linguistic balance within the Secretariat, though there had been some difference of opinion at the previous session on the best means of achieving this. They welcomed the proposals of the Secretary-General to expand the language training programme, to accept fluency in one working language as a minimum requirement to qualify for recruitment, and to make knowledge of a second working language, defined as comprehension of the written and spoken word, a factor in promotion as well as a basis for entitlement to faster advancement from one step to the next within each grade.

17. In a modified form, the proposals of the Secretary-General were embodied in a 31-Power draft resolution (A/C.5/L.963) that was introduced on behalf of its sponsors by the representative of Tunisia. He stated that it was based on discussion during the past two sessions and on the report of the Secretary-General (A/7334). It stressed the importance of ensuring the effectiveness of measures recommended by the Secretary-General by means of incentives in the matter of staff promotion in the professional category subject to geographical distribution. Language training

without incentive was not sufficient. Linguistic balance would be ensured in particular by encouraging knowledge of a second language. He pointed out that the various measures proposed constituted a whole which could not be altered in substance.

18. Draft resolution A/C.5/L.963, which was sponsored by Argentina, Belgium, Burundi, Canada, Central African Republic, Colombia, Congo (Brazzaville), Congo (Democratic Republic of the), Dahomey, El Salvador, Equatorial Guinea, France, Haiti, Ivory Coast, Lebanon, Madagascar, Mauritania, Mauritius, Mexico, Niger, Peru, Philippines, Rwanda, Senegal, Spain, Togo, Tunisia, Upper Volta and Uruguay, read as follows:

*[Text identical with that of draft resolution part B—appearing in paragraph 48 below—with the exception of paragraph 1, sub-paragraph (b) (i), and paragraph 5, which read as follows.]*

"1. ...

"(b) From 1 January 1972:

"(i) All promotions from one grade to another from P-1 to D-2 inclusive, for staff subject to geographical distribution will be conditional upon adequate and confirmed knowledge of second language;

"(ii) Adequate and confirmed knowledge of second language will permit more rapid passage through the steps within each grade from P-1 to D-2 inclusive, for the same staff in this case the interval between steps be ten months instead of twelve; a reduction of the same proportion will be applied for grades where the interval between each step is present more than twelve months;

"..."

"5. Invites the Secretary-General to report to the General Assembly at its twenty-eighth session, 1973, on the action taken on under the present resolution, in order to enable the Assembly to take, necessary, whatever steps it may deem appropriate bearing in mind this resolution and resolutions 22 B (XXI) and 2359 B (XXII)."

19. Many representatives spoke in support of the proposal and pointed out that neither of the working languages of the Secretariat should be predominant and neither should enjoy a privileged status. The languages were equally important, and a knowledge of them would not hinder, but rather facilitate, the work of the Organization. Several representatives suggested that the proposal was discriminatory with regard to those whose mother tongue was neither a working language nor an official language and would put a premium on linguistic ability if not applied with flexibility. Others pointed out that it was reasonable for those entering the international civil service to expect to have to acquire a knowledge of different languages. It was also stated that it would not be fair to make promotion absolutely conditional on knowledge of second working or even official language, unless staff members were given equal opportunity to acquire such knowledge if they did not already possess it. It was not the intention that staff should devote their energy to the acquisition of linguistic skills to the detriment of their official functions. One representative urged that the implications of the proposal on the communication system of conditions of employment in the United

tions family should be carefully considered. It was generally agreed that the possession of a language proficiency certificate issued after examination by the working staff of the Secretariat would be a proper proof of the knowledge of the second language. Several representatives considered that the text of the proposals was unduly rigid and would restrict the Secretary-General's discretion and possibly interfere in matters which were within his exclusive competence under the Charter of the United Nations.

20. One of the sponsors recalled that, while the Secretary-General considered English and French to be the working languages of the Secretariat, the Spanish-speaking delegations still considered that Spanish had become *de jure* a working language of the Secretariat when rule 51 of the rules of procedure of the General Assembly was amended. However, without moving from that position, the Spanish-speaking delegations, on the basis of the *de facto* recognition by the Secretary-General of the importance of the Spanish language, as reflected in his report, had assisted in the drafting and had become sponsors of the draft resolution.

21. In a spirit of co-operation, the sponsors subsequently revised the draft in various respects to take into account the reservations of various delegations and in particular to permit the Secretary-General the necessary flexibility to exercise his responsibilities as chief administrative officer under Article 97 of the Charter. A first revision (A/C.5/L.963/Rev.1) was produced by the representative of Tunisia at the 86th meeting on behalf of the 31 sponsors, who had then joined by Chile, Ecuador, Laos, Luxembourg, Malta, Nicaragua and the United Arab Republic (A/C.5/L.963/Add.1-5.), and added the following text to operative paragraph 1, sub-paragraph (b) (i):

"Nevertheless, the Secretary-General, in the spirit of the preceding provision, may by way of exception authorize the promotion of the staff members specified above who do not fulfil the condition laid down in the present sub-paragraph if he otherwise considers that their promotion is justified by reason of their professional aptitude and the particular services which they render to the Organization;

"Such exceptional promotions shall be authorized by the Secretary-General upon the proposal of the Under-Secretary-General for Administration and Management, such proposal to be made on the basis of the recommendations of the Director of Personnel;

"The Secretary-General shall indicate the number of exceptions he has authorized in his annual report to the General Assembly on personnel questions, in a separate annex, stating the reasons for such exceptions;"

He had added the following passage to operative paragraph 5:

"it being understood that the application of the language bonus established by the Assembly in resolution 2359 B (XXXII) remains in suspense pending the decision to be taken by the Assembly at its twenty-eighth session."

22. In the same spirit, Tunisia, at the 1287th meeting, introduced a second revision (A/C.5/L.963/Rev.2), by which a modified text had been produced to place that introduced into operative paragraph 1,

sub-paragraph (b) (i), of the draft by the previous revision—as follows:

"nevertheless, the Secretary-General may authorize the promotion of staff members as specified above who do not fulfil that condition, if he deems it necessary for the proper functioning of the Secretariat; the Secretary-General shall indicate what action has been taken in this respect in his annual report to the General Assembly on personnel questions;"

The representative of Tunisia pointed out that his new text allowed more latitude to the Secretary-General in following the directive and that the General Assembly in any case would have the opportunity, according to operative paragraph 5, to re-examine the matter in 1973.

23. Another delegation stated, on behalf of the sponsors, that it construed paragraph 1, sub-paragraph (b) (i), to mean that the exceptions authorized by the Secretary-General should favour primarily staff members whose mother tongue was not an official language of the General Assembly within the meaning of rule 51 of the General Assembly's rules of procedure. The same delegation also stated that it would be sufficient for the Secretary-General to indicate in his annual report the number of exceptions he had authorized, it being understood that it was not the sponsors' intention to ask him questions which might lead to the disclosure of the names of the staff members who had been promoted in that way. Other delegations said that they understood that it should not otherwise encroach on the authority vested in the Secretary-General. Another representative stated on behalf of the sponsors that operative paragraph 1, (a) (ii) did not imply that the concept of a consolidated manning table for the Secretariat should be abolished, nor was it intended to compartmentalize it nor to restrict the Secretary-General's freedom to move staff from one unit to another.

24. In a note (A/C.5/1205) on the administrative and financial implications of draft resolution A/C.5/L.963 the Secretary-General indicated that the total cost could tentatively be estimated at \$12,500 in 1969 for one additional teacher, \$460,000 in 1970 for additional translation staff and for the replacement of 100 monolingual secretaries by bilingual secretaries, and an additional amount of \$140,000 annually from 1972 for shortening the one-year increment period for staff with knowledge of a second language.

### C. *The question of including Russian among the working languages*

25. As regards the question of including Russian among the working languages of the United Nations principal organs other than the International Court of Justice and the Secretariat, the Secretary-General believed that, subject to the provision of the necessary resources and space, the administrative problems relating to this question could be met within a reasonably short period. Considerable strides had already been made, in recent years, towards reducing the distinction between official and working languages in the deliberative organs. In administrative terms, therefore, the issue came down to an increase in the number of languages staff required for the purpose and in their accommodation at Headquarters. In the course of the discussion of this question in the Fifth Committee, the representative of the Secretary-General suggested that, since effective implementation would in any case have

to be brought about gradually, consideration might perhaps be given to the advisability, at the present moment, of taking some measurable step rather than attempting to go all the way.

26. The representative of the Union of Soviet Socialist Republics proposed initially that Russian should be included among the working languages of all the principal organs, but later accepted a suggestion by the representative of the United Arab Republic that the proposal be limited to make Russian a working language of the General Assembly and to recommend that Russian should be included also among the working languages of the Security Council. The importance of Russian as a means of communication in diplomacy and science was stressed by a considerable number of representatives, as well as the political and practical reasons for including the language of the Union of Soviet Socialist Republics among the working languages of these organs. A number of delegations emphasized the financial implications and questioned the appropriateness of making the language used normally in communications with the Secretariat by the delegations of only 4 of the 126 Member States a working language of the principal organs of the Organization. The representative of the United States of America noted that the Union of Soviet Socialist Republics, while withdrawing its proposal for the inclusion of Russian among the working languages of the principal organs other than the General Assembly and the Security Council, still maintained its wish to make Russian a working language of all the principal organs in time. The representative of the United States of America urged that the proper criterion for determining what should be the working languages of any organ should be efficiency and economy. The representative of China proposed that the distinction between working and official languages in the General Assembly should be removed in order to avoid any discrimination between the official languages of the Organization.

27. At the 1281st meeting the Union of Soviet Socialist Republics introduced a draft resolution (A/C.5/L.962), which read as follows:

*"The General Assembly,*

*"Noting with satisfaction that, with the development and consolidation of the United Nations, the remaining distinctions in the United Nations organs between the official languages and the working languages are being eliminated, and desiring to promote the further acceleration of that process,*

*"Taking into account the practice of using certain other official languages on a level with English and French as working languages of the principal organs of the United Nations,*

*"Noting the outstanding significance of Russian, in the world today, as a medium of international political, economic, scientific, technical and cultural intercourse, and also the fact that it is used as a working language and as a diplomatic language by many States Members of the United Nations,*

*"Decides to include Russian among the working languages of the principal United Nations organs."*

28. At the 1283rd meeting the Union of Soviet Socialist Republics introduced a revised text (A/C.5/L.962/Rev.1) of its draft resolution, by which the operative paragraph was replaced by the following:

*"Decides to include Russian among the working languages of the principal United Nations organs with the exception, at the present stage, of the Secretariat and the International Court of Justice. He also requested the inclusion of the following paragraph (see A/C.5/L.968) in this report:*

*"The Committee, having considered chapter of the report of the Secretary-General (A/733) concerning the question of including Russian among the working languages of the United Nations, expressed its appreciation to the Secretary-General for the study which he had carried out and requested him to continue the study of this question with a view to presenting his views and recommendations regarding the inclusion of Russian among the working languages of the United Nations Secretariat and the International Court of Justice to the General Assembly at its twenty-fourth session."*

29. At the same meeting, the United Arab Republic proposed that members of the Committee might consider, as an alternative to the draft resolution (A/C.5/L.962) submitted by the Union of Soviet Socialist Republics, the following text (see A/C.5/L.969):

*[Text identical with that of draft resolution A/C.5/L.962/Rev.2 (see para. 32 below) subsequently adopted (see para. 48, draft resolution I, below).]*

30. Also at the 1283rd meeting, the representative of Chile requested the representatives of the Secretariat-General for information on the additional costs which would arise if Spanish were included among the working languages of the Security Council. The additional costs were later indicated (A/C.5/L.970) to be some \$240,200 on a full-year basis.

31. The Secretary-General stated (A/C.5/L.971) that the financial implications of the adoption of draft resolution of the Union of Soviet Socialist Republics (A/C.5/L.962/Rev.1) to provide for the inclusion of Russian among the working languages of four of the principal organs of the Organization would be a requirement of approximately \$1,680,600 for a full year and that the financial implications of the suggestion made by the United Arab Republic that Russian should be included among the working languages of the General Assembly and the Security Council would be approximately \$612,100 for a full year. If the intent was only that Russian be used for plenary meetings and meetings of the Main Committees the figure of \$612,100 would be reduced to \$342,100.

32. At the 1286th meeting the Union of Soviet Socialist Republics agreed to the text (see A/C.5/L.969) proposed by the United Arab Republic as an alternative to the draft proposed previously by the Union of Soviet Socialist Republics and requested that it be considered as a revised draft sponsored by the Union of Soviet Socialist Republics. It was issued again later as document A/C.5/L.962/Rev.2.

33. Also at the 1286th meeting, China submitted amendments (A/C.5/L.973) to the draft resolution (A/C.5/L.962/Rev.2) on the inclusion of Russian among the working languages of the General Assembly and the Security Council, which would delete the second preambular paragraph and replace the operative paragraphs 1 and 2 by the following:

*"1. Decides to eliminate the distinctions between the official languages and the working languages"*



the General Assembly and amend accordingly rule 51 of the rules of procedure of the General Assembly;

"2. *Considers* it desirable to eliminate distinctions between the official languages and the working languages of the Security Council".

The Secretary-General stated (A/C.5/L.976) that the financial implications of those amendments would be an additional requirement of \$448,000 on a full-year basis.

### III. VOTING

34. At the 1289th meeting the Union of Soviet Socialist Republics stated that, if draft resolution A/C.5/L.962/Rev.2 were adopted, the request for its inclusion in the report of the Committee of Arrangements on the subject of further study of the question of including Russian among the working languages of the principal organs would be withdrawn.

35. At the same meeting, the amendments (A/C.5/L.973) that China had submitted to the draft resolution of the Union of Soviet Socialist Republics (A/C.5/L.962/Rev.2) was rejected by a roll-call vote of 54 votes to 4, with 47 abstentions. The voting was as follows:

*In favour:* China, Guinea, Philippines, Rwanda.

*Against:* Algeria, Australia, Austria, Belgium, Bulgaria, Burundi, Byelorussian Soviet Socialist Republic, Cambodia, Ceylon, Cuba, Czechoslovakia, Denmark, El Salvador, Finland, France, Greece, Guatemala, Honduras, Hungary, Iceland, India, Iraq, Ireland, Israel, Italy, Japan, Kenya, Luxembourg, Mali, Malta, Mauritania, Mongolia, Netherlands, New Zealand, Nicaragua, Nigeria, Norway, Pakistan, Poland, Romania, Somalia, South Africa, Sudan, Sweden, Syria, Tunisia, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United States of America, Venezuela, Yugoslavia, Zambia.

*Abstaining:* Afghanistan, Argentina, Barbados, Brazil, Burundi, Burma, Cameroon, Canada, Central African Republic, Chad, Chile, Colombia, Congo (Brazzaville), Cyprus, Dahomey, Ecuador, Ethiopia, Gabon, Ghana, Guyana, Haiti, Indonesia, Iran, Ivory Coast, Jamaica, Jordan, Kuwait, Laos, Lebanon, Liberia, Libya, Madagascar, Mauritius, Mexico, Morocco, Nepal, Niger, Peru, Portugal, Saudi Arabia, Senegal, Sierra Leone, Spain, Togo, Trinidad and Tobago, Turkey, United Republic of Tanzania, Upper Volta.

36. The Committee then proceeded to vote on the draft resolution of the Union of Soviet Socialist Republics (A/C.5/L.962/Rev.2) on the inclusion of Russian among the working languages of the General Assembly and the Security Council.

(a) A separate vote was taken on operative paragraph 1, which was adopted by 51 votes to 23, with 24 abstentions. A roll-call vote was taken. The voting was as follows:

*In favour:* Afghanistan, Algeria, Brazil, Bulgaria, Burundi, Byelorussian Soviet Socialist Republic, Cambodia, Cameroon, Canada, Ceylon, Chad, Congo (Brazzaville), Cuba, Cyprus, Czechoslovakia, Dahomey, Ethiopia, France, Guinea, Hungary, India, Iran, Iraq, Jordan, Kenya, Kuwait, Laos, Lebanon, Libya, Mali, Mauritania, Mongolia, Nepal, Nigeria, Pakistan, Peru, Poland, Romania, Saudi Arabia, Senegal, Sierra Leone, Somalia, Spain, Sudan, Syria, Togo, Turkey,

Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, Yugoslavia.

*Against:* Argentina, Australia, Belgium, China, El Salvador, Greece, Guatemala, Haiti, Honduras, Israel, Italy, Japan, Luxembourg, Madagascar, Malta, Netherlands, New Zealand, Nicaragua, Portugal, South Africa, Tunisia, United Kingdom of Great Britain and Northern Ireland, United States of America.

*Abstaining:* Austria, Barbados, Burma, Central African Republic, Chile, Colombia, Denmark, Ecuador, Finland, Gabon, Ghana, Guyana, Iceland, Indonesia, Ireland, Ivory Coast, Jamaica, Liberia, Mauritius, Mexico, Morocco, Niger, Norway, Philippines, Rwanda, Sweden, Trinidad and Tobago, United Republic of Tanzania, Upper Volta, Venezuela, Zambia.

(b) A separate vote was then taken on operative paragraph 2, which was adopted by 61 votes to 20, with 24 abstentions. A roll-call vote was taken. The voting was as follows:

*In favour:* Afghanistan, Algeria, Austria, Brazil, Bulgaria, Burundi, Byelorussian Soviet Socialist Republic, Cambodia, Cameroon, Canada, Ceylon, Chad, Chile, Congo (Brazzaville), Cuba, Cyprus, Czechoslovakia, Dahomey, Ethiopia, Finland, France, Guinea, Hungary, India, Iran, Iraq, Jordan, Kenya, Kuwait, Laos, Lebanon, Liberia, Libya, Mali, Mauritania, Mauritius, Mongolia, Morocco, Nepal, Nigeria, Pakistan, Peru, Poland, Romania, Saudi Arabia, Senegal, Sierra Leone, Somalia, Spain, Sudan, Sweden, Syria, Togo, Tunisia, Turkey, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, Upper Volta, Yugoslavia, Zambia.

*Against:* Argentina, Australia, Belgium, China, El Salvador, Greece, Guatemala, Haiti, Honduras, Italy, Japan, Luxembourg, Malta, Netherlands, New Zealand, Nicaragua, Portugal, South Africa, United Kingdom of Great Britain and Northern Ireland, United States of America.

*Abstaining:* Barbados, Burma, Central African Republic, Colombia, Denmark, Ecuador, Gabon, Ghana, Guyana, Iceland, Indonesia, Ireland, Israel, Ivory Coast, Jamaica, Madagascar, Mexico, Niger, Norway, Philippines, Rwanda, Trinidad and Tobago, United Republic of Tanzania, Venezuela.

(c) The draft resolution of the Union of Soviet Socialist Republics as a whole was then adopted by a roll-call vote of 55 votes to 22, with 28 abstentions (see para. 48, draft resolution I, below). The voting was as follows:

*In favour:* Afghanistan, Algeria, Brazil, Bulgaria, Burundi, Byelorussian Soviet Socialist Republic, Cambodia, Cameroon, Canada, Central African Republic, Ceylon, Chad, Chile, Congo (Brazzaville), Cuba, Cyprus, Czechoslovakia, Dahomey, Ethiopia, France, Guinea, Hungary, India, Iran, Iraq, Jordan, Kenya, Kuwait, Laos, Lebanon, Libya, Mali, Mauritania, Mongolia, Morocco, Nepal, Nigeria, Pakistan, Peru, Poland, Romania, Saudi Arabia, Senegal, Sierra Leone, Somalia, Spain, Sudan, Syria, Togo, Turkey, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, Yugoslavia, Zambia.

*Against:* Argentina, Australia, Belgium, China, El Salvador, Greece, Guatemala, Haiti, Honduras, Israel, Italy, Japan, Luxembourg, Madagascar, Malta, Netherlands, New Zealand, Nicaragua, Portugal, South

Africa, United Kingdom of Great Britain and Northern Ireland, United States of America.

*Abstaining:* Austria, Barbados, Burma, Colombia, Denmark, Ecuador, Finland, Gabon, Ghana, Guyana, Iceland, Indonesia, Ireland, Ivory Coast, Jamaica, Liberia, Mauritius, Mexico, Niger, Norway, Philippines, Rwanda, Sweden, Trinidad and Tobago, Tunisia, United Republic of Tanzania, Upper Volta, Venezuela.

37. At the same meeting the Chairman of the Advisory Committee on Administrative and Budgetary Questions reported that the Advisory Committee did not consider that it would be necessary to increase the number of teachers by one, as the Secretary-General had stated might be necessary in his note (A/C.5/1205) on the administrative and financial implications of the 38-Power draft resolution (A/C.5/L.963/Rev.2). The Advisory Committee advised that if that became necessary, the extra cost should be absorbed.

38. The representative of the Secretary-General said that it was assumed that if the draft resolution in question were adopted, the Secretary-General's estimates for full-time teachers and additional staff as stated in paragraph 66 of his report (A/7334) would be approved. The second reading of the budget estimates for 1969 would reflect this.

39. The 38-Power draft resolution (A/C.5/L.963/Rev.2) to ensure a linguistic balance within the Secretariat was adopted by a roll-call vote of 100 to none, with 6 abstentions (see para. 48, draft resolution II, part B, below). The voting was as follows:

*In favour:* Algeria, Argentina, Australia, Austria, Barbados, Belgium, Brazil, Bulgaria, Burma, Burundi, Byelorussian Soviet Socialist Republic, Cambodia, Cameroon, Canada, Central African Republic, Ceylon, Chad, Chile, China, Colombia, Congo (Brazzaville), Congo (Democratic Republic of the), Cuba, Cyprus, Czechoslovakia, Dahomey, Denmark, Ecuador, El Salvador, Ethiopia, Finland, France, Gabon, Guatemala, Guinea, Guyana, Haiti, Honduras, Hungary, Iceland, India, Indonesia, Iran, Iraq, Ireland, Israel, Italy, Ivory Coast, Jamaica, Jordan, Kenya, Kuwait, Laos, Lebanon, Liberia, Libya, Luxembourg, Madagascar, Mali, Malta, Mauritania, Mauritius, Mexico, Mongolia, Morocco, Nepal, Netherlands, New Zealand, Nicaragua, Niger, Nigeria, Norway, Pakistan, Peru, Philippines, Poland, Portugal, Romania, Rwanda, Senegal, Sierra Leone, Somalia, South Africa, Spain, Sudan, Sweden, Syria, Togo, Trinidad and Tobago, Tunisia, Turkey, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Upper Volta, Venezuela, Yugoslavia.

*Against:* None.

*Abstaining:* Afghanistan, Ghana, Greece, Japan, Saudi Arabia, Zambia.

40. The 12-Power draft resolution (A/C.5/L.966 and Add.1) on the composition of the Secretariat was then adopted by 98 votes to none, with 1 abstention (see para. 48; draft resolution II, part A, below).

41. The Ukrainian Soviet Socialist Republic's draft proposal (see A/C.5/L.965) for the inclusion of a paragraph in the report of the Fifth Committee was then adopted by 30 votes to 15, with 46 abstentions.

## (b) Other personnel questions

### EDUCATION GRANT

42. At its 1258th meeting, on 13 November 1967 the Fifth Committee considered paragraphs 1 to 5 of the Secretary-General's report (A/C.5/1170) proposing an amendment to regulation 3.2 of the Staff Regulations of the United Nations on the terms and conditions under which an education grant shall be payable and the amount of such a grant, based upon the recommendation of the International Civil Service Advisory Board following a review of the whole system of the education grant (*ibid.*, annex I).

43. The Committee also considered the recommendations of the Advisory Committee on Administrative and Budgetary Questions as set forth in its related report (A/7295).

44. One representative, explaining why he could not support the proposal for an increase in the grant, pointed out that its original intent was to compensate a staff member employed in a country other than his country of origin for any additional expenditure incurred in respect of a child's education in his country of origin. No method had yet evolved for determining scientifically how much additional expenditure a staff member had to incur for this purpose, although it had come to be considered that the grant should cover 10 per cent of the actual expenditure. His delegation was not convinced that the cost of education had risen. Moreover, the education grant should be considered in the context of the present salary scales and he considered it was premature to raise the maximum amount of the grant before its position in the salary scale had been clearly determined.

45. The Fifth Committee decided by a vote of 10 to 5, with 5 abstentions, to endorse the recommendations of the Advisory Committee as set forth in the latter report (A/7295, paras. 22-28).

### AMENDMENTS TO ANNEX I, PARAGRAPHS 1 AND 3, OF THE STAFF REGULATIONS

46. At its 1261st meeting, on 18 November 1967 the Fifth Committee considered paragraphs 8 to 11 of the Secretary-General's report (A/C.5/1170) concerning amendments to annex I, paragraphs 1 and 3 of the Staff Regulations and the related report of the Advisory Committee on Administrative and Budgetary Questions (A/7328).

47. The Fifth Committee voted unanimously to endorse the views of the Advisory Committee as set forth in the latter's report. The Rapporteur was asked to prepare an appropriate draft resolution on this issue for inclusion in the present report (see para. 48, draft resolution III, below).

### Recommendations of the Fifth Committee

48. The Fifth Committee recommends to the General Assembly the adoption of the following draft resolutions:

#### Draft resolution I

#### QUESTION OF INCLUDING RUSSIAN AMONG THE WORKING LANGUAGES OF THE UNITED NATIONS

##### The General Assembly,

Recalling its resolution 2359 B (XXII) of 19 December 1967 on the use of the working languages, which pointed out that the use of several languages by 1



nited Nations could constitute not a hindrance but rather an enrichment and a means of attaining the objectives of the Charter of the United Nations,

*Having examined* the relevant part of the report submitted by the Secretary-General (A/7334) and, in particular, chapter IV thereof, entitled "The question including Russian among the working languages of the United Nations",

1. *Decides* to include Russian among the working languages of the General Assembly and to amend accordingly rule 51 of the rules of procedure of the Assembly;

2. *Considers* it desirable to include Russian among the working languages of the Security Council;

3. *Requests* the Secretary-General to transmit the present resolution to the President of the Security Council.

### *Draft resolution II*

#### COMPOSITION OF THE SECRETARIAT

##### A

*The General Assembly,*

*Recalling* its resolution 2359 A (XXII) of 19 December 1967,

*Reaffirming* the need of equitable distribution of the staff of the Secretariat among Member States as between regions, and within each region, in particular at the level of senior posts,

*Reiterating* its invitation to the Secretary-General to give preference to candidates from inadequately represented countries, keeping in mind paragraph 73 of the report of the Committee on the Reorganization of the Secretariat (A/7359, annex),

1. *Notes with appreciation* the information contained in table 10, based on weighted geographical distribution, contained in the report of the Secretary-General (A/7334, annex III);

2. *Requests* the Secretary-General to continue to include in his future reports a table based on weighted geographical distribution;

3. *Renews* its request to the Secretary-General to continue his efforts to achieve a better geographical distribution of the staff of the Secretariat at all levels;

4. *Further requests* the Secretary-General to report to the General Assembly at its twenty-fourth session on the progress achieved in the implementation of the present resolution.

##### B

*The General Assembly,*

*Recalling* its resolutions 2241 B (XXI) of 20 December 1966 and 2359 B (XXII) of 19 December 1967 relating to the use of the working languages and to the establishment of a language bonus, and in particular paragraph 3 (a) of resolution 2359 B (XXII) concerning the need to ensure a linguistic balance within the Secretariat,

*Having considered* the relevant part of the report (A/7334) submitted by the Secretary-General pursuant to resolution 2359 B (XXII),

*Having noted with satisfaction* the measures recommended by the Secretary-General in his report with a view to bringing about a broad expansion of the language training programme already conducted by the Secretariat and ensuring its effectiveness by incentives

in the matter of the promotion of staff in the Professional category subject to geographical distribution (*ibid.*, paras. 52-60 and 88-95),

1. *Requests* the Secretary-General, with a view to ensuring a linguistic balance, to take the following steps:

(a) From 1 January 1970 the acceptable minimum requirement at the moment of recruitment will be:

(i) Ability to use one of the working languages of the Secretariat, or

(ii) Ability to use one of the working languages of a United Nations Organ in the case of staff members recruited for one of the sections of the Secretariat working for that organ, it being understood that such staff members will not be appointed on a permanent basis, or that their fixed-term engagement will not be extended beyond two years, until they are able to work in one of the working languages of the Secretariat;

(b) From 1 January 1972:

(i) All promotions from one grade to another, from P-1 to D-2 inclusive, for staff subject to geographical distribution will be conditional upon adequate and confirmed knowledge of a second language; nevertheless, the Secretary-General may authorize the promotion of the staff members specified above who do not fulfil that condition if he deems it necessary for the proper functioning of the Secretariat; the Secretary-General shall indicate what action has been taken in this respect in his annual report to the General Assembly on personnel questions;

(ii) Adequate and confirmed knowledge of a second language will permit more rapid passage through the steps within each grade, from P-1 to D-2 inclusive, for the same staff, in this case the interval between steps being ten months instead of twelve; a reduction by the same proportion will be applied for grades where the interval between each step is at present more than twelve months;

2. *Decides* that confirmation of the knowledge of a second language shall be the obtaining of the language proficiency certificate as at present awarded by the United Nations, that is, by boards consisting of language teachers; since the end in view is essentially to provide understanding of the written and the spoken language, the language training courses will have to be modified accordingly;

3. *Decides* that the second language, knowledge of which will be confirmed by the award of the language proficiency certificate, shall be one of the official languages listed in rule 51 of the rules of procedure of the General Assembly;

4. *Urges* the Secretary-General to take all the necessary steps to enable all the staff members specified above who so request to take language courses and to ensure that modern teaching methods are used as widely as possible;

5. *Invites* the Secretary-General to report to the General Assembly at its twenty-eighth session, in 1973, on the action taken on the present resolution, in order to enable the Assembly to take, if necessary, whatever steps it may deem appropriate, bearing in mind the present resolution and resolutions 2241 B (XXI) and 2359 B (XXII), it being understood that the application of the language bonus established by the Assembly in resolution 2359 B (XXII) remains in suspense

pending the decision to be taken by the Assembly at its twenty-eighth session.

### Draft resolution III

#### AMENDMENTS TO THE STAFF REGULATIONS OF THE UNITED NATIONS

##### A

##### *The General Assembly*

1. *Approves* the recommendations of the Advisory Committee on Administrative and Budgetary Questions as set forth in its seventh report to the General Assembly at the twenty-third session (A/7295);

2. *Decides* that, with effect from 1 January 1969, the maximum amount of the education grant payable to eligible members of the staff of the United Nations shall be \$1,000 per scholastic year for each child;

3. *Amends* regulation 3.2 of the Staff Regulations of the United Nations accordingly.

##### B

##### *The General Assembly*

1. *Approves* the recommendations of the Advisory Committee on Administrative and Budgetary Questions as set forth in its tenth report to the General Assembly at its twenty-third session (A/7328);

2. *Decides* to amend paragraphs 1 and 3 of annex I to the Staff Regulations of the United Nations to read as follows:

SALARY AND ALLOWANCES—ADMINISTRATOR OF THE UNITED NATIONS DEVELOPMENT PROGRAMME, UNDER-SECRETARY GENERAL AND ASSISTANT SECRETARIES-GENERAL

##### *Annex I, paragraph 1*

The Administrator of the United Nations Development Programme, having a status equivalent to that of the executive head of a major specialized agency, shall receive a salary \$US 43,000 per year; and Under-Secretary-General shall receive a salary of \$US 33,500<sup>34</sup> per year, and an Assistant Secretary-General shall receive a salary of \$US30,000<sup>34</sup> per year, subject to the Staff Assessment Plan provided in Staff Regulation 3.3 and to post adjustments wherever applied. If otherwise eligible, they shall receive the allowances which are available to staff members generally.

##### *Annex I, paragraph 3*

The Secretary-General is authorized, on the basis of appropriate justification and/or reporting, to make additional payments to Directors and, where offices are away from Headquarters, to their heads, to compensate for such special costs may be reasonably incurred in the interest of the Organization in the performance of duties assigned to them by the Secretary-General. The maximum total amount of such payments is to be determined in the annual budget by the General Assembly.

3. *Decides* to insert paragraph 3, as amended above, after paragraph 5 of annex I and to renumber the paragraphs accordingly;

4. *Takes note* of the changes made by the Secretary-General in the Staff Rules in the year ending 31 August 1968, as set forth in his report to the Fifth Committee (A/C.5/1170).

<sup>34</sup> After the adoption of the present draft resolution the General Assembly subsequently modified this amount by the adoption of resolution 2485 (XXIII) (para. (a) (i)).

### ACTION TAKEN BY THE GENERAL ASSEMBLY

At its 1752nd plenary meeting, on 21 December 1968, the General Assembly voted on draft resolutions I, II and III, submitted by the Fifth Committee (A/7472, para. 48).

Before voting on draft resolution I, the General Assembly, by a vote of 53 to 36, with 33 abstentions, rejected a motion by New Zealand that operative paragraph 1 of the draft resolution be considered an important question in the meaning of Article 18 of the United Nations Charter. It then adopted, by a vote of 86 to 6, with 26 abstentions, an amendment (A/L.564, para. 1) relating to the second preambular paragraph, and, by a vote of 93 to 6, with 22 abstentions, an amendment (*ibid.*, para. 2) relating to operative paragraph 2. After having adopted, by a vote of 69 to 23, with 29 abstentions, operative paragraph 1 of the draft, the Assembly, by a vote of 81 to 17, with 24 abstentions, adopted draft resolution I as a whole, as amended. For the final text, see resolution 2479 (XXIII).<sup>35</sup>

The General Assembly then adopted draft resolution II, part A by a vote of 119 to none and part B by a vote of 118 to none, with 2 abstentions. For the final text, see resolutions 2480 A (XXIII) and 2480 B (XXIII).<sup>35</sup>

The General Assembly finally adopted unanimously draft resolution III, parts A and B. For the final text, see resolutions 2481 A (XXIII) and 2481 B (XXIII).<sup>35</sup>

<sup>35</sup> See *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*.

### CHECK LIST OF DOCUMENTS

NOTE. This check list includes the documents mentioned during the consideration of agenda item 81 which are not reproduced in the present fascicle.

Document No.	Title or description	Observations and references
'7359	Note by the Secretary-General transmitting the report of the Committee on the Reorganization of the Secretariat	<i>Official Records of the General Assembly, Twenty-third Session, Annexes</i> , addendum to agenda item 74
'C.5/L.942 and Add.1	Staff of the United Nations Secretariat as of 31 August 1968: report of the Secretary-General	Mimeographed
'C.5/L.954	Note by the Rapporteur containing a proposal by the Ukrainian Soviet Socialist Republic	See <i>Official Records of the General Assembly, Twenty-third Session, Annexes</i> , agenda item 74, document A/7476, para. 57
'C.5/L.962	Union of Soviet Socialist Republics: draft resolution	See A/7472, para. 27
'C.5/L.962/Rev.1	Union of Soviet Socialist Republics: revised draft resolution	<i>Ibid.</i> , para. 28
'C.5/L.962/Rev.2	Union of Soviet Socialist Republics: revised draft resolution	Adopted without change. See A/7472, para. 48, draft resolution I
'C.5/L.963 and Add.1-5	Argentina, Belgium, Burundi, Canada, Central African Republic, Chile, Colombia, Congo (Brazzaville), Congo (Democratic Republic of), Dahomey, Ecuador, El Salvador, Equatorial Guinea, France, Haiti, Italy, Ivory Coast, Laos, Lebanon, Luxembourg, Madagascar, Malta, Mauritania, Mauritius, Mexico, Nicaragua, Niger, Peru, Philippines, Romania, Rwanda, Senegal, Spain, Togo, Tunisia, United Arab Republic, Upper Volta and Uruguay: draft resolution	See A/7472, para. 18 and 21
'C.5/L.963/Rev.1	—————[ <i>same sponsors</i> ]: revised draft resolution	<i>Ibid.</i> , para. 21
'C.5/L.963/Rev.2	—————[ <i>same sponsors</i> ]: revised draft resolution	Adopted without change. See A/7472, para. 48, draft resolution II, part B
'C.5/L.964	Draft report of the Fifth Committee	For the text of this document as amended by the Fifth Committee at its 1295th and 1296th meetings, see A/7472
'C.5/L.965	Note by the Rapporteur containing the text of a paragraph proposed by the Ukrainian Soviet Socialist Republic for insertion in the report of the Fifth Committee	See A/7472, para. 15
'C.5/L.966 and Add.1	Brazil, Ceylon, Guyana, India, Japan, Pakistan, Peru, Philippines, Sudan, Syria, Turkey and United Arab Republic: draft resolution	Adopted without change. See A/7472, para. 48, draft resolution II, part A
'C.5/L.968	Note by the Rapporteur containing the text of a paragraph proposed by the Union of Soviet Socialist Republics for insertion in the report of the Fifth Committee	See A/7472, para. 28
'C.5/L.969	Note by the Secretariat containing the text of a draft resolution submitted by the United Arab Republic	<i>Ibid.</i> , para. 29
'C.5/L.973	China: amendments to document A/C.5/L.962/Rev.2	<i>Ibid.</i> , para. 33



**Agenda item 82:\* Report of the United Nations Joint Staff Pension Board\*\***

**C O N T E N T S**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
A/7220	Report of the Advisory Committee on Administrative and Budgetary Questions . . . . .	1
A/7471	Report of the Fifth Committee . . . . .	1
	<b>Decision taken by the General Assembly</b> . . . . .	<b>2</b>
	<b>Check list of documents</b> . . . . .	<b>2</b>

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Fifth Committee*, 35th and 1295th meetings; and *ibid., Plenary Meetings*, 1752nd meeting.

\*\* Since 1962, this question has been discussed by the General Assembly at the following sessions: seventeenth session (agenda item 71), eighteenth session (agenda item 67), nineteenth session (annex No. 18), twentieth session (agenda item 85), twenty-first session (agenda item 82), twenty-second session (agenda item 83).

**DOCUMENT A/7220**

**Report of the Advisory Committee on Administrative and Budgetary Questions**

*[Original text: English]  
[13 August 1968]*

1. The Advisory Committee on Administrative and Budgetary Questions has examined the statements of assets and liabilities and of income and expenses of the United Nations Joint Staff Pension Fund for the period 1 October 1966 to 30 September 1967 (A/7208) and the related report of the Board of Auditors (*ibid.*, annex II).

2. The Committee notes that the Board of Auditors has recommended that a study be made to improve the handling procedures, recording systems and safe-keeping arrangements of the Fund's investments, and that the Board was informed by the Controller that consideration would be given during 1968 to its suggestions. The Advisory Committee notes further that as a result of the correction of several discrepancies and errors discovered in the course of the audit the amount of \$98,517.36 has been credited to the gain and loss account.

3. Bearing in mind the size of the Pension Fund investments, which were in excess of \$315 million as at 30 September 1967, the Advisory Committee is confident that the United Nations Joint Staff Pension Board will give the necessary attention to the questions raised in the report of the Board of Auditors.

**DOCUMENT A/7471**

**Report of the Fifth Committee**

*[Original text: English/Spanish]  
[20 December 1968]*

1. At its 1285th meeting, on 13 December 1968, the Fifth Committee considered the annual report (A/7208) of the United Nations Joint Staff Pension Board to the General Assembly and to member organizations of the United Nations Joint Staff Pension Fund. The Committee also had before it a report of the Advisory Committee on Administrative and Budgetary Questions (A/7220).

2. After the Chairman of the Advisory Committee and the Secretary of the Pension Board had introduced the reports in question, a discussion ensued in which

it was pointed out that the Fund had been in existence for twenty years and that its assets currently exceeded \$350 million and were continuing to increase at a rate of more than \$40 million a year, and it was suggested that therefore there was a need for an over-all review of all aspects of the Fund and of its management, which in many respects had remained substantially unaltered from the Fund's inception. While noting from the report before the Committee that various matters were to be the subject of special study and review in the course of 1969, other matters, notably

investment policies and related management arrangements, equally called for careful reappraisal in the light of the Fund's rapid growth and performance record. In order for the General Assembly to be in a position adequately to discharge its responsibilities, it was desirable that it should have available at its twenty-fourth session full and comprehensive information to guide its future judgement and recommendations. It would greatly facilitate the Assembly's task if the Advisory Committee were asked to devote—say the first week of its session in September 1969—to an intensive review of all pension matters falling within the Fifth Committee's competence, and it was hoped that arrangements could be made accordingly.

3. The representative of the Secretary-General agreed that the various studies already under way or envisaged by the competent bodies concerned, including the United Nations Joint Staff Pension Board, the Investments Committee and the Board of Auditors, could most helpfully be the subject of co-ordinated review and evaluation by the Advisory Committee, and thereafter for consideration, as appropriate, by the Fifth Committee.

4. It was pointed out on behalf of the Pension Board that the Board itself had requested that a management analysis and survey be carried out by outside management consultants with a view to the improvement and modernization of all administrative and financial practices currently in use, to ensure maximum efficiency and economy in the Fund's day-to-day operations. At the same time, the Board had decided to defer until later the review of the wider aspects of the organization and management of the Fund, desirable though that might be. Attention was drawn to the fact that a study was also being made, in response to a recommendation by the Board of Auditors, of the handling procedures, recording systems and safe-keeping arrangements used for the Fund's investments. Both studies would be available for examination by the Advisory Committee before the next General Assembly and, in addition, the revised Regulations of the Fund and proposed changes in its system of benefits would also have to be studied by the Advisory Committee at that time.

5. The Chairman of the Advisory Committee expressed his readiness, despite the heavy workload of that Committee, to do his utmost to arrange for the Committee's examination during the forthcoming year of Pension Fund matters, on the basis of studies and other information available to it, and to report thereon to the Assembly. On the other hand, the Advisory Committee would not wish to duplicate what was being done by the Pension Board itself. Nor would it wish

to express itself on investment policies, which were within the competence of another expert body set up by the General Assembly.

6. During the discussion of the investments of the Fund, the view was expressed that too large a part of the assets were in bonds. Their over-all yield was too low and common stocks should therefore receive greater attention, as should convertible bonds of a no-load mutual funds. It was also suggested that a reserve might be set up for supplementing the fixed income of pensioners.

7. The Controller stated that almost all new money was, in fact, now being invested in common stocks and convertible debentures. It was the expressed opinion of the Investments Committee that Pension Fund investments could reasonably be expected to produce an average total rate of return of 8 per cent over a period of years. He added that the helpful observations and suggestions made would be called to the attention of the Investments Committee.

8. Two representatives expressed satisfaction that the Pension Board was devoting attention to an examination of its own procedures and to the investment policies of the Fund. One representative pointed out that the major change in the basic formula governing benefits, which had been under study by the Board, would, if adopted, increase pensions and annuities almost 10 per cent. Because of its important financial implications, deferral of this proposal by the Board to its next session, pending further study on the basis of additional data and their examination by the Committee of Actuaries, was therefore to be welcomed. Another representative stated that next year's actuarial investigations were likely to show conclusively whether, with the resources that were available, such a change was feasible in conjunction with the cost-of-living adjustments added to benefits by the Fund.

### ***Recommendation of the Fifth Committee***

9. The Fifth Committee recommends to the General Assembly the adoption of the following draft resolution:

#### **REPORT OF THE UNITED NATIONS JOINT STAFF PENSION BOARD**

#### *The General Assembly*

*Takes note* of the report of the United Nations Joint Staff Pension Board for 1968 (A/7208) and the annexes thereto and of the observations of the Advisory Committee on Administrative and Budgetary Questions in its related report (A/7220).

### **ACTION TAKEN BY THE GENERAL ASSEMBLY**

At its 1752nd plenary meeting, on 21 December 1968, the General Assembly adopted without objection the draft resolution submitted by the Fifth Committee (A/7471, para. 9). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2476 (XXIII).

### **CHECK LIST OF DOCUMENTS**

NOTE. This check list includes the documents mentioned during the consideration of agenda item 82 which are not reproduced in the present fascicle.

---

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
✓/7208	Report of the United Nations Joint Staff Pension Board	<i>Official Records of the General Assembly, Twenty-third Session, Supplement No. 8</i>
✓/C.5/L.982	Draft report of the Fifth Committee	Same text as A/7471



**Agenda item 83:\* United Nations International School: report of the Secretary-General\*\***

**C O N T E N T S**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
A/7358	Report of the Secretary-General . . . . .	1
A/7389	Report of the Advisory Committee on Administrative and Budgetary Questions . . . . .	9
A/7470	Report of the Fifth Committee . . . . .	11
<b>Action taken by the General Assembly . . . . .</b>		<b>11</b>
<b>Weekly list of documents . . . . .</b>		<b>11</b>

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Fifth Committee, 85th and 1291st meetings*; and *ibid., Plenary Meetings, 1752nd meeting*.

\*\* Since 1962, this question has been discussed by the General Assembly at the following sessions: seventeenth session (agenda item 72), eighteenth session (agenda item 68), nineteenth session (annex No. 19), twentieth session (agenda item 83), twenty-first session (agenda item 83), twenty-second session (agenda item 84).

**DOCUMENT A/7358**

**Report of the Secretary-General**

[*Original text: English*]  
[29 November 1968]

1. In his report dated 11 December 1967,<sup>1</sup> the Secretary-General gave Members further information concerning proposals which had led the Board of Trustees of the United Nations International School to spend plans for the construction of the permanent school building at the site prepared at East 25th Street

New York, and to investigate an alternative proposal made by officials of the Ford Foundation to study the feasibility of building the school on a site lying between East 39th and 40th Streets, west of First Avenue.

2. At that time the Secretary-General advised the General Assembly that it was expected that a series of studies then under way on the feasibility of the project to build on the 39th-40th Street site would be completed early in 1968 and that, on the receipt of the results of the studies, the Board of Trustees would make a decision as to whether to go ahead at that site or make arrangements for construction to be resumed at 25th Street. The preliminary studies were commissioned by the Fund for Area Planning and Development, Inc., which included, among others, representatives of the Ford Foundation, the Rockefeller Foundation, the Permanent Mission of the United States to the United Nations, the City of New York and the Secretary-General. These preliminary studies produced favourable results but, on the advice of the City's Physical Planning Committee, the Board of Trustees has authorized more detailed technical studies and cost analyses—the results of which should be available early in 1969—to determine the basic elements of a practical development agreement between the United Nations International School, an investor-builder, and

other interested parties, such as the Consolidated Edison Company of New York, Inc. If these further studies confirm the physical and economic feasibility of the project, it is firmly believed that contracts could be prepared in sufficient time to allow construction to be commenced in the building season of 1969 and to be completed by the end of the school year 1971-1972.

3. The Secretary-General is aware that Members will be disappointed by the continued delay in the construction of the permanent school building, and he has taken some steps to assist the Board of Trustees in bringing about a more speedy resolution of the problems involved. In the meantime, negotiations have been opened with the City of New York for an extension of the lease for the 25th Street site, pending a final decision on the 39th-40th Street site.

4. As an interim solution to the School's housing problem, the Ford Foundation financed the renovation of a remodelled commercial building on East 54th Street. As will be noted from the report of the Board of Trustees (see annex below), the space actually available was insufficient but, fortunately, the City of New York also made available a recently renovated city school building situated on the corner of East 51st Street and First Avenue. As a result, the temporary accommodation now available to the School is greatly increased, as reflected in the present enrolment of 844 during the current school year compared to 735 in the previous school year. Although the two buildings now in use in Manhattan can only be regarded as a stop-gap solution to the School's housing problem, they do represent a great improvement over the accommodation formerly available at East 70th Street; as a result, the School has been able greatly to expand some of its educational activities, particularly in the

<sup>1</sup> *Official Records of the General Assembly, Twenty-second Session, Annexes, agenda item 84, document A/6962.*

language and science fields. During the past school year, a fully bilingual section was introduced into the junior school in Manhattan, and it is expected that the bilingual programme will be progressively expanded. The current school year has seen the introduction of the International Baccalaureate course in the final two years of the curriculum. These two developments are clear demonstrations of the strides being taken by the School towards the realization of its goal to provide a truly international type of education of the highest standard.

5. As mentioned above, the enrolment again increased dramatically this year. As of 15 November 1968, 79 nationalities are represented among the 844 students in the School. Of these, 473 are from Secretariat and 83 from delegation families. Another 41 are from families affiliated with other international organizations. This represents increases of 104, 23 and 4, respectively, in these three categories since the 1967-1968 school year. The number of teachers has also increased—because of the larger enrolment and the necessity to staff three building locations—and now stands at 78, drawn from 25 nationalities.

6. In the financial year 1967-1968, despite an increase in fees for senior and tutorial pupils, the Board of Trustees adopted a budget with an anticipated deficit of approximately \$49,000. The subsequent necessity to utilize two buildings in Manhattan and to augment the teaching staff resulted in changes in the budget which brought the actual deficit to a figure of \$62,941. This deficit was met in part by a grant of \$49,000 from the General Assembly and by the transfer of funds from the International School Fund (see annex, appendix IV). In the present financial year, despite the greatly increased enrolment reported above and an all-around increase in fees per student of \$100 in some cases and \$150 in others, the further increase in staff coupled with a general increase in costs has forced the Board of Trustees again to budget for an anticipated deficit of \$61,400.

7. The Secretary-General and the Board of Trustees are aware that it is highly desirable that the School should be able to operate without recourse to a subsidy from the General Assembly, but it is difficult, if not impossible, for the School to achieve financial viability based on a stable pupil-teacher population while the number of pupils is growing rapidly and while the School lacks an adequate endowment. As the Secretary-General pointed out in his report of December 1967, the School aims at an ultimate enrolment of 1,500 in the new building. In the meantime, while it would be desirable from a fiscal point of view to stabilize the present enrolment and staffing of the School, the Board of Trustees finds it very difficult to sanction such a limitation while there is excess space in the temporary buildings and while Secretariat and delegation members seek the enrolment of their children. The current situation in the New York school system has greatly increased these pressures. The Secretary-General hopes that, in the circumstances, the General Assembly will find it possible to make an appropriate grant to the International School Fund.

8. On the question of the Development Fund of the School, the Board of Trustees has pointed again to the disappointingly slow response from Governments to appeals for contributions. Only one additional Government has pledged contributions in cash during the past year, bringing the total governmental contributions in cash to \$324,519, with five other Govern-

ments making pledges in kind. Additional amounts totalling \$120,000 have been pledged by individuals and small foundations. In total, less than one third of the Development Fund of \$3 million—accepted as a grant by the United Nations when the Ford Foundation grant of \$7,500,000 for building and equipping the School was received—has been raised, in spite of strenuous efforts by volunteers, members of the Board of Trustees, and a representative of the Secretariat General. Until the Development Fund is available to produce additional revenues for the School, it is inevitable that a deficit will be faced each year, unless fees are so high as to be prohibitive for most members of the Secretariat and the delegations. The Secretariat General would welcome new proposals for financing an appropriate governmental share in the Development Fund.

9. Finally, it should be said that, in spite of the continuing difficulties in regard to the site and the permanent building, as well as the Development Fund, the School continues to show great vitality as an institution educating children in the spirit and aim of the United Nations Charter and laying the foundations of a truly international education which combines the best from the different school systems of the world. The quality and security of education which parents seek for their children in New York should not be underestimated as a factor in the recruitment and retention of qualified staff for the Organization.

## ANNEX

### Report of the Board of Trustees of the United Nations International School

[31 October 1968]

#### CONTENTS

	<i>Paragraphs</i>
Introduction	1-7
Building for the School	8-14
Educational activities	15-25
Recognition	26-28
Bursaries and scholarships	29-32
Development Fund	33-36
Finances	37-45
Financial year 1967-1968	37
Financial year 1968-1969	38-42
International School Fund	43-45

#### *Appendices*

- I. Composition of the Board of Trustees and of the committees as at 15 October 1968
- II. Development Fund for the United Nations International School
- III. Budget estimates for 1968-1969 and actual income and expenditures for 1967-1968 and 1966-1967
- IV. International School Fund: Special Account for United Nations and Government contributions to the School

#### INTRODUCTION

1. The Board of Trustees of the United Nations International School<sup>a</sup> is pleased to present its report for the academic and financial year 1967-1968 as well as financial information for 1968-1969.

<sup>a</sup> The composition of the Board and committees is given in appendix I.



2. The primary concern of the Board for the past year continued to be the establishment of the School on a permanent site to facilitate its development as an institution embodying the ideals and principles of the United Nations and having a close identification with it. As an interim measure, the School was relocated at two different buildings in Manhattan: one at East 51st Street for the primary school and one at East 49th Street for the secondary school. As a result of moving from the East 70th Street building to the new sites, modern science and language laboratories have been installed, which have contributed greatly to the improvement in the quality of instruction and education. These interim arrangements were made possible through the co-operation of the City of New York, which made available to the School the old public school building at East 51st Street and First Avenue, and of the Ford Foundation in locating and renovating a commercial building at East 54th Street. The Parkway Village Branch of the School so continues to function.

3. The Board of Trustees continued to give special attention, apart from the improvement of the physical conditions, to the quality of education. A significant step in this direction was the reorganization of the School into a Junior House, a Middle House, and a Tutorial House; and the appointment of separate heads for the Junior and Middle Houses, with continuation of the Assistant Director of the School as principal of the Tutorial House.

4. The academic programme was strengthened by the inauguration of the International Baccalaureate programme, proposals for the English and French bilingual programmes, and an expanded science programme. It is gratifying to note that the International Baccalaureate has been accepted by a large number of universities and is expected to be accepted by additional universities in the near future.

5. The Visiting Committee was active in ensuring the safety and security of the interim premises at East 54th Street as well as the East 51st Street building. It was assisted in this task by the Security and Safety Section of the United Nations Secretariat.

6. Availability of additional space has given the School a greater opportunity to serve the United Nations, as the rapidly increasing enrolment has shown. In June 1967, the last month the School occupied the East 70th Street building, the enrolment was 634 students, of whom 349 were children of Secretariat staff and 30 children of members of delegations. On October 1968 the enrolment was 832 students, of whom 464 were children of Secretariat staff and 81 children of members of delegations, 41 children of staff of other international organizations and 246 children of non-United Nations families. Among students at present in the School, 77 nationalities are represented. The breakdown by geographical area is as follows:

7. The Board of Trustees supports the conclusions drawn by the Physical Planning Committee that, while the report of the Fund shows that the project as now conceived is physically possible, all economic implications cannot be determined at this point with sufficient precision. The Board therefore agreed that, as the next step, the School must now determine—by working with an investor-builder, the architects, and engineering and construction consultants—the elements of an actual development agreement for the project's realization.

8. To this end the Board of Trustees has authorized further architectural studies and engineering tests, with cost analyses, on this site. A report on these substantive studies will be available to the Board early in 1969. This report would be the basis for negotiation of a binding development agreement among all concerned (the School, the Consolidated Edison Company and the selected investor-builder, who will develop the entire project and manage the apartment buildings). This schedule would still allow construction to begin in the next building season, and to be completed before the lease on the East 54th Street school expires in 1972.

9. The interim buildings for the School at East 51st and East 54th Streets, although physically not fully satisfactory, will guarantee smooth operation of both primary and secondary schools for the present, and will serve the purpose of experiment and expansion of the School during this transitional period.

10. Negotiations are under way with the City of New York for the extension of the lease for the East 25th Street site, in order to hold this site as an alternative, pending a final decision whether to build the School at East 39th and 40th Streets, or at East 25th Street.

11. The School's educational possibilities have been increased somewhat by its improved physical environment. The two interim buildings have contributed to sound learning practices and harmonious relationships, which were previously imperilled by the crowded conditions at East 70th Street.

12. Innovation in the development of a better curriculum, and the academic standards it demands, has been the subject of evaluation this year. On the instructions of the Educational Policies Committee, the staff of the School has prepared an

13. As the Secretary-General reported to the General Assembly at its twenty-second session, the Board of Trustees, having weighed very carefully the proposals for the alternate site

between East 39th and 40th Streets, agreed to continue with investigations and feasibility studies in co-operation with the Fund for Area Planning and Development, Inc.<sup>b</sup> The studies have taken longer than had been expected a year ago, but in view of promising indications, as well as apparently greater financial obstacles to completing the desired school at East 25th Street (where the site had been prepared), the Board decided to pursue the studies in depth rather than to resume immediate arrangements for construction at 25th Street.

14. The architects have completed preliminary schematic drawings, proving that the site permits creative use of space for a school as a pre-eminent structure and two apartment buildings over the Consolidated Edison substation. During the development of the schematic drawings, the City Planning Commission of New York made available the advice of its Urban Design Group on land-use requirements in the city, and on some of the complex city planning problems on the proposed site.

15. The Board of Trustees supports the conclusions drawn by the Physical Planning Committee that, while the report of the Fund shows that the project as now conceived is physically possible, all economic implications cannot be determined at this point with sufficient precision. The Board therefore agreed that, as the next step, the School must now determine—by working with an investor-builder, the architects, and engineering and construction consultants—the elements of an actual development agreement for the project's realization.

16. To this end the Board of Trustees has authorized further architectural studies and engineering tests, with cost analyses, on this site. A report on these substantive studies will be available to the Board early in 1969. This report would be the basis for negotiation of a binding development agreement among all concerned (the School, the Consolidated Edison Company and the selected investor-builder, who will develop the entire project and manage the apartment buildings). This schedule would still allow construction to begin in the next building season, and to be completed before the lease on the East 54th Street school expires in 1972.

17. The interim buildings for the School at East 51st and East 54th Streets, although physically not fully satisfactory, will guarantee smooth operation of both primary and secondary schools for the present, and will serve the purpose of experiment and expansion of the School during this transitional period.

18. Negotiations are under way with the City of New York for the extension of the lease for the East 25th Street site, in order to hold this site as an alternative, pending a final decision whether to build the School at East 39th and 40th Streets, or at East 25th Street.

19. The School's educational possibilities have been increased somewhat by its improved physical environment. The two interim buildings have contributed to sound learning practices and harmonious relationships, which were previously imperilled by the crowded conditions at East 70th Street.

20. Innovation in the development of a better curriculum, and the academic standards it demands, has been the subject of evaluation this year. On the instructions of the Educational Policies Committee, the staff of the School has prepared an

21. As the Secretary-General reported to the General Assembly at its twenty-second session, the Board of Trustees, having weighed very carefully the proposals for the alternate site

between East 39th and 40th Streets, agreed to continue with investigations and feasibility studies in co-operation with the Fund for Area Planning and Development, Inc.<sup>b</sup> The studies have taken longer than had been expected a year ago, but in view of promising indications, as well as apparently greater financial obstacles to completing the desired school at East 25th Street (where the site had been prepared), the Board decided to pursue the studies in depth rather than to resume immediate arrangements for construction at 25th Street.

22. The architects have completed preliminary schematic drawings, proving that the site permits creative use of space for a school as a pre-eminent structure and two apartment buildings over the Consolidated Edison substation. During the development of the schematic drawings, the City Planning Commission of New York made available the advice of its Urban Design Group on land-use requirements in the city, and on some of the complex city planning problems on the proposed site.

	<i>Number of children</i>	<i>Percentage</i>
Africa	55	7
Asia	130	16
East Europe	69	8
Middle East	33	4
North America	312 <sup>a</sup>	37
South America	85	10
West Europe	148	18
<b>TOTAL</b>	<b>832</b>	<b>100</b>

<sup>a</sup> Includes 85 children of United States nationals who are members of the Secretariat or of the American delegation.

is international character is also reflected in the School's staff, whose 78 teachers come from 25 different countries.

Developments on the new site for the School, educational activities and financial questions are further elaborated in the following paragraphs.

BUILDING FOR THE SCHOOL

As the Secretary-General reported to the General Assembly at its twenty-second session, the Board of Trustees, having weighed very carefully the proposals for the alternate site

EDUCATIONAL ACTIVITIES

15. The School's educational possibilities have been increased somewhat by its improved physical environment. The two interim buildings have contributed to sound learning practices and harmonious relationships, which were previously imperilled by the crowded conditions at East 70th Street.

16. Innovation in the development of a better curriculum, and the academic standards it demands, has been the subject of evaluation this year. On the instructions of the Educational Policies Committee, the staff of the School has prepared an

<sup>b</sup> Represented on the Fund are, among others, the Ford Foundation, the Rockefeller brothers, the Permanent Mission of the United States of America to the United Nations and the Secretary-General.

extensive self-appraisal—both quantitative and qualitative—of the adequacy with which the programme and teaching methods have achieved the aims of the School's curriculum and the needs of the students whom it serves. On the basis of this draft, the Committee proposes to make an extensive inspection of the School and to issue a complete report on its findings. This will be done for the secondary school this year, and for the primary school next year. In this way, it is proposed to confirm and strengthen the high standards which the School presently maintains. It will further the degree to which the School's courses of study meet the real needs of the United Nations community, and review and make even more effective the efforts which the Director and his staff have already exerted in the improvement of the curriculum.

17. During the past year a fully bilingual section, in English and French, was initiated, in the school in Manhattan. This has been recognized by the French Ministry of National Education, and French children attending it are eligible to receive bursaries from their country.

18. The School continued to provide instruction in mother tongues after regular school hours this year in the following languages: Arabic (three classes), Chinese (three classes), Hebrew (one class), Hindi (one class), Portuguese (one new class), and Spanish (one class). Two classes in Hindi and one class each in Spanish, Swedish and Urdu have been discontinued following the decision to raise the minimum class size for tuition-free instruction from 5 to 10 students and the institution of a graduated charge for smaller classes. The policy and financial issues involved are being reconsidered.

19. This year marks the beginning of the International Baccalaureate course in the last two years of the curriculum. As reported in the report of the Board of Trustees a year ago, the decision to do this was made contingent upon international acceptance of the Baccalaureate. Since then, the Baccalaureate has been recognized for admission to universities during a trial period from 1970 to 1976 by several educational authorities or universities, namely, the Bulgarian Ministry of Education, the French Ministry of National Education, the Conference of Ministers of Culture in the Federal Republic of Germany, the Universities of Oxford and Cambridge as well as sixteen others in Great Britain, and all the major universities in Australia, Canada and New Zealand. In addition, a number of distinguished American universities (including Harvard, Yale, Princeton and Massachusetts Institute of Technology) have agreed to treat the International Baccalaureate papers similarly to those of the French Baccalaureate and of the Advanced Placement Examination of the College Entrance Examination Board of the United States. Acceptance is anticipated from the Scandinavian countries and many universities in Africa, Asia and the Middle East. The Ford Foundation has made a further grant to finance this trial period. In these promising circumstances, the Board of Trustees judged it wise to proceed with an international examination which so well fits the School's own programme. The full baccalaureate will be taken by 9 students in 1970, and certain subjects by more than 30.

20. In 1967-1968, 32 students sat for the Ordinary Level of the University of Cambridge General Certificate of Education in 11 subjects, with a 71 per cent passing rate, while 4 students entered for the Advanced Level, 2 of them proceeding to universities in the United Kingdom; 15 students took the Advanced Placement Examination of the College Entrance Examination Board of the United States, 9 of them obtaining advanced standing in their colleges. In June 1968, all 40 students of the graduating class were admitted to universities.

21. The School's secondary science courses have been greatly improved this year by the provision of first-class laboratory apparatus. This has made possible more practical and experimental work at all levels; in particular, advanced projects by able students. Most of the equipment has come from the equipment allotment of the United Nations International School Construction Account, to be transferred eventually to the new school building.

22. One of the School's stated objectives is "the intelligent and comprehensive adjustment of the child to American life". For the present school year, the School has offered for the

first time a series of Saturday morning excursions in New York which have been organized and conducted by parents and which have been much appreciated by the students. In addition, the School has provided instruction during the week on its premises after school hours in ballet, fencing, guitar and piano playing, and judo. Parents of younger children may now leave them in supervised activities at the East 51st Street building until 6.15 p.m. These programmes, which are self-financing through corresponding charges, have been requested by the Society of Parents and Faculty of the United Nations International School, whose enthusiastic support of the School is welcomed by the Board of Trustees.

23. The increasing size of the School has led to administrative changes in Manhattan. The secondary school has been divided into two: a Middle House of students aged 11 to 14 and a Tutorial House of students aged 14 to 18. Principals have been appointed in charge of the Junior and Middle Houses.

24. In administrative organization, in development of the academic curriculum, and in the enlargement of its extracurricular service, the School has, in the opinion of the Board of Trustees, taken important and progressive steps.

25. Among recent significant donations, the French Government has made a valuable gift of 2,000 volumes to the secondary school library. The languages programme at the middle level has also been extended by the teaching of Russian, a third language alternative to Spanish, at the twelve-year level. All language teaching has been enhanced by the use of the St.-Cloud method in the school's language laboratory which are fully equipped with modern electronic apparatus. All teachers have received special instruction in this method, the intensive "immersion" course of English, as a second language for students who arrive here without speaking English, has received special commendation. The United Nations Library is co-operating by making available to the School all of its duplicate copies of books and periodicals, in addition to other generous staff services given by the United Nations.

#### RECOGNITION

26. The Board of Trustees is gratified by the various expressions of recognition that have come to the School during the year under review from non-governmental sources. A number of grants have been received from smaller foundations in recognition of the School's high standards. These grants are to be used primarily for scholarships and bursaries at the School.

27. Further recognition has come to the School through the election of the Director and members of the faculty to various educational organizations and institutions. The Director was elected member of the New York Guild of Independent School Headmasters. He was appointed to the Council and Executive Committee of the International Schools Examination Syndicate at Geneva, and to the Standing Committee on International Education of the College Entrance Examination Board and the Board of Trustees of the International Schools Service in New York. He was also invited by the Secretary of Health, Education and Welfare of the United States Government, one of the 200 educators from around the world participating in the International Conference on the World Crisis in Education, held in Williamsburg, Virginia, in October 1967.

28. The head of the Science Department was appointed member of the Panel of Examiners in Chemistry for the Advanced Placement Examination of the College Entrance Examination Board of the United States. The Guidance Director has been elected a member of the Standing Committee on Guidance of that Board. The head of the History Department has been elected a member of the Board of Directors of the International Schools Association, Geneva.

#### BURSARIES AND SCHOLARSHIPS

29. For the academic year 1967-1968, a sum of \$40,000 was allocated for bursaries. Financial help was given to 94 children, 94 of whom were from United Nations families.

the distribution of the grants was \$19,325 for United Nations secretariat staff children, and \$20,560 for delegation and non-northern Nations children, making a total of \$39,885 for School bursaries. In addition, scholarships totalling \$3,500 were awarded. The total awards for bursaries and scholarships were \$43,385.

30. The amount of each grant varies according to the financial situation of the family. The academic standing of the pupils concerned is also considered among the criteria for eligibility. Children of United Nations staff without education grants received the major portion of the grants. However, owing to the increase in tuition, the grants to these children have shown a tendency to lag behind an adequate level.

31. For the academic year 1968-1969, an amount of \$53,500 was budgeted for scholarships and bursaries. As of 30 September 1968, \$50,600 had been committed as grants.

32. The year 1967 marked the widening of the scope of the scholarship programme. With the Secretary-General's donation of the money which he received under the Jawaharlal Nehru Award for International Understanding, the Thant Scholarship Award has been established and recipients have been chosen for 1967-1968 and 1968-1969. Private foundations and individuals have made further donations specifically for scholarships, amounting to \$31,750, while an additional sum of \$46,250 has been pledged to be used over a number of years. These funds will be utilized according to the special instructions of the donors within the established policy and criteria for making scholarship grants to the School. The Board of Trustees is very appreciative of these contributions, which have enabled a larger number of deserving students to enrol at the School. It is hoped that additional funds for such scholarships will be forthcoming in order to meet the essential purpose of making it possible for students from different economic levels and cultural groups to make use of the facilities at the United Nations International School. It will also enable the School to accept more children from United Nations and delegation families who do not at present receive an education grant. A special fund-raising event is being planned for the spring of 1969.

THE DEVELOPMENT FUND

33. To ensure the financial independence of the School and to meet the matching-funds requirement of the \$7.5 million grant of the Ford Foundation, a Development Fund of \$3 million is needed, as outlined in the report of the Secretary-General to the General Assembly at its nineteenth session.<sup>e</sup> This fund would provide income for research, training, and special programmes that would guarantee the educational excellence of the School. It would also provide adequate funds urgently required to cover the ever-expanding bursary needs for families who are otherwise unable to send their children to the School because of the high tuition fees.

34. The number of Governments which have pledged cash contributions has increased only from 42 to 43 in the past year. Contributions or pledges now stand at \$348,052, of which 19,519 has been paid (see appendix II). Comparative figures for pledges and payments for last year are \$338,052 and \$205,519, respectively. Two additional Governments have pledged equipment or building materials and one has given equipment valued at \$5,000.

<sup>e</sup> Official Records of the General Assembly, Nineteenth Session, Annexes, annex No. 19, document A/5834.

35. Approximately \$120,000 was received this year towards the Development Fund from the private sector, making a total of \$940,948 from non-governmental sources. This brings the combined governmental and non-governmental contributions pledged or paid since 1962 to \$1,284,000. This figure excludes the net income of \$89,000 from two benefit performances and other donations for specific purposes that have been used or earmarked for the bursary programme of the School. Expenses incurred during the period from 1962 to date in connexion with the planning for the permanent school building leave a balance of \$985,000 pledged or paid, and paid contributions of \$526,081 as at 30 June 1968 in the Development Fund. Modest income derived from the portion already received from this Fund is being used in part for bursaries.

36. The Board of Trustees is sensitive to the fact that the Secretary-General's assurance to the Ford Foundation that the School had the ability to raise a Development Fund of \$3 million has fallen far short of the goal. Although 43 Governments have so far made contributions, the majority of the Member States have yet to share with the others their financial support for achieving the educational goals for the international community.

FINANCES

Financial year 1967-1968

37. The budget estimates for the year 1967-1968 included in the report of the Secretary-General to the General Assembly at its twenty-second session<sup>d</sup> showed an estimated operating deficit of \$49,250. The actual deficit for 1967-1968, as shown by the audited accounts, was \$62,941 (see appendix III) and this deficit was met by a transfer from the International School Fund of \$13,941. The status of the Fund as at 30 June 1968 is dealt with in paragraph 43 below. The main reason for the increased deficit was the necessity to take on more teaching staff as a result of the increased enrolment and the maintenance of two school buildings in Manhattan.

Financial year 1968-1969

38. The budget estimates for the year 1968-1969 (see appendix III) are based on an average enrolment of 835 pupils, as compared to an average of 730 pupils for 1967-1968.

39. Faced with a rapidly rising student enrolment as noted above and the temporary necessity to maintain the School in three buildings, two in Manhattan and one at Parkway Village, it has been necessary to expand the teaching staff from 67, including 11 part-time, to 78, including 7 part-time. There has also been a substantial increase in the cost of maintenance, part of which is offset by a subsidy paid by the Ford Foundation in connexion with the 54th Street building.

40. Income from tuition fees and other dues, such as admission fees and Association membership fees and other revenue, including income from fund-raising events, dividends and other miscellaneous income, is estimated at \$1,063,800, as compared to the actual income of \$817,541 for the year 1967-1968. The main reason for this increase in income of approximately \$240,000 is the improvement in enrolment and the fact that for 1968-1969, the tuition fees for all classes have been increased by \$100 or \$150 per student. The range for tuition fees for 1967-1968 as compared with 1968-1969 is shown in the following table which reflects the change in class names between the two school years:

<sup>d</sup> Ibid., Twenty-second Session, Annexes, agenda item 84, document A/6962, annex, appendix III.

1967-1968		1968-1969	
Class	Tuition fee U.S. dollars	Class	Tuition fee U.S. dollars
Junior A	800	Junior A	900
Junior B, C, D	900	Junior 1, 2, 3	1,050
Middle A, B	1,000	Junior 4, 5	1,150
Middle C	1,000	Middle 1	1,150
Senior A, B	1,250	Middle 2, 3	1,400
Senior C	1,250	Tutorial 1	1,400
Tutorial I, II, III	1,300	Tutorial 2, 3, 4	1,450

In addition to the income mentioned above, an amount of \$49,200 will be received as a subsidy from the Ford Foundation as referred to in paragraph 39. The total income is estimated at \$1,113,000.

41. Estimated expenditures for the year 1968-1969, including the special expenditure to be compensated by the Ford Foundation, total \$1,174,400 as compared to the actual expenditures for 1967-1968 of \$909,000. The main reasons for this increase of approximately \$216,000 (excluding the \$49,200 to be charged to the Ford Foundation grant) are the increase in the number of teachers and the implementation as of 1 September 1968 of a new salary scale for the teachers which was negotiated in February 1967 (totalling approximately \$177,000). The total of expenditures referred to above also includes bursaries for which an additional amount of \$10,600 has been allowed, and automatic rebates in tuition fees for multiple enrolments, which show an increase of about \$10,000.

42. On the basis of the above figures, the operational deficit for the current school year is estimated at \$61,400.

#### *The International School Fund*

43. In accordance with the Financial Rules for the International School Fund,<sup>e</sup> an audited statement of the Special Account for the Fund is contained in appendix IV to this report.

44. Under General Assembly resolution 2358 (XXII), of 19 December 1967, an amount of \$49,000 was transferred to the International School Fund to cover the anticipated operational deficit of the School for the financial year ending 30 June 1968. A sum of \$10,000 was also transferred from the Development Fund of the School. As shown by the audited statement appearing in appendix IV below, the operational deficit for 1967-1968 amounted to \$62,941.48, leaving a balance of \$474.31 in the Special Account for the International School Fund.

45. To date, voluntary contributions to the Development Fund totalling \$348,052 have been received from 43 Governments in response to General Assembly resolutions 2003 (XIX), 2123 (XX), 2176 (XXI) and 2358 (XXII), as noted in paragraph 34 above and appendix II. This amount has been transferred to the Development Fund.

## APPENDICES

### Appendix I

#### COMPOSITION OF THE BOARD OF TRUSTEES AND OF THE COMMITTEES AS AT 15 OCTOBER 1968

1. The Board of Trustees, which is responsible for the policy and for supervising the administration of the School, is composed of members chosen in accordance with article IV of the Constitution of the Association for the United Nations International School. Its present membership is as follows:

#### *Chairman:*

Miss Julia Henderson, Associate Commissioner for Technical Co-operation and Director of the Office of Technical Co-operation, United Nations.

#### *Vice-Chairman:*

- H.E. Mr. Armand Bérard, Permanent Representative of France to the United Nations;
- H.E. Mr. Wahbi El Bouri, Permanent Representative of Libya to the United Nations;
- H.E. Mr. Agha Shahi, Permanent Representative of Pakistan to the United Nations;
- H.E. Mr. Bohdan Tomorowicz, Permanent Representative of Poland to the United Nations;
- H.E. Mr. James Russell Wiggins, Permanent Representative of the United States of America to the United Nations;
- The Hon. Mr. Tore Tallroth, Consul-General of Sweden in New York;

<sup>e</sup> *Ibid.*, Eighteenth Session, Annexes, agenda item 61, document A/4541, annex, appendix I.

Mr. A. A. S. Stark, Under-Secretary-General for Administration and Management, United Nations;  
Mr. Bruce R. Turner, Controller, United Nations.

#### *Secretary:*

Mr. Romendra K. Basu, Deputy Chief, Section for Asia at the Far East, Office of Technical Co-operation, Department of Economic and Social Affairs, United Nations;

#### *Treasurer:*

Mr. Gregory Bartels, Administrative Officer, Office of Personnel, United Nations.

#### *Members:*

- Mr. Alfonso de Silva, Director, UNESCO Bureau of Relations with United Nations, New York;
- Mrs. Paulina B. Fernandez, Psychologist, New York University Medical Center;
- Mrs. Murray Fuhrman, Chairman, Endowment Fund Committee, United Nations International School;
- Mr. Karl-Erik Hansson, Senior Officer, Department of Economic and Social Affairs, United Nations;
- Mrs. Derek Lovejoy, artist-printmaker;
- Mr. Martin Mayer, author, Director, Study of International Secondary Education for the Twentieth Century Fund;
- Mr. Kouros Satrap, Chief of the Division for Europe and the Middle East, United Nations Development Programme.

2. In June 1968, 4 vacancies in the 6 elective offices were filled by election at the annual meeting of the Association of the United Nations International School. The three expiring two-year terms were filled by election of Mr. Romendra Basu, Mrs. Paulina B. Fernandez and Mr. Karl-Erik Hansson. The one-year unexpired term vacated by resignation was filled by election of Mr. Kouros Satrap.

3. The membership of the committees of the Board is follows:

**BURSARY COMMITTEE:** Mr. Carlos S. Vegega (Chairman), Mr. Gregory Bartels, Dr. Pearl Foster, Mr. H. Y. Sung and Mr. Desmond Cole (*ex officio*).

**DEVELOPMENT FUND COMMITTEE:** Mr. Paul Hoffman (Chairman), Mr. Romendra K. Basu, Mr. Wahbi El Bouri, Mr. Julia Henderson, Mr. Bohdan Tomorowicz, Mrs. Marie Tree, Mr. Bruce R. Turner.

*Observers:* Mrs. Murray Fuhrman, Mr. Tore Tallroth.

#### **PHYSICAL PLANNING COMMITTEE:**

*United Nations:* Mr. Ernest Weissmann (Chairman), Mr. Rudolph H. Knight (Deputy Chairman), Mrs. Murray Fuhrman (Secretary), Mr. Carl Brodnax (alternate: Mr. Abraham Sterman), Mr. Karl-Erik Hansson, Miss Julia Henderson, Mr. Dudley Madawela, Mr. Charles Taff.

*Permanent Mission of the United States of America to the United Nations:* Mr. W. H. Ziehl (alternate: Mr. Rosenstock).

*Permanent Mission of Pakistan to the United Nations:* Mr. M. Yunus.

*United Nations International School:* Mr. Desmond Cole, Director.

*Ford Foundation:* Mr. Harold Gores (Educational Facilities Laboratory), Mr. Frank Bowles, Mr. Ralph Schwab (Fund for Area Planning and Development, Inc.).

*Others:* Mr. T. H. Hagoort (Legal adviser of the School), Mr. Douglas Haskell (Architect-Adviser), Mitchell Giurgola Associates and Emery Roth & Sons (School project architects).

*Observers:* Mrs. Derek Lovejoy, Mr. Martin Mayer.

**COMMITTEE ON CONTRACTS:** Mr. Ernest Weissmann (Chairman), Mr. Rudolph H. Knight (Deputy Chairman), Mr. Carl Brodnax (alternate: Mr. Abraham Sterman), Mr. Desmond Cole, Mr. Karl-Erik Hansson, Mr. Dudley Madawela (alternate), Mr. Charles Taff, Mr. W. H. Ziehl (alternate), Mr. R. Rosenstock).

EDUCATIONAL POLICIES COMMITTEE: Miss Julia Henderson (Chairman), Mr. Edwin Lawrence Autinoph, Mrs. Paulina B. Fernandez, Dr. William Lightfoot, Mr. Martin Mayer, Mr. Edward Meade, M. Edouard Morot-Sir, Dr. Vera Zorn. (Chairman), Mr. C. Cuenca, Mr. T. H. Hagoort, Mr. John Hogg, Mr. John Jones, Mr. M. Kooperstein.

VISITING COMMITTEE: Mr. Tore Tallroth (Chairman), Mr. Gregory Bartels, Dr. Pearl Foster, Mrs. Derek Lovejoy, Mr. Desmond Cole (*ex officio*).

CONSTITUTION REVIEW COMMITTEE: Mr. Shukri Salameh

### Appendix II

#### DEVELOPMENT FUND FOR THE UNITED NATIONS INTERNATIONAL SCHOOL

Governmental contributions as at 31 October 1968

	<i>Pledged</i>	<i>Paid</i>	<i>Balance due</i>
	<i>United States dollars</i>		
Algeria	3,986	3,986	—
Austria <sup>a</sup>			
Canada (\$C35,000)	32,487	32,487	—
Congo (Democratic Republic of)	5,000	5,000	—
Cyprus	557	557	—
Denmark	25,000	25,000	—
Gabon	4,000	—	4,000
Ghana	2,800	2,800	—
Greece	4,000	4,000	—
Guinea	2,024	2,024	—
Holy See	1,000	1,000	—
Hungary	5,000 <sup>a</sup>	—	5,000 <sup>a</sup>
India	13,333 <sup>a</sup>	—	13,333 <sup>a</sup>
Indonesia	5,000	5,000	—
Iran	5,000	5,000	—
Iraq	5,000	5,000	—
Israel	3,000	3,000	—
Italy	1,600	1,600	—
Ivory Coast	5,000	5,000	—
Jamaica	1,000	1,000	—
Jordan	1,000	1,000	—
Kenya	500	500	—
Kuwait	40,000	40,000	—
Libya	5,000	5,000	—
Luxembourg	1,200 <sup>b</sup>	—	1,200 <sup>b</sup>
Malawi	279	279	—
Malaysia	1,500	1,500	—
Mali	500	500	—
Morocco	4,000	4,000	—
Nepal	500	500	—
Netherlands	36,000	36,000	—
New Zealand	12,300	12,300	—
Nigeria	7,000	7,000	—
Norway	13,986	13,986	—
Pakistan	3,000	3,000	—
Poland	5,000 <sup>a</sup>	5,000 <sup>a</sup>	—
Romania <sup>a</sup>			
Saudi Arabia	20,000	20,000	—
Sweden	40,000	40,000	—
Trinidad and Tobago	1,500	1,500	—
Tunisia	2,000	2,000	—
Turkey	2,000	2,000	—
Uganda	1,000	1,000	—
United Arab Republic	15,000	15,000	—
Yugoslavia	5,000	5,000	—
Zambia	5,000	5,000	—
TOTAL	348,052	324,519	23,533

<sup>a</sup> Poland has contributed \$5,000 in kind (permanent science equipment). The contributions pledged by Hungary and India will be made available in kind. Austria and Romania have also promised contributions in kind, but have not specified the amounts.

<sup>b</sup> The amount pledged to be paid in four annual instalments. The annual contributions are subject to parliamentary approval.

## Appendix III

BUDGET ESTIMATES FOR 1968-1969 AND ACTUAL INCOME AND EXPENDITURES FOR 1967-1968 AND 1966-1967

	<i>Budget estimates 1968-1969</i>	<i>Actual income and expenditures 1967-1968 1966-1967</i>	
		<i>United States dollars</i>	
<i>Income</i>			
Tuition and other fees <sup>a</sup>	1,007,600	781,175	687,288
Donations and other income <sup>b</sup>	56,200	36,366	11,692
Ford Foundation	49,200	28,517	—
TOTAL	<u>1,113,000</u>	<u>846,058</u>	<u>698,980</u>
<i>Expenditure</i>			
Staff costs and related expenses <sup>c</sup>	893,000	693,030	585,686
Rentals <sup>d</sup>	38,900	36,071	34,545
Maintenance and alterations <sup>e</sup>	64,000	33,287	9,881
Supplies and equipment <sup>f</sup>	35,100	26,009	21,688
Physical education	13,600	8,712	8,130
Other expenses <sup>g</sup>	19,300	19,111	14,780
	<u>1,063,900</u>	<u>816,220</u>	<u>674,710</u>
Bursaries and scholarships <sup>h</sup>	53,500	43,385	37,890
Automatic rebates <sup>i</sup>	57,000	49,394	31,538
TOTAL	<u>1,174,400</u>	<u>908,999</u>	<u>744,138</u>
<i>Operating deficit</i>	61,400	62,941	45,158
<i>Less:</i>			
General Assembly grant	—	49,000	48,900
	<u>61,400</u>	<u>13,941</u>	<u>+ 3,742</u>
<i>Less:</i>			
Amount from the International School Fund	—	13,941	—
DEFICIT, OR SURPLUS (+)	<u>61,400</u>	<u>—</u>	<u>+ 3,742</u>

<sup>a</sup> Includes admission fees and Association membership fees as well as tuition fees (including fees for mother-tongue instruction). The estimated income from tuition fees for 1968-1969 is based on an enrolment of 835 pupils, as compared with an estimated average of 720 pupils for 1967-1968.

<sup>b</sup> Includes a transfer for 1968-1969 of \$50,000 to cover bursary and scholarship grants to United Nations and non-United Nations children, from the financial results of a special fund-raising event. It also includes dividends and other miscellaneous income.

<sup>c</sup> Includes salaries and allowances of all personnel in the payroll: teachers (including part-time teachers for mother-tongue instruction), office staff and maintenance staff. It also includes such expenses as payments to the Health and Pension Plan, as well as recruitment expenses and travel on home leave.

<sup>d</sup> Covers the rental for the buildings in Manhattan as well as the apartments in Parkway Village.

<sup>e</sup> Includes the cost of maintaining the Manhattan buildings and the apartments in Parkway Village. Also included are the cost of utilities and repairs and alterations to buildings.

<sup>f</sup> Includes specialist equipment and furniture for laboratories, classrooms and lunchrooms, as well as textbooks, stationery and office and art supplies.

<sup>g</sup> Covers such costs as for telephone, insurance and bus transportation.

<sup>h</sup> Covers bursaries and scholarships to children of United Nations, non-United Nations and delegation families.

<sup>i</sup> Includes automatic rebates for multiple enrolment and since 1967-1968, also free tuition for the children of teachers.

## Appendix IV

## INTERNATIONAL SCHOOL FUND

SPECIAL ACCOUNT FOR UNITED NATIONS AND GOVERNMENT CONTRIBUTIONS TO THE SCHOOL

Comparative statement of the status of the Fund for the fiscal years ended 30 June 1967 and 30 June 1968

	1966-1967	1967-1968
	<i>United States dollars</i>	
FUND BALANCE AT BEGINNING OF FISCAL YEAR . . . . .	1,452.73	13,415.79
<i>Add:</i>		
Funds provided by:		
United Nations contributions pursuant to General Assembly resolutions 2176 (XXI), of 9 December 1966 and 2358 (XXII), of 19 December 1967 . . . . .	48,900.00	49,000.00
Government contributions in response to the appeal for voluntary contributions contained in General Assembly resolution 1982 (XVIII), of 17 December 1963 . . . . .	27,085.94	—
Transfer from the United Nations International School Development Fund, pursuant to a decision of the Executive Committee of the Board of Trustees of the International School . . . . .	—	10,000.00
<i>Total funds provided</i>	<u>75,985.94</u>	<u>59,000.00</u>
	<u>77,438.67</u>	<u>72,415.79</u>
<i>Less:</i>		
Transfer of Government contributions to the United Nations International School Development Fund . . . . .	18,864.74	9,000.00
<i>Total funds available</i>	<u>58,573.93</u>	<u>63,415.79</u>
<i>Less:</i>		
Funds applied to:		
Subsidy to the Association for the United Nations International School for liquidation of the operating deficit sustained during the fiscal year . . . . .	45,158.14	62,941.48
FUND BALANCE AT CLOSE OF FISCAL YEAR . . . . .	<u>13,415.79</u>	<u>474.31</u>

## DOCUMENT A/7389

## Report of the Advisory Committee on Administrative and Budgetary Questions

[Original text: English]  
[11 December 1968]

1. The Advisory Committee on Administrative and Budgetary Questions has examined the report of the Secretary-General on the United Nations International School (A/7358) and the report of the Board of Trustees of the School annexed thereto.

2. In its report on this subject to the General Assembly at its twenty-second session,<sup>2</sup> the Advisory Committee drew attention to the proposals of the Secretary-General for both a short-term and a long-term solution to the problem of providing adequate accommodation for the School. As regards the short-term or interim solution, the Ford Foundation made available a commercial building on East 54th Street, New York City, and agreed to finance the renovation of the build-

ing for school use and the cost of moving the School from its former location at East 70th Street. Subsequently, when it was found that the space available was insufficient, the Mayor of the City of New York, as a special consideration to the United Nations, provided at a nominal rental a recently renovated city school building situated at the corner of East 51st Street and First Avenue. While these combined premises represent an improvement over the accommodation formerly available at East 70th Street, the Secretary-General reports that they are only a stop-gap solution to the School's housing problem.

3. The long-term solution originally provided for the location of the School on a 3-acre site at East 25th Street and the Franklin D. Roosevelt Drive. Under the

<sup>2</sup> *Ibid.*, document A/6974.

authorization contained in General Assembly resolution 2123 (XX) of 21 December 1965, the Secretary-General signed a 99-year lease with the City of New York for this site at a rental of \$1.00 per annum. In his report dated 11 December 1967<sup>3</sup> the Secretary-General submitted further information concerning proposals which had led the Board of Trustees to suspend plans for construction at the East 25th Street site, and to investigate an alternative proposal for the location of the School on a site lying between East 39th and 40th Streets, west of First Avenue. Acceptance of this site, in principle, was dependent on the outcome of certain feasibility studies to be undertaken early in 1968. If the studies proved negative, or if further delay seemed likely, the Board of Trustees proposed to resume construction at the 25th Street site.

4. In his recent report (A/7358), the Secretary-General advises that the preliminary studies, commissioned by the Fund for Area Planning and Development, Inc., produced favourable results but that the Board of Trustees of the School, on the advice of its Physical Planning Committee, has authorized more detailed technical studies and cost analyses to determine the basic elements of an actual development agreement between the School, an investor-builder, and other interested parties. If these further studies, which should be available early in 1969, confirm that the School can be built within the funds available from the Ford Foundation grant, the Board of Trustees believes that contracts could be prepared in sufficient time to begin construction in 1969, and that the building could be completed by the end of the school year 1971-1972. Pending the outcome of these further studies of the 39th-40th Street site, the City of New York has been asked to extend the time by which construction can start at the 25th Street site.

5. As regards the financial position of the School as reported by the Secretary-General and the Board of Trustees of the School, the Advisory Committee notes that there has been little improvement in the level of the Development Fund since last year, or for that matter, since the year before. The number of Governments which have pledged cash contributions has reached only 43 as compared with the 40 reported in 1966, and contributions amount to only \$348,052, as compared with \$316,733 in 1966. Two additional Governments have pledged equipment or building materials, but these are not readily assessable in monetary terms at this time. One Government has offered science equipment valued at \$5,000. Commitments of private individuals or non-governmental organizations now stand at \$940,948, making a total amount pledged of \$1,284,000. However, expenses incurred during the period from 1962 to 30 June 1968 in connexion with the planning for the permanent school leaves a balance of \$985,000 pledged or paid, or approximately one third of the \$3 million minimum required.

6. With regard to the operational budget of the School for 1968-1969, the Advisory Committee notes that the total income from all sources is estimated at \$1,113,000, which represents an increase of approximately \$267,000 over the actual income of \$846,058 in

1967-1968. This income—which in the main is a tributary to the higher enrolment made possible by the move to the two interim premises and to an increase in tuition fees—is, however, offset by increased expenditures, mostly due to higher staff costs and the need for additional teachers owing to the necessity of using two buildings in Manhattan and to related costs. Expenditure in 1968-1969 therefore is estimated at \$1,174,000 as compared with \$908,999 in 1967-1968. Accordingly, the Board of Trustees estimates that the operating deficit of the School will amount to \$61,400 in 1968-1969. In his report the Secretary-General expresses the hope that the General Assembly will find possible to make an appropriate grant to the International School Fund to cover this operating deficit.

#### OBSERVATIONS OF THE ADVISORY COMMITTEE

7. The Advisory Committee, like the Secretary-General, is disappointed by the further delays in the construction of the permanent building for the United Nations International School. The Committee hopes that the steps the Secretary-General is taking to assist the Board of Trustees in bringing about a speedy resolution of the problems involved will prove productive. It trusts that progress will be made in 1969.

8. Nevertheless, as the Advisory Committee has had occasion to state previously, the most intractable longer range problem confronting the School is the need to raise the endowment or Development Fund to the \$1 million minimum target level to ensure the School's financial independence. Notwithstanding the effort made by volunteers, members of the Board of Trustees and a representative appointed by the Secretary-General in 1966 to consult with Member States at the highest level, the results to date have been very disappointing. In this connexion the Advisory Committee would draw the attention of Members to paragraph 8 of the Secretary-General's report in which he states that until the Development Fund is available to produce additional revenues for the School, it is inevitable that a deficit will be faced each year, unless fees were made so high as to be prohibitive for most members of the Secretariat and of delegations. The Secretary-General states that he would welcome new proposals for financing an appropriate governmental share in the Development Fund. The Committee hopes that Members will respond in full measure at this critical juncture, so as to ensure the financial integrity of the School.

9. However, while supporting all possible measures to raise the necessary voluntary contributions to ensure the financial viability of the School, the Advisory Committee is concerned equally with obviating charges to the regular budget of the Organization once the new School becomes operative. The Committee remains of the opinion that the School should be expected to achieve a balanced budget and consequently to require no further assistance from the General Assembly once it moves to permanent premises.

10. As regards the operating deficit of the School in 1968-1969, estimated at \$61,400, the General Assembly, as in past years, may wish to follow the Secretary-General's suggestion and make an appropriate grant to the International School Fund for 1969.

<sup>3</sup> *Ibid.*, document A/6962.



## DOCUMENT A/7470

## Report of the Fifth Committee

[Original text: English/Spanish]  
[20 December 1968]

1. The Fifth Committee, at its 1285th meeting, on 13 December 1968, considered the reports of the Secretary-General (A/7358) and the Advisory Committee on Administrative and Budgetary Questions (A/7389) on this item. The Chairman of the Board of Trustees of the United Nations International School was present.

2. The representative of New Zealand, supported by the representative of Pakistan, introduced a draft resolution (A/C.5/L.974), which the Fifth Committee adopted unanimously.

**Recommendation of the Fifth Committee**

3. The Fifth Committee accordingly recommends that the General Assembly adopt the following draft resolution:

## UNITED NATIONS INTERNATIONAL SCHOOL

*The General Assembly,*

*Having considered* the report of the Secretary-General (A/7358) and the report of the Board of Trustees of the United Nations International School annexed hereto, and the report of the Advisory Committee on Administrative and Budgetary Questions thereon (A/7389),

*Noting* that all studies on the physical and economic feasibility for building the United Nations International School on the site lying between East 39th and 40th Streets west of First Avenue have not yet yielded a basis on which a decision to construct the building at this site could be taken,

*Considering* that interim arrangements have been made at East 54th Street and East 51st Street through

the Ford Foundation and the City of New York, respectively, for the period of construction of the new school,

*Noting* the rapid growth in school enrolment and the urgent need for a permanent solution to the physical problem of the school,

*Noting with regret* the slow growth of the Development Fund,

*Noting* that the Board of Trustees has made arrangements for necessary technical and financial checks on the cost of constructing a 1,500-pupil school at East 39th Street and has opened negotiations for an extension of the lease at East 25th Street to provide safeguards ensuring that a new school can be constructed within the funds and time available,

*Noting* that the school faces a deficit of \$61,400 for the current school year,

1. *Requests* the Secretary-General to continue to extend his good offices to the Board of Trustees and to urge the Board of Trustees to reach a speedy solution to the problem of a permanent accommodation for the School in order that the building of the permanent premises will if possible start before 1 June 1969;

2. *Requests* the Secretary-General to explore with delegations and with the Board of Trustees new proposals for achieving the target of the Development Fund at the earliest possible date;

3. *Decides* to contribute \$61,000 to the International School Fund in 1969 to cover the deficit foreseen for the current school year;

4. *Requests* the Secretary-General to report to the General Assembly at its twenty-fourth session on the implementation of the present resolution.

**ACTION TAKEN BY THE GENERAL ASSEMBLY**

At its 1752nd plenary meeting, on 21 December 1968, the General Assembly adopted unanimously the draft resolution submitted by the Fifth Committee (A/7470, para. 3). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2477 (XXIII).

**CHECK LIST OF DOCUMENTS**

NOTE. This check list includes the documents mentioned during the consideration of agenda item 83 which are not reproduced in the present fascicle.

Document No.	Title or description	Observations and references
A/C.5/L.974	New Zealand and Pakistan: draft resolution	Adopted without change; see A/7470, para. 3
A/C.5/L.975	Draft report of the Fifth Committee	Same text as A/7470



**Agenda item 84: \* Report of the International Law Commission on the work of its twentieth session\*\***

**CONTENTS**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
<b>Fifth Committee:</b>		
A/C.5/1198	Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7370: note by the Secretary-General . . . . .	1
<b>Plenary Meetings:</b>		
A/7370	Report of the Sixth Committee . . . . .	1
A/7385	Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7370: report of the Fifth Committee . . . . .	13
<b>Action taken by the General Assembly</b> . . . . .		13
<b>Check list of documents</b> . . . . .		13

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Sixth Committee*, 1029th to 1039th meetings; *ibid.*, *Fifth Committee*, 1279th meeting; and *ibid.*, *Plenary Meetings*, 1738th meeting.

\*\* Since 1962 the reports of the International Law Commission have been discussed by the General Assembly at the following sessions: seventeenth session (agenda item 76), eighteenth session (agenda item 69), twentieth session (agenda item 87), twenty-first session (agenda item 84), twenty-second session (agenda item 85).

**DOCUMENT A/C.5/1198**

**Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7370**

**Note by the Secretary-General**

[Original text: English]  
[4 December 1968]

1. Under the terms of operative paragraph 3 of the draft resolution recommended by the Sixth Committee (see A/7370, para. 85), the General Assembly would note with approval the programme and organization of work planned by the International Law Commission, including the preparation, in accordance with article 18 of its Statute, of a new survey of the whole field of international law referred to in paragraph 99 of the Commission's report (A/7209/Rev.1).

2. In an oral statement to the Sixth Committee, at its 1037th meeting, on 14 October 1968, the representative of the Secretary-General informed the Committee that the Secretary-General would propose to secure the services of a highly qualified consultant to undertake the requested survey, and that he had estimated the cost therefor at \$6,000.

3. Accordingly, should the General Assembly adopt the draft resolution, an additional appropriation of \$6,000 would be required under section 3 (Salaries and wages), chapter III (Other temporary assistance), of the budget estimates for the financial year 1969.

**DOCUMENT A/7370**

**Report of the Sixth Committee**

[Original text: English and French]  
[3 December 1968]

**CONTENTS**

	<i>Paragraphs</i>
I. INTRODUCTION . . . . .	1-5
II. PROPOSALS AND AMENDMENTS . . . . .	6-11
III. DEBATE . . . . .	12-81

	<i>Paragraphs</i>
A. The role and the work of the International Law Commission in general	13-17
B. Relations between States and international organizations	18-37
1. General observations on the draft articles on representatives of States to international organizations	19
2. Observations on specific provisions of the draft articles on representatives of States to international organizations	20-34
Article 1	21-23
Article 2	24-25
Articles 3, 4 and 5	26
Article 7	27-29
Articles 8 and 13	30-31
Article 10	32
Article 14	33
Article 16	34
3. Suggestions that the draft articles should be communicated to international organizations	35
4. The question of delegations to organs of international organizations and to conferences convened by international organizations	36
5. The question of permanent observers from non-member States to international organizations	37
C. Succession of States and Governments	38-58
1. Succession in respect of matters other than treaties	43-53
(a) General definition of State succession	43
(b) Method of work	44
(c) Form of the work	45
(d) Origins and types of State succession	46-47
(e) Specific problems of new States	48-49
(f) Devolution treaties	50
(g) Judicial settlement of disputes	51
(h) Acquired rights	52
(i) Order of priority	53
2. Succession in respect of treaties	54-58
(a) General comments	55
(b) Draft article 2 submitted by the Special Rapporteur	56
(c) Draft article 4 submitted by the Special Rapporteur	57-58
D. The most-favoured-nation clause	59-61
E. Other decisions and conclusions of the International Law Commission	62-81
1. Review of the Commission's programme and methods of work	63-74
(a) Programme of work	64-67
(b) Methods of work	68-74
2. Organization of future work	75-78
3. Relations with the International Court of Justice	79
4. Co-operation with other bodies	80
5. Seminar on International Law	81
IV. VOTING	82-84
RECOMMENDATION OF THE SIXTH COMMITTEE	85

### I. Introduction

1. At its 1676th plenary meeting, on 27 September 1968, the General Assembly included the item entitled "Report of the International Law Commission on the work of its twentieth session" in the agenda of its twenty-third session and allocated it to the Sixth Committee.

2. The Sixth Committee considered the item at its 1029th to 1039th meetings, held from 3 to 15 October 1968. In addition, at its 1060th and 1061st meetings, on 4 November 1968, the Committee commemorated the twentieth anniversary of the first election of members of the International Law Commission.

3. At the 1029th meeting, on 3 October 1968, Mr. Ruda, Chairman of the International Law Commission at its twentieth session, introduced the Commis-

sion's report on the work of that session (A/7209/Rev.1). At the 1037th and 1038th meetings, on 14 and 15 October 1968, he commented on the observations which had been made during the debate on the report. At the 1060th meeting, on 4 November 1968 he reviewed the work accomplished by the Commission during its first nineteen sessions.

4. At the 1039th meeting, on 15 October 1968 the Rapporteur of the Sixth Committee raised the question whether the Committee wished to include in its report to the General Assembly a summary of the views expressed during the debate. Referring to paragraph (f) of the annex to General Assembly resolution 2292 (XXII), the Rapporteur informed the Committee of the financial implications of the question. At the same meeting, the Committee decided that, in view of the nature of the subject matter, the report should

clude a summary of the representative trends of opinion and not of the individual views of all delegations.

5. The report of the International Law Commission of the work of its twentieth session, which was before the Sixth Committee, is divided into five chapters, titled: I. Organization of the session; II. Relations between States and international organizations; III. Succession of States and Governments; IV. The most-favoured-nation clause; V. Other decisions and conclusions of the Commission. The report includes an annex containing a working paper prepared by the Secretariat and entitled "Review of the International Law Commission's programme and methods of work".

## II. Proposals and amendments

6. At the 1037th meeting, on 14 October 1968, the representative of Ghana introduced a draft resolution sponsored by Australia, Austria, Ceylon, Chile, Colombia, the Dominican Republic, Ecuador, El Salvador, Ghana, Guatemala, Haiti, Hungary, India, Mexico, Mongolia, Nigeria, Peru, Romania, the United Kingdom of Great Britain and Northern Ireland, Uruguay and Yugoslavia (A/C.6/L.649 and Add.1). The draft resolution read as follows:

*"The General Assembly,*

*"Having considered* the report of the International Law Commission on the work of its twentieth session (A/7209/Rev.1),

*"Recalling* its resolutions 1686 (XVI) of 18 December 1961, 1765 (XVII) of 20 November 1962, 1902 (XVIII) of 18 November 1963, 2045 (XX) of 8 December 1965, 2167 (XXI) of 5 December 1966 and 2272 (XXII) of 1 December 1967, by which it recommended that the International Law Commission should continue its work of codification and progressive development of the law of succession of States and Governments and relations between States and intergovernmental organizations, expedite the study of State responsibility, study the most-favoured-nation clause and carry out a review of its programme and methods of work,

*"Emphasizing* the need for the further codification and progressive development of international law in order to make it a more effective means of implementing the purposes and principles set forth in Articles 1 and 2 of the Charter of the United Nations and to give increased importance to its role in relations among nations,

*"Noting with appreciation* that the United Nations Office at Geneva organized in July 1968, during the twentieth session of the International Law Commission, a fourth session of the Seminar on International Law and that more scholarships in the Seminar were made available for participants from developing countries,

*"1. Takes note* of the report of the International Law Commission on the work of its twentieth session;

*"2. Expresses its appreciation* to the International Law Commission for the work it has accomplished;

*"3. Notes with approval* the programme and organization of work planned by the International Law Commission, but, with respect to the Commission's wish to reserve the possibility of a winter

session in 1970, decides to defer a final decision until its twenty-fourth session;

*"4. Recommends* that the International Law Commission should:

*"(a) Continue* its work on succession of States and Governments and relations between States and international organizations, taking into account the views and considerations referred to in General Assembly resolutions 1765 (XVII) and 1902 (XVIII);

*"(b) Make every effort* to begin substantive work on State responsibility as from its next session, taking into account the views and considerations referred to in General Assembly resolutions 1765 (XVII) and 1902 (XVIII);

*"(c) Continue* its study on the most-favoured-nation clause;

*"5. Recommends further* that the International Law Commission should examine, when it deems it advisable and without affecting its scheduled programme of work, the questions involved in the final stage of the codification of international law referred to in paragraph 102 of the Commission's report;

*"6. Expresses the wish* that, in conjunction with future sessions of the International Law Commission, other seminars be organized, which should continue to ensure the participation of a reasonable number of nationals of developing countries;

*"7. Requests* the Secretary-General to undertake the preparation of the new survey of the whole field of international law referred to in paragraph 99 of the Commission's report;

*"8. Further requests* the Secretary-General to forward to the International Law Commission the records of the discussions at the twenty-third session of the General Assembly on the report of the Commission."

7. At the same meeting, Belgium submitted an amendment (A/C.6/L.650) to the draft resolution proposing the insertion between operative paragraphs 4 and 5 of the following new paragraph:

*"Invites* Member States to submit in writing to the Secretary-General, for the attention of the International Law Commission, not later than 15 May 1969, their comments and observations on the draft articles prepared by the International Law Commission on representatives of States to international organizations."

8. At the 1038th meeting, on 15 October 1968, the Chairman informed the Committee that Belgium had withdrawn its amendment and that the sponsors of the draft resolution, with the exception of the Dominican Republic and Uruguay, had submitted a new draft resolution (A/C.6/L.651). The preamble of the new text was the same as that of draft resolution A/C.6/L.649 and Add.1. The operative part read as follows:

*"1. Takes note* of the report of the International Law Commission on the work of its twentieth session;

*"2. Expresses its profound appreciation* to the International Law Commission for the valuable work it has accomplished during the past twenty years in the progressive development and codification of international law;

*"3. Notes with approval* the programme and organization of work planned by the International Law Commission, but, with respect to the Com-

mission's wish to reserve the possibility of a winter session in 1970, decides to defer a final decision until its twenty-fourth session;

"4. *Recommends* that the International Law Commission should:

"(a) Continue its work on succession of States and Governments and relations between States and international organizations, taking into account the views and considerations referred to in General Assembly resolutions 1765 (XVII) and 1902 (XVIII);

"(b) Continue its study of the most-favoured-nation clause;

"(c) Make every effort to begin substantive work on State responsibility as from its next session, taking into account the views and considerations referred to in General Assembly resolutions 1765 (XVII) and 1902 (XVIII);

"5. *Takes note* that the International Law Commission has under consideration the questions involved in the final stage of the codification of international law, referred to in paragraph 102 of the Commission's report;

"6. *Expresses the wish* that, in conjunction with future sessions of the International Law Commission, other seminars be organized, which should continue to ensure the participation of an increasing number of nationals of developing countries;

"7. *Notes* that the Secretary-General has under study the questions raised in paragraphs 98 (b) and 98 (c) of the report of the International Law Commission;

"8. *Requests* the Secretary-General to undertake the preparation of the new survey of the whole field of international law referred to in paragraph 99 of the Commission's report;

"9. *Further requests* the Secretary-General to forward to the International Law Commission the records of the discussions at the twenty-third session of the General Assembly on the report of the Commission."

9. At the 1039th meeting, also held on 15 October 1968, the representative of Ghana introduced a revised draft resolution (A/C.6/L.651/Rev.1) submitted by the Dominican Republic, Morocco, the United Republic of Tanzania and the sponsors of draft resolution A/C.6/L.651, namely Australia, Austria, Ceylon, Chile, Colombia, Ecuador, El Salvador, Ghana, Guatemala, Haiti, Hungary, India, Mexico, Mongolia, Nigeria, Peru, Romania, the United Kingdom of Great Britain and Northern Ireland and Yugoslavia.

10. The preamble of draft resolution (A/C.6/L.651/Rev.1) was identical with those of draft resolutions A/C.6/L.649 and Add.1 and A/C.6/L.651. The operative part read as follows:

"1. *Takes note* of the report of the International Law Commission on the work of its twentieth session;

"2. *Expresses its profound appreciation* to the International Law Commission of the valuable work it has accomplished during the past twenty years in the progressive development and codification of international law;

"3. *Notes with approval* the programme and organization of work planned by the International Law Commission, including the preparation, in accordance with article 18 of its Statute, of the new survey of the whole field of international law

referred to in paragraph 99 of the Commission's report, but, with respect to the Commission's wish to reserve the possibility of a winter session 1970, decides to defer a final decision in this respect until its twenty-fourth session;

"4. *Recommends* that the International Law Commission should:

"(a) Continue its work on succession of States and Governments and relations between States and international organizations, taking into account the views and considerations referred to in General Assembly resolutions 1765 (XVII) and 1902 (XVIII);

"(b) Continue its study of the most-favoured-nation clause;

"(c) Make every effort to begin substantive work on State responsibility as from its next session, taking into account the views and considerations referred to in General Assembly resolutions 1765 (XVII) and 1902 (XVIII);

"5. *Expresses the wish* that, in conjunction with future sessions of the International Law Commission, other seminars might be organized, which should continue to ensure the participation of an increasing number of nationals of developing countries;

"6. *Notes* that the Secretary-General has under study the questions raised in paragraphs 98 (b) and (c) of the report of the International Law Commission;

"7. *Requests* the Secretary-General to forward to the International Law Commission the records of the discussions at the twenty-third session of the General Assembly on the report of the Commission."

11. With regard to the financial implications of the draft resolutions before the Committee, the representative of the Secretary-General noted at the 1037 meeting that, under paragraph 7 of draft resolution A/C.6/L.649 and Add.1, the Secretary-General would be requested to undertake the preparation of the new survey of the whole field of international law referred to in paragraph 99 of the report of the International Law Commission. That paragraph had mentioned a decision whereby the International Law Commission requested the Secretary-General to prepare a new survey on the lines of the memorandum entitled *Survey of International Law in Relation to the Work of Codification of the International Law Commission*,<sup>1</sup> which had been submitted at its first session in 1949. The representative of the Secretary-General said that the memorandum had been prepared by a highly qualified expert and that the Secretariat proposed to secure an equally qualified special consultant to undertake the new survey which was requested. The estimated cost of the special consultant's services was \$6,000. The representative of the Secretary-General subsequently explained that his observations also applied to paragraph 3 of draft resolution A/C.6/L.651/Rev.1. He added that, if the Secretariat could dispense with the services of a special consultant for the preparation of the new survey, the sum of \$6,000 would naturally be saved.

### III. Debate

12. The main trends of the Sixth Committee debate on agenda item 84 are summarized in the

<sup>1</sup> United Nations publication, Sales No.: 48.V.1 (1).

following five sections. The first—section A—concerns the observations which were made on the role and the work of the International Law Commission in general.

The other four—sections B to E—the observations relating more particularly to the report of the International Law Commission on the work of its twentieth session are analysed. These four sections correspond to chapters II to V of the Commission's report, and each one bears the title of the chapter to which it relates.

#### THE ROLE AND THE WORK OF THE INTERNATIONAL LAW COMMISSION IN GENERAL

13. Many representatives paid a tribute to the Commission for the contribution it had made during the last twenty years of its existence to the codification and progressive development of international law. It was pointed out that, on the basis of drafts prepared by the Commission, multilateral conventions had been concluded on the law of the sea, the reduction of statelessness, diplomatic and consular relations, special missions and the law of treaties.

14. In the view of some representatives, the creation of the Commission had inaugurated a period of rapid and far-reaching "legislative" activity in the development of international law which was without precedent. The substantive achievements of the Commission were ample justification of its establishment and augured well for future advances in the fulfilment of the task of codifying and progressively developing international law, entrusted to the General Assembly under article 13, paragraph 1 (a), of the Charter of the United Nations.

15. The significant role played by the Commission is attributed by a number of representatives to the high standard of its work, which had been carried out not only *de lege lata* but *de lege ferenda* in order to meet the demands of contemporary international life, characterized by political developments such as the emergence of new States and the establishment of international organizations, and by scientific and technological changes. Certain representatives stressed that the Commission had been conscious of the practical importance of its task and had sought to serve the interests of the international community as a whole. It had formulated general principles in a clear and concise fashion, relying on international custom and practice, ascertained by means of repeated consultations with member States.

16. Certain representatives considered that the presentation of the Commission's report in the Sixth Committee by the Chairman of the Commission was an important means of strengthening the relationship existing between the two bodies. Some representatives emphasized the role which the Sixth Committee played in preparing the General Assembly's recommendations to the Commission and in bringing about the action which Governments considered appropriate in the light of the Commission's final drafts. It was, however, believed that the Commission should have a substantial degree of autonomy and not be subject to detailed directives from the General Assembly.

17. Some representatives pointed out the *de facto* interdependence between international law and international relations. Stress was placed on the importance of the codification and progressive development of international law as a means of building a world order

based on the rule of law, of ensuring international peace and security in accordance with the principles of the Charter, in particular those of the sovereign equality of States, non-intervention and self-determination, and of promoting peaceful coexistence and cooperation among all States, irrespective of their political, economic or social systems. In the opinion of some representatives, the importance of establishing harmonious legal norms that would help regulate the international political situation had become more evident in view of the serious decline in the standards of international ethics and morality and the reappearance of the policy of promoting spheres of influence. Certain representatives also emphasized that, with a view to strengthening the role of international law in international affairs, the United Nations should concern itself with the way in which international law was respected in practice. The hope was expressed that it would be possible for the General Assembly to turn again in the near future to the question of a declaration on rights and duties of States. A similar view was expressed regarding the question of international criminal jurisdiction and that of the draft Code of Offences against the Peace and Security of Mankind.

#### B. RELATIONS BETWEEN STATES AND INTERNATIONAL ORGANIZATIONS

18. Most of the observations on chapter II of the International Law Commission's report related to the draft articles on relations between States to international organizations which are contained in that chapter and which constitute the first unit of the set of draft articles which the Commission intends to submit on relations between States and international organizations. Some representatives raised two further questions not covered in the twenty-one draft articles. The first was the question of delegations to sessions of organs of international organizations and to conferences convened by international organizations. The second was the question of permanent observers from non-member States to international organizations. There were also representatives who stated that they did not intend to comment on the specific content of the draft articles, since they were at a preliminary stage of the consideration of the matter.

##### 1. General observations on the draft articles on representatives of States to international organizations

19. A number of representatives congratulated the International Law Commission and its Special Rapporteur, Mr. El-Erian, on the quality of the draft articles on relations between States to international organizations. It was pointed out, in that connexion, that the twenty-one draft articles demonstrated the Commission's desire to establish an equilibrium between the interests of the sending States, those of the host States and those of the international organizations. Although they were only the first unit in the work of codification and progressive development which the Commission intended to undertake on the entire subject, the draft articles were a valuable contribution to knowledge of a new domain, which differed in several respects from the traditional domain of relations between States and was governed by rules which were still vague and practices which often varied from organization to organization.

2. *Observations on specific provisions of the draft articles on representatives of States to international organizations*

20. The provisions most frequently mentioned during the debate in the Sixth Committee were those of draft articles 1 to 5, 7, 8, 10, 13, 14 and 16.

*Article 1 (Use of terms)*

21. The observations on article 1 referred mainly to sub-paragraphs (a) and (b), which concern the definition of the terms "international organization" and "international organization of universal character", respectively.

22. With regard to sub-paragraph (a), some representatives stressed that international organizations were not subjects of international law in the same way as States and that the scope of their legal personality depended on the will of their component States. In that connexion, regret was expressed that the International Law Commission had not retained the definition of the term "international organization" which had been proposed by the Special Rapporteur in his third report.<sup>2</sup>

23. Two observations were made concerning sub-paragraph (b). First, it was said that the sub-paragraph did not indicate clearly enough that the universal character of an international organization should derive from its object and its purposes. Secondly, it was stated that the sub-paragraph should specify that an international organization of universal character was open to all States which accepted the rights and obligations established in its constitutive document.

*Article 2 (Scope of the present articles)*

24. Several representatives supported article 2 and endorsed the rule in paragraph 1 thereof limiting the application of the draft articles to international organizations of universal character. It was pointed out, in particular, that regional organizations had a special unity of purpose and that any attempt to standardize the practices which they followed might upset delicate balances and create numerous difficulties. Paragraph 2, moreover, stated a useful reservation to that rule and offered a sound solution for a problem which had long been a matter of concern to the International Law Commission.

25. Some representatives, however, criticized the rule laid down in paragraph 1. Among them were representatives who found the rule too broad and thought that the application of the draft articles should be restricted solely to genuinely important universal organizations. Others considered it too restrictive and expressed regret that regional organizations had been excluded from the scope of the draft articles. It was proposed in that connexion that the presumption embodied in article 2 should be reversed and that it should be specified that the draft articles applied to all important international organizations but that States members of regional organizations could adopt other rules for the latter organizations by mutual agreement.

*Article 3 (Relationship between the present articles and the relevant rules of international organizations).*

*Article 4 (Relationship between the present articles and other existing international agreements) and*

*Article 5 (Derogation from the present articles)*

26. Many representatives endorsed the provisions of articles 3, 4 and 5. Several of them emphasized that

those provisions gave the draft articles the necessary flexibility and made allowance for the diverse character of international organizations and the need for the formulation of particular rules. Referring to paragraph (3) of the commentary on article 5 some representatives stated that they were unable to subscribe to the opinion that the United Nations could be considered in a sense to be a party to the Convention on the Privileges and Immunities of the United Nations.

*Article 7 (Functions of a permanent mission)*

27. Several representatives expressed support for the text of article 7 as adopted by the International Law Commission. Others, on the contrary, thought that it should be redrafted. It was suggested, for example, that in sub-paragraph (c) negotiations in the organization should be mentioned first instead second, so as to make it clear that permanent missions performed their functions in the context of multilateral diplomacy.

28. Two observations were made on sub-paragraph (e). Some representatives said that it added nothing new and that either the sub-paragraph should be deleted or the words "in the organization" should be added before the word "co-operation". Others proposed that the text should follow the corresponding provisions of the Vienna Convention on Diplomatic Relations and the Vienna Convention on Consular Relations and that sub-paragraph (e) should specify that one of the functions of a permanent mission was to promote friendly relations and co-operation between the member States of the organization.

29. It was also felt that a rule should be drawn up concerning the commencement of the functions of the permanent representative and staff of a mission, in order to determine when their privileges and immunities began.

*Article 8 (Accreditation to two or more international organizations or assignment to two or more permanent missions) and Article 13 (Accreditation of organs of the organization)*

30. The use of the term "accreditation" in the titles of articles 8 and 13 was criticized. It was pointed out that the word had been borrowed from the terminology of bilateral diplomacy and that, in order to avoid any confusion with the rules governing that subject, it would be desirable to replace it by another term, such as "appointment". A similar observation was made about the use of the term "accredit" in the body of article 8.

31. As regards the text of article 13, attention was drawn to an apparent contradiction between the two paragraphs of that article. It was pointed out that paragraph 2 established the presumption that a permanent representative had general competence to represent the sending State in all the organs of the organization which he had been accredited. Under paragraph 1, however, the sending State could specify in the credentials given to its permanent representative that he represented it in one or more organs of the organization. The question was whether in such a case the presumption embodied in paragraph 2 was still valid, whether the fact that a State enumerated certain organs in the credentials given to its permanent representative prevented him from representing it in other organs.

<sup>2</sup> A/CN.4/203, chapter II, article 1, sub-paragraph (a).

*Article 10 (Appointment of the members of the permanent mission)*

32. Several representatives emphasized the importance of article 10, which, subject only to the reservations mentioned in it, set forth the rule of freedom of choice by the sending State of the members of the permanent mission. This article was regarded as establishing a fundamental difference between permanent missions to international organizations and traditional diplomatic missions, for in the latter the freedom of choice of the members of the mission by the accrediting State was restricted by the rules concerning the *agrément* of the head of the mission and the declaring of a member of the mission to be *persona non grata* or unacceptable. Those rules did not, however, apply to permanent missions to international organizations.

*Article 14 (Full powers to represent the State in the conclusion of treaties)*

33. Some representatives pointed out that paragraph 1 of article 14 referred only to the adopting of the text of a treaty between the sending State and the international organization concerned, whereas the corresponding provisions of the draft Convention on the Law of Treaties<sup>3</sup> (article 6, paragraph 2 (c)) applied to any treaty adopted by an international organization. They questioned the desirability of thus limiting the powers which in the draft Convention on the Law of Treaties were accorded to permanent representatives in regard to adopting the text of a treaty. On the other hand, several members of the Sixth Committee considered that the rule formulated in article 14 was not open to dispute. Some, however, felt that that rule was perhaps more properly a part of the law of treaties, and they wondered whether it belonged in a draft concerned with the relations between States and international organizations.

*Article 16 (Size of the permanent mission)*

34. Referring to paragraph (8) of the commentary on article 16, several States noted with satisfaction that the International Law Commission was contemplating the inclusion in the draft articles of a provision of general scope concerning remedies available to the host State in the event of claims of abuses by a permanent mission.

*3. Suggestions that the draft articles should be communicated to international organizations*

35. Noting that the International Law Commission had decided to communicate the twenty-one draft articles to Governments for their comments, several representatives expressed the wish that the draft articles should also be communicated to international organizations.

*4. The question of delegations to organs of international organizations and to conferences convened by international organizations*

36. Several representatives noted that the International Law Commission had expressed the intention of considering at a future session whether rules concerning delegations to organs of international organizations and to conferences convened by international

organizations should be included in its draft articles. Some of those representatives expressed the opinion that that should be done, because the absence of such rules in the draft articles would leave an unfortunate gap.

*5. The question of permanent observers from non-member States to international organizations*

37. Some representatives expressed the view that the International Law Commission should take up the question of permanent observers from non-member States to international organizations. They maintained that this question was particularly urgent, inasmuch as it had often been dealt with on a partisan and discriminatory basis.

C. SUCCESSION OF STATES AND GOVERNMENTS

38. Several representatives expressed gratification that, following the recommendations of the General Assembly, the International Law Commission had begun to consider in depth the topic of succession of States and Governments, which had been included in its programme of work since 1949. They noted with satisfaction the progress achieved at the Commission's twentieth session and paid a tribute to the two Special Rapporteurs, Mr. Mohammed Bedjaoui and Sir Humphrey Waldock, for their contribution to the performance of the Commission's task.

39. A number of representatives considered that the problems involved in this field were of such diversity and complexity, particularly in view of the emergence of many new States on the international scene since the end of the Second World War, that it was essential to carry out very thorough studies before a final text could be prepared.

40. Several representatives endorsed the Commission's decision to divide the topic into three headings, namely, succession in respect of matters other than treaties, succession in respect of treaties and succession in respect of membership of international organizations. They also endorsed the decision to give priority to the second of these headings, and to leave aside for the time being the third heading, for which no Special Rapporteur had been appointed. In that respect the hope was expressed that work on the third heading would be started soon after a convention on relations between States and international organizations had been adopted. The view was also expressed that, once the work on succession of States had been completed, the question of succession of Governments should be considered in order to cover the subject of succession in its entirety.

41. Some representatives, noting the relationship existing between the first two headings of the topic, considered that the Special Rapporteurs concerned should consult one another at a later stage of the work to ensure the harmonization of the separate drafts to be submitted to the Commission.

42. Certain representatives expressed their general agreement with the conclusions reached by the Commission on the reports submitted to it on the first two headings of the topic. Other representatives made detailed comments on specific aspects of each of those headings. A summary of those comments is given below.

<sup>3</sup> This draft Convention was adopted at Vienna in 1968 by the Committee of the Whole of the United Nations Conference on the Law of Treaties. For the provisions referred to, see document A/CONF.39/C.1/L.370/Add.4.



1. *Succession in respect of matters other than treaties*

(a) *General definition of State succession*

43. Several representatives noted that the Commission had not attempted so far to define the term "succession". They referred to the difference of opinion which had arisen in the Commission on whether the term meant a transfer of sovereignty or a change in the possession of the competence to conclude treaties with respect to a given territory. The view was expressed that the adoption of either meaning to the exclusion of the other would create problems for new States. Thus, if the term were taken to mean a change in the possession of competence, it might prejudice the sovereign right of newly independent States to repudiate treaties concluded by former minority Governments. Whatever definition was finally arrived at, it should cover both meanings. On the other hand, it was considered that emphasis should be laid on sovereignty and on the expression of the free will of the peoples which might benefit from or have obligations under treaties concluded while they were subjected to the colonial régime. There were also representatives who thought that any theoretical examination of the definition of succession should be avoided at the present time; what was needed from the Commission was the formulation of rules on the concrete problems raised by the topic.

(b) *Method of work*

44. Several representatives endorsed in general terms the Commission's decision that the study of the topic should combine the technique of codification with that of progressive development in the light of comments to be submitted by Governments. According to some representatives, the recent process of decolonization, giving birth to a large number of independent sovereign States, called for the progressive development of the law of State succession; it was impossible to rely solely on the codification of norms that had been established without the participation of those new States. It was stressed that, since the work of the Commission should seek to adapt the existing norms to current needs and should aim at universality, due account should be taken not only of traditional practices and old rules but also of contemporary conditions and the experience of the newly independent States. The belief was expressed that work on the topic entailed consideration of present trends of international laws, the principles of the Charter, and particularly the right of self-determination and sovereign equality, and permanent sovereignty over natural resources.

(c) *Form of the work*

45. The representatives who referred to this aspect of the question expressed agreement with the Commission's request to the Special Rapporteurs to prepare a draft of articles or rules, in the light of which a decision could be taken on the final form of the work. Some of those representatives expressed the hope that that draft would serve as the basis of a future convention. Others, however, believed that the draft might prove to be more suitable for another type of instrument, such as an expository code.

(d) *Origins and types of State succession*

46. Certain representatives expressed agreement with the conclusion reached by the Commission that it was not advisable to deal separately with the origins and

types of State succession and that, for the purposes of codifying the rules relating to succession, it was sufficient to bear in mind the various situations arising in practice, with a view to formulating, when necessary, special rules for a given situation. It was argued that it would be both difficult and dangerous to attempt to codify this branch of law on the basis of a rigid classification into "dismemberment", "decolonization" and "merger", since those categories were neither mutually exclusive nor exhaustive. The view was expressed that from the juridical point of view decolonization was not an aspect of succession different from the traditional type; it was merely one of the ways of transferring sovereignty from one State to another. It was pointed out that problems of succession might arise even after decolonization, if an independent State merged with another or split voluntarily into two or more independent States. The belief was expressed, therefore, that it was better to take as a basis the matters in respect of which the question of succession could arise. The opinion was also voiced that, by avoiding the establishment of different régimes for different types of succession, the Commission would help ensure a major objective of the work being undertaken, namely, the enhancement of uniformity.

47. Other representatives, however, considered that there was a vital difference between decolonization on the one hand and dismemberment and merger on the other. The view was expressed that, while succession by decolonization was usually accompanied by devolution treaties which tended to have the effect of curtailing the freedom of the new State in its relationship with the former colonial Power and with other States, succession by dismemberment or merger, when it was not the result of imperialist and colonialist activities, was in itself evidence of the free exercise of the sovereign right of an independent State. It was also stated that dismemberment and merger occurred so seldom as to make them relatively insignificant. The belief was therefore expressed that decolonization deserved to be treated separately from other origins and types of State succession but without thereby disregarding the latter.

(e) *Specific problems of new States*

48. Several representatives welcomed the Commission's conclusion that the problems of new States should be given particular attention. In addition, some representatives expressed the belief that State succession resulting from decolonization deserved a special study. A number of representatives emphasized that the importance recently acquired by the topic of State succession was a result of the phenomenon of decolonization. It was stated that the large number of recent emancipations of peoples had blurred the bilateral nature which that process might have had in the past; the process now operated under the surveillance of the international community, which should prevent provisional *de facto* arrangements from taking the place of a final solution to the problems of State succession. It was considered that the problems arising for States emerging as a result of decolonization had specific features which distinguished them from those arising in other cases of succession. Some representatives drew attention to the fact that, although the decolonization process was well under way, many peoples were still struggling for their independence. Emphasis was also placed on the urgent problems which all new States emerging from national liberation movements would have to face.

was pointed out that many newly independent States were still engaged in assessing the legal relationships inherited from past associations with the colonial powers. The view was also expressed that some former colonial Powers were attempting to perpetuate colonialism in a new form, through economic and social means which placed as great a limitation on self-determination as the old, overt form. It was believed, therefore, that the formulation of rules on succession problems connected with decolonization would help strengthen the sovereignty and the political and economic independence of the new States. A number of representatives, recognizing the particular importance of the study of the topic had for newly independent States, stressed the need for the Commission to take special account of the views of States which had achieved independence since the Second World War. In that connexion, some representatives made concrete references to difficulties encountered by the countries which they were nationals during and following the period of their emancipation. The opinion was also expressed that it should be possible to formulate general rules on State succession which would be based on the experience gained from the decolonization process.

49. On the other hand, several representatives were of the opinion that the Commission should not limit its work to the problems arising from decolonization. While recognizing that special attention should be given to the problems of new States, they nevertheless expressed the hope that such an emphasis should not prevent the Commission from establishing general rules applicable to all categories of State succession. It was stated that problems had always arisen in connexion with the emergence of new States, and that those problems had not been taken into account in the past two decades in the development of rules relating to State succession. It was also considered that traditional problems had not lost their significance, whereas the process of decolonization was almost complete; hence, if long-term solutions were to be found, the work of the Commission should be directed towards the problems of the future, in particular those involved in the various forms of economic integration, such as currency unions, common markets and free trade associations. It was also pointed out that the problems of State succession affected not only the newly independent State and the former administering Power but also the whole international community. Stress was therefore placed on the need to detect and reconcile the legitimate interests of all concerned, rather than on simply viewing the question in the context of relations between the newly independent States and the former administering Powers. It was considered that the practice of all States should be given careful attention in the Commission's study. It was stated that, although there was no doubt that certain characteristics were peculiar to the succession problems arising from decolonization, the question to what extent particular rules should apply to new States could be answered only on the basis of the content of relevant general rules.

#### *(f) Devolution treaties*

50. Some representatives considered that the so-called devolution treaties had been imposed on subject territories and could not be regarded as agreements concluded between equals. They thought that the Commission should formulate, under the two headings of the topic being considered at present, rules which would provide legal means for putting an end to such treaties.

The view was also expressed that it was essential to solve the specific problem of newly independent States with due regard to the general principles of contemporary international law, such as that of self-determination, rather than on the basis of devolution treaties. On the other hand, it was argued that in many situations connected with newly independent States arrangements had been agreed upon which had proved beneficial in promoting a smooth transition. Such arrangements should not be disregarded.

#### *(g) Judicial settlement of disputes*

51. A number of representatives expressed their agreement with the conclusion reached by the Commission that it was premature to take a decision on the question of the judicial settlement of disputes relating to State succession. Nevertheless, some representatives emphasized the importance of providing adequate machinery for solving the disputes concerning the application of the complex and modern system of codified rules that would emerge from the Commission's work. The opinion was expressed that, although judicial settlement might be regarded as a general problem in international law, the slow progress in solving that problem made it important to move forward in limited areas, such as State succession. For other representatives, however, the question of judicial settlement could not be treated in a piecemeal fashion.

#### *(h) Acquired rights*

52. Some representatives considered that the question of acquired rights should be examined closely by the Commission. Some expressed the view that the Commission should endeavour to strengthen the sovereignty of new States in that area. States had no obligation, on the international plane, to distinguish between acquired rights and other property rights, which could be modified by their legislation when the general interest so required. It was stated that the application of the so-called principle of acquired rights should not result in undue advantage to aliens. In that respect, the opinion was expressed that compensation for the termination or modification by a newly independent State of a concession granted by the former colonial Power could be claimed only on the basis of unjust enrichment.

#### *(i) Order of priority*

53. Several representatives supported the Commission's decision to grant priority to the study of economic and financial matters within the framework of the first heading. It was pointed out that such matters included public property and public debts as well as natural resources.

### *2. Succession in respect of treaties*

54. Many comments summarized above under the first heading (Succession in respect of matters other than treaties) also have relevance in the context of the second heading (Succession in respect of treaties). To avoid repetition, a summary is given below only of those comments which were specifically concerned with the second heading. Some of those comments were of a general nature, others related to draft articles 2 and 4 submitted by the Special Rapporteur on succession in respect of treaties.<sup>4</sup>

<sup>4</sup> See the first report on succession of States and Governments in respect of treaties, by Sir Humphrey Waldock, Special Rapporteur (A/CN.4/202).

(a) *General comments*

55. A number of representatives expressed the belief that succession in respect of treaties should be studied within the framework both of the law of succession and of the law of treaties. Some representatives, while agreeing that both branches of law tended to merge in this context, nevertheless considered that the law of treaties offered the best starting point for an attempt to produce concrete results. Other representatives, however, expressed the opinion that the Commission should base its work on the significant changes that had taken place in international society as a result of decolonization, taking full account of the condemnation of the colonial system by the international community and of the inherent right of peoples to self-determination.

(b) *Draft article 2 submitted by the Special Rapporteur*

56. Paragraph (a) of draft article 2 as submitted by the Special Rapporteur<sup>5</sup> was criticized. That paragraph provided that the draft articles did not relate "to international agreements concluded between States and other subjects of international law or between such other subjects of international law". It was argued that the paragraph could lead to confusion in situations resulting from decolonization. The question could arise, for instance, whether the draft articles were applicable to agreements between two parts of a colonial empire which subsequently became independent and what the effect of such agreements would be. The hope was expressed that such situations would be dealt with by the International Law Commission and that draft article 2 did not foreshadow their exclusion.

(c) *Draft article 4 submitted by the Special Rapporteur*

57. Opposing views were expressed concerning draft article 4 submitted by the Special Rapporteur and paragraph (2) of the commentary thereon.<sup>5</sup> Draft article 4 read as follows: "Nothing in the present articles shall be understood as affecting the continuance in force of a boundary established by or in conformity with a treaty prior to the occurrence of a succession." The article and paragraph (2) of the commentary were supported on the grounds that disregard for boundaries established by a treaty would be a negation of the rule *pacta sunt servanda* and that the resulting reshaping of national boundaries would create a situation which could threaten world peace and international order.

58. On the other hand, it was argued that boundary treaties imposed by colonial Powers against the wishes of the people of subject territories should be regarded as contrary to the rule *pacta sunt servanda*, to the fundamental principle of self-determination, which was a principle of *jus cogens*, and to General Assembly resolutions 1514 (XV) and 1654 (XVI). It was also said that draft article 4 and the views expressed in its commentary were contrary to the doctrine of revindication, under which a country might reclaim something which it once held as a right, particularly if such a claim was backed by the right of peoples to self-determination. It was believed that since boundary questions were highly political issues, the Commission should refrain from making legal pronouncements when the particular situations involved fell within the competence of other organs of the United Nations.

<sup>5</sup> *Ibid.*, section II.

## D. THE MOST-FAVOURLED-NATION CLAUSE

59. Many representatives noted with satisfaction that the International Law Commission had begun its consideration of the most-favoured-nation clause and had paid a tribute to Mr. Ustor for the preparatory work he had done on the topic in his capacity as Special Rapporteur.

60. A number of representatives emphasized the important role of the clause in the field of international trade and the interest which their delegations took in the study of the question by the Commission. In the opinion of some representatives, the work of codification and progressive development in this area would help to eliminate discrimination in international trade and to promote international co-operation.

61. Several representatives endorsed in general terms the decisions of the Commission on the topic and the instructions it had given to the Special Rapporteur. A number of representatives shared the Commission's view that the clause should be studied as a legal institution in the context of all aspects of its practical application. It was suggested that an attempt should be made to ascertain how far that institution could be used to the ends which the international community sought to achieve, in particular by examining how the clause could be applied multilaterally and how it could work for the benefit of certain categories of States, especially of developing countries. Many representatives supported the Commission's recommendation to the Special Rapporteur to consult all interested organizations and agencies. In this respect, mention was made in particular of the United Nations Commission on International Trade Law.

## E. OTHER DECISIONS AND CONCLUSIONS OF THE INTERNATIONAL LAW COMMISSION

62. Most of the observations relating to chapter I of the report of the International Law Commission dealt with the following questions: review of the Commission's programme and methods of work, organization of future work, relations with the International Court of Justice, co-operation with other bodies and the Seminar on International Law.

1. *Review of the Commission's programme and methods of work*

63. Many representatives expressed gratification that the Commission had carried out, during its twentieth session, a review of its programme and methods of work.

(a) *Programme of work*

64. The Commission's decision to give attention to its long-term programme of work before the term of office of the present membership expired was not without approval. Support was also expressed for the Commission's view that the initial list of subjects which it had drawn up in 1949 should be revised, taking into account the current needs of the international community.

65. In this connexion, a number of representatives welcomed the Commission's decision to ask the Secretary-General to prepare a new survey of the whole field of international law on the lines of the survey in the memorandum submitted to the Commission at its first session in 1949 and referred to in paragraph 63 above. Some representatives, however, believed that the question of how and by whom the new survey would

carried out should not be prejudged, since this was a matter which should be decided at an appropriate time by the Commission in accordance with article 18 of its Statute. While agreeing with the provisions relating to the survey contained in operative paragraph 3 of draft resolution A/C.6/L.651/Rev.1 (see paras. 9 and 10 above), they could not have supported paragraph 8 of the original text (A/C.6/L.651)<sup>6</sup> since, in their view, that paragraph was contrary to article 18 of the Commission's Statute. Surveying the whole field of international law with a view to selecting topics for codification was a statutory responsibility of the Commission and not of the Secretary-General. Other representatives observed that the Commission was free to request the Secretary-General to do the preparatory work required for the new survey and that it had recorded in paragraph 99 of its report the decision it had taken to that effect.

66. It was noted with satisfaction that the Commission contemplates dealing with the question of treaties concluded between States and international organizations or between two or more international organizations if the General Assembly adopts a resolution to that effect on the recommendation of the United Nations Conference on the Law of Treaties. The hope was expressed by some representatives that the Commission could also undertake the study of topics such as the utilization of international rivers, the recognition of States and Governments, the pacific settlement of international disputes, the juridical régime of historic waters, including historic bays, the right of asylum, the jurisdictional immunities of States and their property and jurisdiction with regard to crimes committed outside national territory.

67. The representatives who referred to the initiative taken in the Commission by one of its members, Mr. Ago, regarding the final stage of the codification of international law (see para. 102 of the Commission's report), observed that the question was one which deserved attention. Some representatives deemed it regrettable that a sufficient number of States had not yet become parties to several codifying conventions. It was also pointed out that it would be in the interests of the international community as a whole to recognize that all States had the right to become parties to multilateral international agreements of a general nature. A number of representatives thought that the Commission could be asked to consider the question more thoroughly and to submit its conclusions to the Sixth Committee, so that the General Assembly could make appropriate recommendations to Member States. They agreed that the work would have to be limited to the question of the ratification of general codifying conventions and that the measures which would be proposed should not derogate from the sovereign right of States freely to decide on the matter. Those measures should be designed, not to force a political decision on individual States, but rather to overcome the difficulties arising from the complexity of the political and administrative machinery of the modern State. In this connexion, certain representatives made reference to the study being undertaken by the United Nations Institute for Training and Research and the subject.<sup>7</sup>

<sup>6</sup> See paragraph 8 above. Paragraph 8 of draft resolution A/C.6/L.651 was identical with paragraph 7 of draft resolution A/C.6/L.649 and Add.1 (see paragraph 6 above).

<sup>7</sup> For details of this project of the Institute, see *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 45, document A/6875, annex I, paras. 9-69.

#### (b) *Methods of work*

68. Several representatives expressed general approval of the Commission's methods of work. It was pointed out that the codification and progressive development of international law was inevitably a slow and painstaking process and that the success of the Commission's work in the past was proof of the wisdom of the approach it had adopted. The observation was also made that, although slow, the pace at which the Commission carried out its work seemed at times to outstrip the ability of Governments to give the detailed consideration called for by most of the items studied by the Commission. Stress was laid on the need to ensure the best possible conditions for the work of the Commission and the elimination of obstacles to the efficient performance of its task. It was argued that the importance of the role played by the legal bodies of the United Nations was sometimes underestimated and that those bodies had not always been given the resources they required to perform the work entrusted to them by Member States.

69. Other representatives, while recognizing that the methods of work of the Commission had improved, expressed the view that further efforts were required to make them more efficient. It was suggested that the Commission's work should be organized in greater detail and that an agreed priority for the treatment of items should be established and respected, so that the Commission could make the best possible use of its resources and avoid dissipation of effort.

70. A number of representatives spoke in favour of the Commission's proposal that the term of office of its members should be extended from five to six or seven years. Reference was made in this connexion to the time-consuming nature of the codification process and to the desirability of ensuring greater continuity by enabling the Commission to complete the work undertaken on major topics without a change in membership. In this regard, attention was drawn to the fact that the term of office of the judges of the International Court of Justice is nine years.

71. Other representatives found that the Commission had not made it clear whether that proposal was intended to apply to its present or future membership. Some representatives wondered whether the reasons put forward in support of the proposal were the only factors to be taken into account. It was pointed out that a certain degree of continuity in the Commission's work was already ensured by the possibility of re-election of its members, and, in particular, of the Special Rapporteurs. It was also indicated that the adoption of measures such as the increase in the number of daily meetings, the extension of the annual session or the holding of sessions twice a year would help to expedite the Commission's work within the term of office of its members. Some representatives considered that it was important to safeguard in the Commission's membership the flexibility of the present system and the application of the principle of rotation.

72. Although certain representatives opposed the Commission's proposal, the majority of those who expressed their views on the matter considered that the question required further study and that a decision on the proposal should be deferred to a future session of the General Assembly.

73. A number of representatives noted with sympathy the concern expressed by the Commission at the present situation regarding honoraria and subsistence

allowances and supported its recommendation that an additional special allowance should be made available to Special Rapporteurs to help them defray travel and incidental expenses in connexion with their work. It was considered essential that these expenses should be borne by the Organization. The need was also stressed that the United Nations should take the necessary measures to obtain the services of highly qualified international jurists. It was further pointed out that the work of the Commission was one of the most important contributions to the cause of world peace and that the sums involved were but an infinitesimal fraction of what was spent on the arms race. Other representatives, however, were of the opinion that the matter should be considered within the framework of the general review being currently carried out by the Secretary-General and the Advisory Committee on Administrative and Budgetary Questions. Some representatives considered that any increase in honoraria and allowances would be unwise, in view of the financial implications of the matter and the limited capacity of many States to contribute to the expenses of the United Nations.

74. Several representatives paid a tribute to the Codification Division of the Office of Legal Affairs for its valuable contribution to the work of the Commission and, particularly, for the paper on the review of the Commission's programme and methods of work, annexed to the Commission's report. They endorsed the Commission's view regarding the need to increase the staff of the Codification Division as a measure aimed at facilitating the Commission's work. In this connexion, some representatives stressed their understanding that the financial implications of that recommendation would be taken into account when consideration was given to the various ways of implementing it.

## 2. Organization of future work

75. The representatives who spoke on this matter noted with satisfaction the Commission's decisions regarding the organization of its future work. Gratification was also expressed that the Commission had planned the work for the remainder of its term of office in so orderly a manner.

76. Certain representatives, emphasizing the importance of the topic of State responsibility, thought that its codification and progressive development, even if the conclusions reached were of a general nature, would be an important factor in strengthening the international legal order and would help to throw light on a number of theoretical and practical problems which arose in almost every field of international law. A number of representatives regretted that the Commission had made little progress and expressed the opinion that work on the subject should be accelerated. They observed that the Commission intended to make a special effort in that field in 1969. The hope was also expressed that the Special Rapporteur on the subject would prepare a practical report covering all aspects of the matter. It was pointed out that the Commission's work would be helped by the study being undertaken on principles of international law concerning friendly relations and co-operation among States.

77. Besides favouring the early consideration of State responsibility, certain representatives expressed the wish that work on that topic, as well as on succession of States and Governments and relations be-

tween States and international organizations should be completed during the Commission's present term of office. Some representatives also urged that the Commission continue its work on the most-favoured-nation clause.

78. A number of representatives supported the Commission's recommendation that a winter session be held in 1970 in order to complete its work on major topics before the expiry of the term of office of its present membership. It was also suggested that a winter session of the Commission should become a regular practice. Other representatives, however, doubted that a winter session would be advisable, particularly in the light of budgetary considerations. In the opinion of some representatives, it would be preferable to extend the duration of the Commission's regular sessions.

## 3. Relations with the International Court of Justice

79. A number of representatives welcomed the visit paid to the Commission by the Vice-President of the International Court of Justice, which strengthened the natural links existing between two organs whose role were complementary.

## 4. Co-operation with other bodies

80. Several representatives expressed gratification at the relations maintained between the Commission and three regional juridical bodies, namely, the Asian African Legal Consultative Committee, the European Committee on Legal Co-operation and the Inter-American Juridical Committee. It was emphasized that the co-ordination of the various efforts made towards the codification and progressive development of international law helped to ensure that the formulation of legal norms would reflect the trends existing in different parts of the world.

## 5. Seminar on International Law

81. Many representatives noted with satisfaction the success of the fourth session of the Seminar on International Law, held concurrently with the Commission's session, and supported the latter's recommendation that future sessions be similarly arranged. They expressed their gratitude to those members of the Commission who had contributed to the discussions and to the United Nations Office at Geneva for the manner in which the Seminar was organized. Emphasis was placed on the role of the Seminar as a means of contributing to a better understanding and a wider dissemination of international law and of bringing in contact two generations of jurists representing the various legal systems of the world. The importance of the Seminar was stressed as regards participants from developing countries. A number of representatives thanked all those States which had granted scholarships facilitating the attendance of participants from developing countries and expressed the hope that States would offer similar aid for future seminars.

## IV. Voting

82. At its 1039th meeting, on 15 October 1968, the Sixth Committee unanimously adopted draft resolution A/C.6/L.651/Rev.1 (see para. 85 below).

83. Explanations of vote were given by the representatives of the Union of Soviet Socialist Republics, Afghanistan, the United Kingdom, Pakistan, France, the United States and Hungary.

84. The representative of Malawi explained that his delegation had not taken part in the voting because his government had not yet completed its examination of the International Law Commission's report.

### **Recommendation of the Sixth Committee**

85. The Sixth Committee therefore recommends to the General Assembly the adoption of the following draft resolution:

#### REPORT OF THE INTERNATIONAL LAW COMMISSION

[Text adopted by the General Assembly without change. See "Action taken by the General Assembly" below.]

## DOCUMENT A/7385

### **Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7370**

#### **Report of the Fifth Committee**

[Original text: English and Spanish]  
[10 December 1968]

1. The Fifth Committee, at its 1279th meeting, held on 10 December 1968, in accordance with rule 154 of the rules of procedure of the General Assembly, considered the note on administrative and financial implications submitted by the Secretary-General (A/C.5/1198) relating to the implementation of the draft resolution that the Sixth Committee, in its report (A/7370, para. 85), recommended for adoption by the Assembly. The Chairman of the Advisory Committee on Administrative and Budgetary Questions presented an oral report on behalf of that Committee.

2. The Fifth Committee decided to advise the General Assembly that, should it adopt the draft resolution, an additional appropriation of \$6,000 would be required under section 3 (Salaries and wages), chapter III (Other temporary assistance) of the budget for 1969.

### **ACTION TAKEN BY THE GENERAL ASSEMBLY**

At its 1738th plenary meeting, on 11 December 1968, the General Assembly adopted unanimously the draft resolution submitted by the Sixth Committee (A/7370, para. 85). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2400 (XXIII).

### **CHECK LIST OF DOCUMENTS**

NOTE. This check list includes the documents mentioned during the consideration of agenda item 84 which are not reproduced in the present fascicle.

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
/7201/Add.1	Introduction to the annual report of the Secretary-General on the work of the Organization (September 1968)	<i>Official Records of the General Assembly, Twenty-third Session, Supplement No. 1A</i>
/7209 and Corr.2	Report of the International Law Commission on the work of its twentieth session (27 May-2 August 1968)	Replaced by A/7209/Rev.1
/7209/Rev.1	Report of the International Law Commission on the work of its twentieth session (27 May-2 August 1968)	<i>Official Records of the General Assembly, Twenty-third Session, Supplement No. 9</i>
/C.6/L.647	Statement made by the Chairman of the International Law Commission at the 1029th meeting of the Sixth Committee	Mimeographed; for the summary, see <i>Official Records of the General Assembly, Twenty-third Session, Sixth Committee, 1029th meeting</i> , paras. 2 to 40
/C.6/L.649 and Add.1	Australia, Austria, Ceylon, Chile, Colombia, Dominican Republic, Ecuador, El Salvador, Ghana, Guatemala, Haiti, Hungary, India, Mexico, Mongolia, Nigeria, Peru, Romania, United Kingdom of Great Britain and Northern Ireland, Uruguay and Yugoslavia: draft resolution	See A/7370, para. 6

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/C.6/L.650	Belgium: amendment to the draft resolution contained in document A/C.6/L.649 and Add.1	Mimeographed
A/C.6/L.651	Australia, Austria, Ceylon, Chile, Colombia, Ecuador, El Salvador, Ghana, Guatemala, Haiti, Hungary, India, Mexico, Mongolia, Nigeria, Peru, Romania, United Kingdom of Great Britain and Northern Ireland and Yugoslavia: draft resolution	Replaced by A/C.6/L.65 Rev.1
A/C.6/L.651/ Rev.1	Australia, Austria, Ceylon, Chile, Colombia, Dominican Republic, Ecuador, El Salvador, Ghana, Guatemala, Haiti, Hungary, India, Mexico, Mongolia, Morocco, Nigeria, Peru, Romania, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania and Yugoslavia: revised draft resolution	See A/7370, paras. 9 and 1 see also General Assem. resolution 2400 (XXIII)



**Agenda item 85:\* Draft Convention on Special Missions\*\***

**CONTENTS**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
<b>Sixth Committee:</b>		
✓/7156 and Add.1 and 2	Comments received from Governments of Member States: report of the Secretary-General	1
✓/C.6/389	Letter dated 10 October 1968 from the President of the General Assembly to the Chairman of the Sixth Committee	15
✓/C.6/L.646	Methods of work and procedure: note by the Secretariat	15
✓/C.6/L.732	Letter dated 14 November 1968 from the representative of the Union of Soviet Socialist Republics to the Secretary-General	16
<b>Seventh Committee:</b>		
✓/C.5/1201	Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7375: note by the Secretary-General	17
<b>Plenary Meetings:</b>		
✓/7375	Report of the Sixth Committee	18
✓/7430	Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7375: report of the Fifth Committee	49
<b>Action taken by the General Assembly</b>		49
<b>Check list of documents</b>		49

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Sixth Committee*, 1059th to 1059th, 1061st to 1072nd and 1087th to 1090th meetings; *ibid.*, *Fifth Committee*, 1288th meeting; and *ibid.*, *Plenary Meetings*, 1746th meeting.

\*\* The question of special missions was discussed by the General Assembly at its sixteenth session (agenda item 71), and at twentieth, twenty-first and twenty-second sessions (under agenda items 87, 84 and 85 respectively) in its consideration of the reports of the International Law Commission.

**DOCUMENTS A/7156 AND ADD.1 AND 2**

**Comments received from Governments of Member States**

**Report of the Secretary-General**

[Original text: English and French]  
 [12 August 1968]

**DOCUMENT A/7156**

**CONTENTS**

	<i>Page</i>
INTRODUCTION	1
COMMENTS AND OBSERVATIONS ON THE FINAL DRAFT ARTICLES ON SPECIAL MISSIONS PREPARED BY THE INTERNATIONAL LAW COMMISSION:	
Austria	2
Barbados	3
Finland	3
Greece	3
Ivory Coast	4
Japan	4
Nigeria	6
Singapore	6
Sweden	7
United Kingdom of Great Britain and Northern Ireland	8

**Introduction**

1. In chapter II of the report on the work of its nineteenth session (A/6709/Rev.1 and Corr.1), the International Law Commission submitted to the General Assembly in 1967 the final draft articles on special missions. After considering the report, the General Assembly, at its 1615th plenary meeting, on 1 December 1967, adopted resolution 2273 (XXII) relating to special missions. Operative paragraphs 2, 3 and 4 of the resolution read as follows:

“The General Assembly,

“... ”

“2. *Invites* Member States to submit, not later than 1 July 1968, their written comments and observations on the final draft articles on special missions prepared by the International Law Commission;

“3. *Requests* the Secretary-General to circulate the comments submitted by Member States on the



subject, so as to facilitate its consideration by the General Assembly at its twenty-third session in the light of those comments :

"4. *Decides* to include an item entitled 'Draft Convention on Special Missions' in the provisional agenda of the twenty-third session, with a view to the adoption of such a convention by the General Assembly;"

2. By a letter dated 31 January 1968 (ref. LE 130 (10-1-1)), the Secretary-General brought operative paragraph 2 of the resolution to the attention of the Governments of Member States.

3. The comments and observations on the final draft articles on special missions received by 25 July 1968 are reproduced below. Any comments and observations received after 25 July 1968 will be circulated as addenda to the present document.

4. The comments and observations submitted in previous years by Member States on the provisional draft articles on special missions adopted by the International Law Commission in 1965<sup>1</sup> are reproduced in annex I to the Commission's report on the work of its nineteenth session.

### Comments and observations on the final draft articles on special missions prepared by the International Law Commission

#### AUSTRIA

*Transmitted by a note verbale of 24 July 1968 from the Permanent Mission of Austria to the United Nations*

[Original: English]

#### GENERAL REMARKS

1. As the Austrian representative has already pointed out in the Sixth Committee of the General Assembly of the United Nations, the Austrian Government believes that the Vienna Conventions on Diplomatic and Consular Relations have influenced the present draft articles too strongly. There would be no objection to applying, *mutatis mutandis*, the great majority of legal rules concerning diplomatic intercourse and immunities to such special missions which are set up for a certain period in the receiving State and to special missions which command an administrative apparatus and which generally show similarities to permanent diplomatic missions. However, the definition of "special mission" in article 1 (a) of the present draft articles seems to encompass every conceivable group of government representatives, including, for example, those whose tasks lie in the technical fields mentioned by the Government of the United States of America in its comments on the 1965 draft (see A/6709/Rev.1 and Corr.1, annex I), and which up to now have performed those tasks without any recourse to the formalities set forth in part I of the present draft articles and without enjoying the privileges and immunities set forth in part II.

2. Just to point out an example of the inadequacy of the present draft articles in respect of missions of the above-mentioned type, the Austrian Government wishes to refer to article 17 (Seat of the special mission). It is evident that officials such as those of a government railway or postal administration who pay a visit to a neighbouring State on routine business have no need for a "seat" of their mission, whereas, if the present draft articles were adopted as a convention, the States concerned would possibly in every single case have to agree that no such seat was to be established. With regard to the proposed privileges and immunities, the Austrian Government believes that, apart from being excessive for most types of special missions, their application would pose serious problems, since, if the present draft articles were to be applied to every kind of temporary government representation in another

State, many members of special missions would, on the one hand, not have a diplomatic passport to ensure them, *prius facie*, such privileges as freedom from Customs control, personal arrest, and, on the other hand, it would be all but impossible for the receiving State to communicate the names of members of special missions to every government agency charged with the application of the rules concerning privileges and immunities, especially if the special mission were to arrive at short notice.

3. In view of the foregoing, the Austrian Government wishes to support a proposal which was included by the Government of the Netherlands and the Government of the United States of America in their comments on the 1965 draft, namely that "a mission should only be a special mission if by sending State and receiving State desire to accord it the status of special mission" (see A/6709/Rev.1 and Corr.1, 45), or that a special mission should be considered as such when it is "specifically agreed by the sending State and receiving State to be a special mission within the meaning of this Convention" (*ibid.*, p. 53).

4. The adoption of such a provision would, in the opinion of the Austrian Government, solve the difficulties connected with finding an adequate definition for a special mission and would lessen the difficulties which the adoption of a convention on the basis of the present draft articles would pose for many forms of *ad hoc* diplomacy.

#### REMARKS ON SPECIFIC ARTICLES

##### Article 1

5. Since the definition of "special mission" set forth in this article covers only activities in relation to the receiving State it is not in accord with article 18, which covers activities of special missions on the territory of a third State.

##### Article 6

6. This article should clearly state if and to what extent the present draft articles shall apply to delegations to congresses and conferences convened by States.

##### Article 7

7. While the International Law Commission's comment on article 1 (a) of the present draft articles emphasizes that special missions do not include missions sent by States to establish contact with a political movement, paragraph 2 of article 7 refers to a special mission sent by a State to a State; it does not recognize. As States necessarily regard only States which they do not recognize as such as political entities or movements only, there seems to be a contradiction between articles 1 (a) and 7, as long as the sending of a special mission to a State which has not yet been recognized is held to imply recognition. Considering the ambiguity of the legal situation existing between two States when one does not recognize the other, and considering the fact that contact established between them generally do not require to be governed by a whole set of legal rules, the Austrian Government proposes the deletion of article 7, paragraph 2.

##### Article 9

8. According to this article, the special missions may comprise diplomatic staff, administrative and technical staff, and service staff. Therefore, the question arises as to which of these categories shall contain such high-level government officials, who neither belong to the mission as representatives nor are members of the diplomatic service of their sending State. Since it is obvious that they should not be classified as technical or administrative staff, it would be preferable to replace "diplomatic staff" by a more general term. In paragraph 2, it should be expressly mentioned that the paragraph refers to members of the permanent diplomatic mission of the special mission's sending State.

##### Article 10

9. Paragraph 2 of this article should be modified to correspond to article 8, paragraph 2, of the Vienna Convention on Diplomatic Relations, because there seems to be no neces-

<sup>1</sup> See *Official Records of the General Assembly, Twentieth Session, Supplement No. 9, chapter III.*

make the appointment of nationals of the receiving State to administrative, technical or service staff of a special mission subject to the consent of the receiving State, when this is not required in case of permanent diplomatic missions.

*Article 21*

10. The Austrian Government believes it would be advisable to find a more explicit term to replace "other persons of high rank" in paragraph 2.

*Article 30*

11. As the International Law Commission's commentary points out, this article applies also to rooms in hotels and other buildings open to the public. If this is so, it seems necessary that some safeguards be included to protect the tenant against damage caused, for instance by fire or other, damage which can only be avoided by entering the premises of the beneficiary.

*Articles 35 and 40*

12. The present draft articles apply to family members of representatives and diplomatic staff who accompany them to the receiving State. According to the International Law Commission's commentary on article 35, this comprises persons, who do not normally form part of their household". The Austrian Government believes that, if a member of a special mission is accompanied by someone from his family who does not normally form part of his household, this will generally not be motivated by any compelling necessity. The scope of privileges and immunities should therefore be restricted to members of the family accompanying representatives and diplomatic staff who form part of their household.

BARBADOS

*Transmitted by a note verbale of 1 July 1968 from the Permanent Representative of Barbados to the United Nations*

[Original: English]

1. The Government of Barbados has studied with interest the final draft articles on special missions and regards them as another great effort on the part of the International Law Commission towards the codification and progressive development of the principles and rules of international law.

2. Although it is in general agreement with the principles and rules embodied in the draft articles, and while it recognizes the desirability of codifying the law and practice in this aspect of diplomacy, the Government of Barbados wishes to express its concern at the excessive scope of the privileges and immunities intended to be granted to special missions and to members of their staff.

3. Having regard to the fact that special missions are by their nature temporary, the Government of Barbados is of the opinion that the privileges and immunities which certain draft articles purport to confer on special missions are too extensive and appear to go beyond what is necessary to enable such missions to perform their functions efficiently.

FINLAND

*Transmitted by a note verbale of 18 July 1968 from the Chargé d'Affaires a.i., Permanent Mission of Finland to the United Nations*

[Original: English]

The Government of Finland considers it important that the final draft articles on special missions prepared by the International Law Commission be adopted as soon as possible and that the Government of Finland is prepared to give its full support to this end. The Finnish Government reserves the right, however, to submit any proposals and amendments it may deem necessary when this question is under consideration at the twenty-third session of the General Assembly.

GREECE

*Transmitted by a letter of 25 June 1968 from the Deputy Permanent Representative of Greece to the United Nations*

[Original: French]

1. To a great extent, the draft articles prepared by the International Law Commission accord the same treatment to special missions and to diplomatic missions, even though they differ in several essential respects, particularly as regards the nature and duration of their functions. The result is to confer excessively far-reaching and extensive privileges and immunities on new categories of persons—a development which does not appear to be in keeping with current trends in this regard and, in addition, involves the establishment of strict, detailed rules, mainly procedural in nature, which do not seem necessary to the functioning of special missions and may even, in some cases, diminish their effectiveness.

2. It should be borne in mind that special missions are very often groups of experts meeting to deal with specific problems or else delegations meeting to negotiate bilateral treaties. Such groups and delegations are, as a rule, called upon to perform their functions for very brief periods. For that reason, the major part of the draft seems to be unsuited to the functional needs of these special missions and goes far beyond those needs. Indeed, the provisions of the draft would be much better adapted to special missions of a permanent character, which are, however, excluded from its field of application, or to missions intended to function for an extended period of time, which are relatively rare and, because of their special nature, usually result in the conclusion of special arrangements between the States concerned.

3. The draft articles will apply chiefly to short-term special missions, whose number is increasing daily as a result of the steady expansion of the international activities of States. Yet, as has been stated above, the draft does not appear to be adapted to the functional needs of such missions. The Greek authorities, therefore, feel that it might be advisable to simplify the present draft, formulate its provisions in a more flexible manner and, above all, limit privileges and immunities to the strict minimum required by functional needs.

4. In the light of the foregoing, the Greek authorities have the honour to make the following suggestions:

(a) First of all, they are of the opinion that it would be desirable to exclude "private staff" and possibly "members of the service staff" (article 1 (j) and (k)), and "members of the family" (article 39) from the application of the provisions of the draft. Furthermore, once the staff of the mission has been limited in this manner, it might be preferable not to divide it into categories (some of which, such as representatives of the sending State and members of the diplomatic staff, seem unnecessary and, moreover, may cause confusion), but to provide for only a single category, all members of which would be granted the same status. It should also be noted that the differences in the present draft between representatives and diplomatic staff, on the one hand, and administrative and technical staff, on the other hand, are not very great.

(b) Secondly, it would be desirable to delete certain provisions which seem unnecessary. That would apply, for example, to article 4 (Sending of the same special mission to two or more States) and article 21 (Status of the Head of State and persons of high rank).

(c) Thirdly, it would be advisable to bring together all the provisions dealing with the special mission as a distinct institution in a separate section which would be optional for those States which later acceded to the projected convention. These provisions do not seem essential to most of the special missions referred to above. This applies, *inter alia*, to the following provisions: article 17 (Seat of the special mission), article 19 (Right of special missions to use the flag and emblem of the sending State), article 24 (Exemption of the premises of the special mission from taxation), article 25 (Inviolability of the premises) and article 28 (Freedom of communication).

(d) With regard to privileges, it would be preferable not to retain in the draft the provision relating to the inviolability of the private accommodation of members of the special mission (article 30) and, in particular, to restrict personal inviolability

and immunity from jurisdiction (articles 29 and 31) to the official acts of members of the mission.

(e) Finally, it would be desirable to delete article 7, paragraph 2, and not to refer to the case of States which are not recognized.

#### IVORY COAST

*Transmitted by a note verbale of 9 July 1968 from the Permanent Mission of the Ivory Coast to the United Nations*

[Original: French]

1. The Government of the Republic of the Ivory Coast considers that articles 1 and 10 of the draft articles on special missions call for comment.

2. Article 1, entitled "Use of terms", defines not only the terms, but also the scope of the actual text. The title should read "Sphere of application" and strictly terminological questions could be dealt with in separate provisions.

3. According to the explanations given in the commentary, sub-paragraph (a) of article 1 defines the subject of the draft: special missions. It lays down the necessary minimum conditions which a mission must fulfil in order to be regarded as a special mission in the sense used in the draft.

4. This commentary suffices to show that the expression "Use of terms" is inappropriate here.

5. Apart from the purely formal aspects of article 1, the substance also requires comment. The draft submitted to us does not cover missions sent by States to establish contact with insurgent movements or parties to a civil war. Yet, it is perhaps in exceptional situations of this kind that rules of international law are most needed. For example, special missions may be sent in connexion with missions of good offices to secure peace.

6. In addition, insurgent authorities may have that status in the eyes of some States, and be regarded by other States as regular government authorities. There is an example of this at the present time. Two missions are meeting at Kampala, and both enjoy the privileges and immunities which are the subject of the draft articles.

7. The Government of the Republic of the Ivory Coast therefore feels that the scope of the text should be broadened as much as possible to include all special missions sent to the territory of a State or of an authority exercising *de facto* powers of government and any mission sent by States or by authorities exercising *de facto* powers of government.

8. Article 10 concerns the nationality of the members of the special mission. This text requires prior consent by the receiving State for the participation in the special mission of persons who are nationals of the receiving State or a third State rather than of the sending State. Since African countries often have to include in their missions technical personnel performing co-operation functions, provision should be made for this special situation.

#### JAPAN

*Transmitted by a note verbale of 9 July 1968 from the Permanent Representative of Japan to the United Nations*

[Original: English]

#### GENERAL REMARKS

1. With respect to the privileges and immunities to be enjoyed by the missions sent for the purpose of *ad hoc* diplomatic negotiations, there have existed no definite rules of customary international law or no distinct State practices, save in the case of the Head of the State, the Minister for Foreign Affairs and other similar high-ranking persons. In recent years, however, the contact between States has become signally closer in every sphere of their activity. With this development, permanent diplomatic missions find it increasingly difficult to deal effectively with all of a growing number of issues arising between the sending and receiving States, and thus diplomatic negotiations through *ad hoc* missions are gaining more and more in importance. In view of this global tendency, the Japanese Government appreciates the initiative of the United Nations in an attempt to codify a set of rules on relevant privileges and immunities into a convention on special missions.

2. If a convention on special missions is completed successfully as to meet the current needs of the international community, with due regard to a proper balance between opposing interests of the sending and receiving States, it is that convention will play a great role in the furtherance of closer international relations. In this connexion, what is most important in the study of the present draft articles is whether they might not result in the laying of disproportionate emphasis on the interests of either the receiving State or the sending State.

3. Further, one must consider that what is called "special mission" is anything but an established concept under general international law; in fact, it is the mission to which, as a particular need arises, the States concerned have accorded by a special agreement, such treatment as they deem most appropriate in the light of the mission's specific character and importance. There is no reason why different arrangements between States concerned on the treatment of certain special missions should be precluded, taking their distinctive character into account and in response to specific necessities. Thus, only the specific agreements previously reached between States concerned in connexion with special missions, but a such specific agreements to be concluded in the future should be weighed more than in the case of consular relations.

4. To be more specific, the Japanese Government, for its part, considers the following two questions worthy of thorough study:

(a) From among a wide variety of *ad hoc* missions, which ones should be considered as "special missions" to which privileges and immunities are due under the draft articles?

(b) What should be the minimum privileges and immunities that are indispensable for the performance of their tasks of diverse "special missions" having a temporary character?

5. The views of the Japanese Government concerning the two questions are set out in the following paragraphs.

#### *The scope of special missions*

6. The present draft articles lay down the definition of special missions in article 1 (a) and also provide, in article 2, that the consent of the receiving State is necessary for sending one, and hence consideration is admittedly given, though not sufficiently, to the basic matter of determining what missions should come under the present draft articles. The Japanese Government, however, cannot subscribe to the structure of the present draft articles, in that the determination rests with unilateral judgement by the sending State, based on the abstract definition as to which missions out of a multiplicity of *ad hoc* missions should be regarded as "special missions" to which privileges and immunities should be accorded under the present draft articles, and in that the receiving State has no other option than to accept or refuse them.

7. In the view of the Japanese Government, whatever elaborate and detailed definitions may be formulated, it is impossible to stipulate exhaustively all the characters of diverse "special missions" in abstract terms; it considers it advisable therefore, for certain criteria to be formulated on the basis of the definition in the first place, and then for the decision to be left to an express agreement between the States concerned as to whether they send and receive certain missions as special missions under the present draft articles. Further, the sending State should communicate to the receiving State the tasks, names and *curricula vitae* of representatives, the composition and size of the missions concerned, as well as other relevant information requested by the receiving State, and the consent of the receiving State on all these points should be made necessary in principle. Therefore, drafting changes in articles 2, 8, 9 and 11 are necessary.

#### *The scope of privileges and immunities*

8. Among privileges and immunities, inviolability and immunity from jurisdiction are problems often discussed. Inasmuch as such privileges and immunities constitute a substantial exception to the principle of equality under the law, they should be conferred upon as few persons and in as small a measure as is deemed indispensable, taking into account the tasks and importance of the special missions concerned. Thus, if privilege

similar to those accorded to permanent diplomatic missions were extended uniformly and automatically to diverse special missions, varied in their tasks and in importance, it would further enlarge the categories of persons enjoying legal privileges, the scope of which is already a source of considerable controversy in many countries. Such an extension is open to question, since it would unduly deprive the people of the receiving State of the recourse to legal remedies. To avert this situation, it seems imperative that the sending and receiving of special missions be made conditional on an express agreement between the States concerned, as indicated in paragraph 7 above, and also that the granting of inviolability and immunity from jurisdiction be restricted to such a degree as is really essential to the performance of the tasks of special missions. In the absence of such appropriate restraint, the interests of the receiving State would tend to be seriously impaired, and the receiving States would be less inclined to receive certain missions envisaged as "special missions" under the present draft articles. Consequently, even if the present draft articles were successfully codified, the practical value of the codification would be greatly reduced.

9. The present draft articles, apparently on a close analogy with the formula applying to permanent diplomatic missions, divide the persons enjoying privileges and immunities into four categories, namely, the representatives and the diplomatic staff, the administrative and technical staff, the service staff, and the private staff, and confer legal privileges on the persons belonging to the first three groups. It might be reasonable to accord inviolability and immunity from jurisdiction, to a certain degree, to the representatives and the diplomatic staff, but it is open to question whether special missions would be unable to perform their functions unless such privileges were extended to other members of special missions as well.

10. The Japanese Government, for its part, considers the following positions appropriate in respect of inviolability and immunity from jurisdiction:

(a) In addition to the special provisions in article 21 respecting the Head of the State, the Head of the Government, the Minister for Foreign Affairs and other high-ranking officials, provisions should be inserted, for example, in article 21 to the effect that some members of special missions (for example, the Vice-Minister for Foreign Affairs, or the Director-General of the Ministry of Foreign Affairs, and others who are deemed fit in view of their status) may enjoy, together with their families, on the basis of an agreement to be reached between the States concerned, privileges and immunities similar to those of diplomats in the service of permanent diplomatic missions.

(b) As regard those who are not covered under (a) above, the same level of inviolability and immunity from jurisdiction as is enjoyed by consular officers should be extended only to the representatives and the diplomatic staff. (Consular offices are exempted from jurisdiction only in respect of acts performed in the execution of their official functions, and are not liable to arrest or detention, except in the case of a grave crime. Their families do not enjoy such immunities.)

(c) Provisions should be included to the effect that, in the extension of the jurisdiction of the receiving State to the members of special missions, care should be taken lest the performance of the task of the special missions be unduly hindered.

#### REMARKS ON INDIVIDUAL ARTICLES

11. The following are the remarks of the Japanese Government on individual articles; these, however, should not be taken as exhaustive

12. In accordance with the views expressed in paragraph 6 above, the word "consent" in article 2 should be amended so as to read "express and prior consent". Likewise, in articles 8, 9 and 11, adequate textual modifications are necessary. With particular reference to articles 8 and 9, although the views expressed by the International Law Commission in paragraph (3) of its commentary on article 8 and in paragraph (6) of its commentary on article 9 are understandable, a provision similar to that contained in article 11, paragraph 1, of the Vienna Convention on Diplomatic Relations should be drafted, to the effect that "as to the size of the special mission, the

receiving State may require that the size of a special mission be kept within limits considered by it to be reasonable and normal, having regard to circumstances and conditions in the receiving State and to the needs of the particular special mission".

#### Article 7, paragraph 2

13. In order to clarify in the article the views expressed by the International Law Commission in the last part of paragraph (2) of its commentary on article 7, an additional phrase should be incorporated to the effect that this provision is without prejudice to the problem of recognition.

#### Article 18, paragraph 3

14. While it is considered to be natural that the third State is to assume the obligations of a receiving State only to the extent that it so indicates, this paragraph is not adequate in providing that the third State must also indicate the extent of the rights to be enjoyed.

15. Japan considers that the third State should, as a matter of course, enjoy all rights of a receiving State and it seems unnecessary for this even to be mentioned in the provision. However, if a provision regarding the rights is still to be included, it should be so worded as to clarify the above-mentioned point.

#### Article 19

16. It is questionable, particularly in view of practice so far, whether it is necessary to confer the right to use the flag and emblem of the sending State on all members of the special mission who are not the general and over-all representatives of the State. Even if a particular provision on this matter were still to be included, there could be found no reason to justify the generalization of the cases of exceptional special missions referred to in the last part of paragraph (2) of the International Law Commission's commentary. Therefore, in recognizing the right to use the flag and emblem, the granting of such a right should, as provided for in article 20 of the Vienna Convention on Diplomatic Relations, be limited to the mission and to the head of the mission. And it will be sufficient if the provision is worded so as to allow the States concerned discretion to make special agreements between themselves.

#### Article 21, paragraph 2

17. Due modifications should be made in accordance with the views expressed in paragraph 10 (a) above.

#### Article 25

18. Considering that the premises of the special mission might often be established in hotels and in other buildings open to the public:

(a) In paragraph 1, it is indispensable that the phrase providing for the exception regarding consent in case of emergency be retained.

(b) With regard to paragraph 2, it is not feasible that the receiving State be requested to provide the same level of protection for the premises of the special mission as is given to the premises of an embassy. Therefore, in interpreting the phrase "all appropriate steps" in this paragraph, a sufficiently broad flexibility should be recognized.

(c) As regards paragraph 3, the provision reading "properties of the special mission, so far as they are used in the operation of the special mission, are inviolable wherever they may be" might tend to impose an unduly heavy burden upon the receiving State. This paragraph should be modified, as in article 22, paragraph 3, of the Vienna Convention on Diplomatic Relations, so as to limit the inviolability to the properties which are in the premises, excepting "the means of transport".

#### Article 29

19. In accordance with the views expressed in paragraph 10 (b) above, the provision as to the inviolability of the persons of the representatives of the sending State in the special mission and of the members of its diplomatic staff should be changed so as to correspond to article 41 of the Vienna Convention on Consular Relations.

*Article 30*

20. On the one hand, this article imposes an excessive burden on the receiving State, and, on the other, the necessity of such a privilege is questionable. Accordingly, it would be advisable to delete this article.

*Article 31*

21. It does not seem indispensable for the performance of the functions of the special mission to confer all the immunities from jurisdiction provided for in this article.

22. Japan is of the opinion that this article should be modified to correspond to articles 42 and 44 of the Vienna Convention on Consular Relations.

*Articles 36 and 37*

23. The members of the special mission mentioned in articles 36 and 37 do not enjoy the inviolability and the immunities from jurisdiction under general international law, and this fact never seems to have caused in the past any hindrance to the performance of the functions of the special mission. Also, it is not possible to envisage any case in the future where the special mission might not be able to perform its functions solely because those members are not granted such important privileges at the receiving States' cost.

24. Japan, holding such a basic view on privileges, considers that the provisions concerning inviolability and immunities from jurisdiction should be deleted from both these articles.

*Article 39*

25. In conformity with the views expressed in paragraph 10 (b) above, the privileges of the members of the families should be limited to those specified in articles 32 to 35.

*Article 50, paragraph 2 (c)*

26. This provision, which is consistent with the views expressed in paragraph 3 above, seems appropriate. However, since the provision seems to have been designed to be applicable to future agreements, Japan considers that, with a view to respecting past agreements between States concerned, a separate provision similar to that of article 73, paragraph 1, of the Vienna Convention on Consular Relations should be incorporated.

## NIGERIA

*Transmitted by a note verbale of 21 May 1968 from the Permanent Mission of Nigeria to the United Nations*

*[Original: English]*

1. The Government of the Federal Republic of Nigeria commends the efforts of the International Law Commission and the efficient way in which it is tackling the task of the progressive codification of the principles of international law and particularly the great care it has taken to produce the draft articles on special missions. While expressing general agreement with the principles and rules set out in the draft articles, the Government of the Federal Republic of Nigeria wishes to make the following observation and suggestion in respect of paragraph 2 of article 7 of the draft articles.

2. That paragraph provides that "A State may send a special mission to a State, or receive one from a State which it does not recognize". The paragraph may be used as a legal cover by some States for interfering in the internal affairs of other States, especially during an insurgency or a revolution. The Government of the Federal Republic of Nigeria considers that the sending of special missions to an unrecognized Government, which may, of course, be a Government led by an insurgent leader, without obtaining the consent of the legitimate Government, will amount to interference in the domestic affairs of another State. It is, therefore, suggested that, as the provisions of the paragraph are also contrary to the definition of "special mission" in sub-paragraph (a) of article 1, paragraph 2 of article 7 should be deleted from the draft articles.

## SINGAPORE

*Transmitted by a note verbale of 20 May 1968 from the Permanent Mission of Singapore to the United Nations*

*[Original: English]*

1. The final draft articles on special missions prepared by the International Law Commission are a very useful set of rules for unifying the practices of States on an aspect of international relations which has grown in importance in recent times. Indeed, the carrying on of intercourse between States through meetings of specialists in all fields and at all levels has become a customary feature of international life.

2. The draft articles set out in detail rules relating to the appointment, rights, privileges and immunities of special missions. Essentially, they are based on the Vienna Convention on Diplomatic and Consular Relations. The question now is whether the privileges and immunities as provided therein are or are not too wide. Under current international practice, the position of special missions would seem to be rather uncertain and the privileges and immunities which they are entitled to enjoy are equally so. The draft articles appear to be more in the nature of "developing" the law rather than merely codifying customary international law. As the draft articles now stand, they would apply to a great many different kinds of special missions: political, military, police, transport, economic, humanitarian and others. Consequently, a great many persons would be immune from jurisdiction and would enjoy exemption from Customs duties, etc. However, in view of article 2 and article 50, paragraph 2 (c), the position would not seem to be entirely arbitrary. By those two articles, special missions may only be sent with the consent of the receiving States and States may agree among themselves to reduce reciprocally the extent of facilities, privileges and immunities for their special missions. As such, a Government may still curtail down the privileges of any particular foreign special mission if it so wishes.

3. There is no provision in the draft articles concerning the relationship between the draft articles and other international agreements. It would seem desirable to include a new article in the draft similar to article 73 of the Vienna Convention on Consular Relations, as follows:

"1. The provisions of the present articles shall not affect other international agreements in force as between States parties to them.

"2. Nothing in the present articles shall preclude States from concluding international agreements confirming or supplementing or extending or amplifying the provisions thereof.

## COMMENTS ON INDIVIDUAL ARTICLES

*Article 7*

4. In its commentary on this article, the International Law Commission states that it "did not decide the question whether the sending or reception of a special mission prejudices the solution of the problem of recognition, as that problem lies outside the scope of the topic of special missions". In our view, in order not to allow this article to prejudice the question of recognition, it is necessary to introduce a new paragraph to put the point beyond any doubt. We would accordingly recommend the addition of the following new paragraph to the article:

"3. The sending or receiving of a special mission, as contemplated in paragraph 2 of the present article, shall not be construed as constituting an act of recognition either by the receiving State of the sending State or by the sending State of the receiving State."

*Article 16*

5. It does not seem desirable that this article should prescribe two rules of precedence, one of which is only for formal or ceremonial occasions. We do not see any reason why the same rule should not apply for all occasions. We are inclined to think that the question of precedence should best be governed by the protocol in force in the receiving State or the third State. Accordingly, we would recommend the deletion of paragraphs 1 and 2 of this article and the substitution therefor of the following new paragraph:

"Where two or more special missions meet on the territory of the receiving State or of a third State, precedence among the missions shall be determined, in the absence of a special agreement, according to the protocol in force in the receiving State or the third State."

*Article 28*

6. For the purpose of clarity, we would recommend that the words "in the receiving State" be added after "wherever situated" in the second sentence of paragraph 1 of this article.

SWEDEN

*Transmitted by a letter of 26 June 1968 from the Head of the Legal Department of the Ministry for Foreign Affairs*

*[Original: English]*

1. I have the honour to submit herewith some comments and observations of the Swedish Government on the final draft articles on special missions prepared by the International Law Commission and published in the Commission's report on the work of its nineteenth session (A/6709/Rev.1 and Corr.1). In this connexion, I should also like to refer to the general remarks on the previous draft adopted by the Commission,<sup>2</sup> which are contained in my letter of 2 May 1966 (*ibid.*, annex I, section 18).

A. SCOPE OF THE DRAFT ARTICLES

2. The term "special mission" is not a technical term in international law with a generally recognized meaning. Therefore, if a convention codifying international law on this subject is to be adopted, it is essential to make it clear under what conditions a mission is to be regarded as a special mission for the purposes of the convention.

3. According to the definition given in article 1 (a) of the draft, the scope of the convention would be limited to missions "of a representative character". In the opinion of the Swedish Government, this definition is not sufficiently precise. It would be better to make the convention applicable only to a clearly defined category of mission, for example, missions headed by an official holding the rank of Cabinet Minister or its equivalent, and to any mission which the sending State and the receiving State have specifically agreed to regard as a special mission within the meaning of the convention.

4. In this connexion, the question arises whether it is possible to distinguish between representatives sent from one State to another for negotiations only with that State, and representatives from several States taking part jointly in a conference convened by another State. It is difficult to see why the former representatives should be accorded a status different from that of the latter. It would seem that the level of privileges and immunities required in order to enable a State's representative to fulfil his task does not depend on whether he is engaged in negotiations with the receiving State only or with several States, including the receiving State, taking part in an international conference.

5. Therefore, in the opinion of the Swedish Government, the status of representatives on special missions is a question which should not be separated from that of representatives to international conferences convened by States. In principle, the status of both types of representatives should be the same, and a convention dealing with the status of the former should also apply to the latter.

6. The International Law Commission, as appears from paragraph 17 of its report, has regarded the privileges and immunities of delegates to international conferences as falling outside the scope of the draft convention. Nevertheless, article 6 of the draft would make the convention applicable in cases where two or more States send special missions to another State to deal with a question of common interest. From the Commission's short commentary on this article, it is obvious that the article has not been included in the draft in order to extend the scope of the proposed convention to delegates to international conferences in general. The Commission seems to have intended article 6 to apply only in special cases. These cases, however, have not been clearly specified.

<sup>2</sup> *Ibid.*

B. EXTENT OF PRIVILEGES AND IMMUNITIES

7. The draft articles would extend to special missions largely the same privileges and immunities as are enjoyed by permanent diplomatic missions. Some of these privileges and immunities appear to be unnecessary or impracticable in the case of special missions, considering the temporary character of such missions and the variety of purposes for which they are sent.

8. It is questionable, for instance, whether article 19 concerning the right of a special mission to use the flag and emblem of the sending State on its premises and means of transport should be retained. Article 23 concerning the accommodation of a special mission and its members could well be deleted. If that article is retained, the words "when necessary" could perhaps be added, so as to make it clear that the receiving State is not under an obligation to assist a special mission in procuring accommodation unless there is a real need for such assistance. Article 24, which provides for the exemption from taxation of the premises of a special mission, appears not only unnecessary, but also extremely difficult to apply, in view of the usually short duration of such missions. Paragraph 3 of article 25 would exempt any property used in the operation of a special mission from attachment and execution. This provision goes too far. Article 28, which would give any special mission the right to use its own couriers and to send and receive messages in code or cipher, should also be amended. Ordinarily, such communications between a special mission and its Government should be channelled through the permanent diplomatic mission of the sending State.

9. Articles 29 to 46 concerning the privileges and immunities of members of special missions follow closely the provisions of the Vienna Convention on Diplomatic Relations. In some respects, these articles seem to go too far in according to members of a special mission the same facilities as are enjoyed by the corresponding categories of embassy personnel. For instance, it is questionable whether inviolability is necessary in respect of the private accommodation of members of a special mission's administrative and technical staff. The fact that the members of a special mission will ordinarily be accommodated in a hotel seems to call for somewhat more restrictive provisions regarding the inviolability of their private accommodation than in the case of embassy personnel.

10. It does not seem necessary to place members of a special mission on the same footing as members of a permanent diplomatic mission in regard to exemption from dues and taxes (article 33) and customs duties and inspection (article 35). Exemption from taxes could be limited to direct taxes, and exemption from customs duties to duties on personal baggage.

11. Article 42 of the draft would make it a legal obligation for the sending State to waive the immunity of members of a special mission in respect of civil claims when it can be done without impeding the performance of the functions of the special mission. While the duty of the sending State to do so is acceptable in principle, it should remain for the sending State alone to decide in each particular case whether the circumstances are such that immunity should be waived. It is suggested that the article be drafted in such a way as to make this clear, for instance by using the words "in any case where in the opinion of the sending State this can be done without impeding...".

12. In the opinion of the Swedish Government, article 50 concerning non-discrimination is unnecessary and should be deleted.

C. OTHER QUESTIONS

13. In view of the many different kinds of missions to which the draft convention may become applicable, it seems desirable to avoid laying down rigid rules of procedure.

14. Paragraphs 2 and 3 of article 10, concerning the employment of nationals of the receiving State or of a third State, should be deleted.

15. Article 16 concerning precedence could also be deleted. Questions of precedence should be left to the protocol in force in the receiving State.



16. Article 17, which deals with the "seat" of the special mission, could likewise be dispensed with.

17. Article 18 concerning the activities of special missions on the territory of a third State does not offer a satisfactory solution to the question of the obligations of the third State when it has given its consent to such activities. This article does not seem very useful, and it is suggested that it be deleted.

UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND

*Transmitted by a note verbale of 28 June 1968 from the  
Principal Secretary of State for Foreign Affairs*

[Original: English]

1. The United Kingdom Government has studied with great interest the revised draft articles on special missions and wishes to express its appreciation of the work accomplished by the International Law Commission on this topic. In the view of the United Kingdom Government, there are, however, a number of matters which require further consideration and they wish to offer the following observations.

#### GENERAL COMMENTS

2. The level of privileges and immunities is too high when applied so widely as it is in the present draft articles. In the view of the United Kingdom Government and of many other Governments which commented on the 1965 articles, they are not sufficiently related to functional need and are not confined to those necessary to enable missions to discharge their duties effectively.

3. The United Kingdom Government does not agree with the view that there is a clear legal basis for the granting of privileges and immunities to special missions, other than those immunities which are determined by considerations of sovereign immunity. It takes the view that, except to the extent that considerations of sovereign immunity apply, there is no clear rule of customary international law requiring privileges and immunities to be granted to special missions. Whether they have been granted appears to have depended on the law and practice of each State and on the extent to which it wished to provide privileges and immunities as well as courtesies to a particular mission. Any general convention on special missions will therefore not be a codification, but a progressive development of international law and, if it is to be generally acceptable, the privileges and immunities accorded under it must not be more than necessary.

4. In the view of the United Kingdom Government, what is appropriate for a particular mission depends on the status of its members and the tasks which the mission is to perform. What is appropriate in the case of a visit by a Head of State or Government or by a Foreign or other Minister is not necessarily appropriate in the case of all other special missions falling within the definition in article 1 (a) of the draft articles. However, because it would be inconvenient to conclude on every visit by a special mission an *ad hoc* agreement relating to privileges and immunities, the United Kingdom Government suggests that the articles should set out two scales, indicating when it would normally be appropriate for each to be applied. States would, however, be entitled on any occasion to determine by agreement which scale should apply to a particular mission. The scale would be altered by further agreement if a change in the character or leadership of the mission occurred, as, for instance, where a Minister leading a special mission returned home, leaving junior officials to complete the negotiations.

5. The United Kingdom Government notes from paragraph (3) (ii) of the Commission's commentary on article 1 that it is not the intention that the articles should cover ordinary official missions or visits. They agree with this view. Such official visitors would in any case be entitled by international law rules of sovereign immunity to inviolability of official archives and immunity for official acts. The United Kingdom authorities would also expect to extend to them certain courtesies, such as exemption from immigration restrictions, from aliens' registration formalities and from personal services. But the articles (particularly article 2) as at present drafted seem to have the effect of permitting any group of government of-

ficials on the territory of another State, without protest on its part, to claim to be entitled to the extended privileges and immunities of a special mission. In the United Kingdom, there is strict legislative control of any grant of privileges and immunities and much administrative co-ordination is necessary before privileges and immunities can be accorded by various authorities. The view of the United Kingdom is that, while routine visits by officials would require, as at present, the minimum of formalities and no agreement regarding privileges and immunities, special missions should require the express agreement of the receiving State or the transit State in each particular case.

6. It is proposed that the two scales of privileges and immunities referred to in paragraph 4 above should be on the following lines: (a) the higher scale would correspond to the present articles, but its application would, in general, be restricted to high-level missions led by a Head of State, a Head of Government or a Minister, and to such other special missions as were agreed by the sending and receiving States to require higher privileges and immunities in order to perform their functions effectively; (b) other missions, whose political and representative character justified their designation as special missions for this purpose by agreement between the receiving and sending States, should receive a more restricted scale of privileges and immunities related to functional needs and it is suggested that a scale based broadly on that accorded to representatives of members of specialized agencies under the Convention on Privileges and Immunities of the Specialized Agencies would be appropriate. In addition, States should also be permitted to lay down by *ad hoc* agreement a special régime for a particular mission. The United Kingdom Government believes that such provisions would correspond much more closely with the wishes of Governments in general and would be more easily justifiable to public opinion.

7. It would also be convenient to include a provision for States to apply either level, as appropriate, to conferences or their territory outside the framework of an international organization. The United Kingdom Government considers that it would be more appropriate to cover this subject in the context of the present articles rather than in the context of the draft articles on representatives of States to international organizations (see A/7209/Rev.1, chapter II).

#### COMMENTS ON PARTICULAR ARTICLES

##### PART I

##### Article 1

8. A reference should be added in sub-paragraph (c) to the Vienna Convention on Consular Relations.

9. The United Kingdom Government finds that the expression "members of the diplomatic staff" in sub-paragraph (h) causes confusion when used in this context. They would prefer that "members of the staff of diplomatic rank be substituted and that this be defined as meaning "the members of the staff of the special mission who have a rank equivalent to that of a diplomatic agent".

##### Article 2

10. The United Kingdom Government would prefer a reference in this article to "express consent".

##### Article 7

11. While the United Kingdom Government recognizes that the statement in paragraph 2 of this article is intended to provide for a situation which does occur in practice, in that most forms of dealings may take place between a State and an authority which it does not recognize as a State, they believe that it is neither desirable nor appropriate to provide for it in these articles, which are concerned with relations between States, and the phrase "a State which it does not recognize" is inapt and tendentious. They consider, therefore, that this paragraph should be omitted.

##### Article 14

12. The United Kingdom Government would prefer that this text should be replaced by article 7 of the 1965 draft articles

1 which it is based. In their view, the receiving State is entitled to assume that any member of a special mission has authority to perform acts which he purports to perform. Methods of communication are much better left to ordinary courtesy, good sense and *ad hoc* arrangements than formalized a way which might needlessly impede the work of the mission.

#### ART II

13. The comments on the remaining articles are based on the assumption that the scale set out in them should be the higher scale referred to in paragraph 6 above and that it should be accorded to missions headed by Heads of State, Heads of Government, Ministers and such other persons as are agreed between sending and receiving States.

#### Article 21

14. The United Kingdom Government would prefer the placement of the second paragraph of this article by a reference to "additional facilities and courtesies", since, in its view, the privileges and immunities set out in the present draft articles are all that require to be accorded by international law to a high-level special mission.

#### Article 28

15. The United Kingdom Government would prefer the addition to this article of an obligation on the part of the sending State to use, wherever possible, the communications facilities of the diplomatic mission in cases where the public correspondence facilities are not appropriate.

#### Article 35

16. The United Kingdom Government suggests that the words in paragraph 1 (b) of this article "or of the members of their family who accompany them" should be deleted, since article 9 gives a separate customs franchise to the members of families in appropriate cases (excluding nationals and permanent residents). In the view of the United Kingdom Government, the provisions of article 39 are sufficient.

#### Article 40

17. In line 6 of this article "that" refers incorrectly to the preceding "sending State". The United Kingdom Government proposes the substitution of "receiving State" for "that State". It also suggests that the word "only" should be placed before "immunity from jurisdiction", so as to make it clear that no other privileges or immunities are to be accorded to nationals or permanent residents of the receiving State.

#### Article 43

18. The United Kingdom Government considers that the obligations in this article should be made subject to the express consent of the transit State.

#### Article 45

19. The United Kingdom Government would prefer that the application of paragraph 2 of this article be confined to property of members of those missions where the possibility of commercial activity or profit-making is entirely excluded. It does not appear to the United Kingdom Government that article 45, as at present drafted, is sufficient to ensure that result.

#### RESTRICTED SCALE OF PRIVILEGES AND IMMUNITIES

20. The United Kingdom proposes the following scale of immunities and privileges as appropriate for special missions in the lower of the two categories previously described (see paras. 4-7 above). This scale is based on that accorded to representatives under the Convention on Privileges and Immunities of the Specialized Agencies.

#### General

21. The provisions in articles 22 and 23 regarding facilities and accommodation are appropriate in the case of missions in this category.

#### Premises

22. As the majority of special missions in the lower category will be accommodated either in premises of the diplomatic mission or in hotel rooms, special provisions for the exemption of such premises from taxation or for their inviolability are impractical and unnecessary. There should, however, be general inviolability of archives.

#### Movement and communication

23. The provisions of article 27 are appropriate. The provisions of article 28 are appropriate, subject to the qualification already suggested in regard to missions in the higher category regarding the use of diplomatic or public facilities where possible.

#### Immunity

24. Personal immunity from jurisdiction of members of the mission in regard to both civil and criminal matters should be restricted to official acts. Inviolability should extend only to their official papers and documents and not to their private accommodation or property.

#### Social security

25. The provisions of article 32 are appropriate.

#### Taxation

26. Exemption from taxation should be confined to discounting for tax purposes periods of residence on mission business of members of the mission who hold a rank equivalent to that of a diplomatic agent.

#### Exemption from services

27. Article 34 should apply. There should also be exemption from immigration restrictions and from aliens' registration formalities.

#### Customs duties

28. Members of the special mission should be exempt from customs duty on articles contained in personal baggage. In view of the temporary nature of the mission, articles intended for establishment should not be included. There should be exemption in regard to cars temporarily imported for the use of the mission.

#### Currency and exchange facilities

29. These facilities require to be accorded to special missions in this category.

#### Administrative and technical staff

30. Administrative and technical staff of missions in the lower category should be entitled to all the privileges and immunities enjoyed by staff members whose rank is equivalent to that of a diplomatic agent.

#### Service staff

31. The provisions of article 37 are appropriate, except that exemption from taxation on emoluments should be replaced by an obligation on the part of the receiving State to discount for tax purposes periods of residence in that State on mission business.

#### Nationals and permanent residents

32. The provisions of article 40 are appropriate.

#### Third States

33. The obligations set out in article 43 should, as in the case of high-level special missions, be made subject to the express consent of the transit State.

#### Property in the event of death

34. Article 45 should apply.

#### Spouses

35. Spouses of members of special missions in the lower category should have exemption from immigration restrictions, aliens' registration formalities and national service obligations.



**DOCUMENT A/7156/ADD.1**

[Original text: English and French]  
[6 September 1968]

## CONTENTS

	Page
COMMENTS AND OBSERVATIONS ON THE FINAL DRAFT ARTICLES ON SPECIAL MISSIONS PREPARED BY THE INTERNATIONAL LAW COMMISSION	
Canada . . . . .	10
Denmark . . . . .	10
France . . . . .	11
Madagascar . . . . .	13

## CANADA

*Transmitted by a letter of 19 August 1968 from the Permanent Representative of Canada to the United Nations*

[Original: English]

1. The comments set for below are intended to complement and to be considered in conjunction with the earlier comments submitted by Canada in a letter of 6 March 1967 from the Permanent Representative of Canada to the United Nations (see A/6709/Rev.1 and Corr.1, annex I).

2. The International Law Commission's 1967 draft articles on special missions (*ibid.*, chapter II) are generally agreeable to Canada, which was also in general agreement with the 1965 draft.<sup>3</sup> However, Canada continues to be of the opinion, expressed in its general remarks on the 1965 draft articles, that certain of the articles are too liberal and go too far in assimilating the status of special missions to that of permanent missions. It is not the intention of the Canadian delegation at this point to repeat the remarks expressed in 1967, since they are readily available in the report of the Commission on its 19th session, but the Canadian Government would like the general remarks it made in 1967 to be still considered in the discussion, as well as its observations on the provisions which, in the 1967 draft, became articles 12 (article 4 of the 1965 draft); 15 (article 41 of the 1965 draft); 22 (article 17 of the 1965 draft); 29 (article 24 of the 1965 draft); 30 (article 25 of the 1965 draft); 31 (article 26 of the 1965 draft); 35 (article 31 of the 1965 draft); and 49 (article 42 of the 1965 draft).

## NEW OBSERVATIONS ON PARTICULAR ARTICLES OF THE 1967 DRAFT

*Article 1*

3. This article should include a definition of the "functions" of a special mission. This word is frequently used in the draft articles and its definition would help greatly to give more reality to the concept of special missions. The functions of a special mission are in fact very similar to those of a diplomatic or consular mission, except for their limitation in time and scope. Consequently, the functions of representation, negotiation, information and co-operation already mentioned in the Vienna Conventions on Diplomatic and Consular Relations could be considered in the elaboration of a definition.

*Article 7*

4. It would be useful to add a third paragraph to the article, somewhat along the following lines:

(3) The sending or receiving of a special mission, in the conditions of paragraph 2 of article 7, does not constitute an act of recognition of the receiving or sending State.

*Article 16*

5. The reference in paragraph 1 of this article to "alphabetical order" is not suitable for countries where there is more than one official language, such as Canada, or where there is no alphabet. It would therefore appear preferable for the rule in paragraph 2, that questions of precedence be governed by the protocol of the receiving State, to be made a rule of general application.

<sup>3</sup> *Ibid.*

*Article 24*

6. This article appears unduly to extend the exemption accorded to special missions. Moreover, its application would present serious practical difficulties where special missions occupy a building (e.g., a hotel) only partially or for a short duration.

*Article 25*

7. The first sentence of paragraph 1 of this article is much too general and requires some conjecture on the part of the receiving State. The sentence could be improved by adding "provided that a suitable identification of such premises, other than those established in a permanent mission, has been given to the receiving State."

*Article 33*

8. It is suggested that the words "from other than official functions and" be inserted after the words "dues and tax on private income" in sub-paragraph (d).

## DENMARK

*Transmitted by a letter of 24 July 1968 from the Acting Permanent Representative of Denmark to the United Nations*

[Original: English]

## GENERAL OBSERVATIONS

1. The draft articles on special missions are based in large part on the Vienna Convention on Diplomatic Relations and propose the granting to members of special missions, their staffs and members of their families of a very wide measure of facilities, privileges and immunities which are accorded to persons covered by the Vienna Convention. In this respect, the draft articles appear to some extent to disregard the fact that as regards their functions and otherwise, special missions are substantially different from permanent diplomatic missions.

2. Uniform treatment is necessary and well established in customary international law as far as the official functions of special and permanent missions are concerned. Any additional facilities, privileges and immunities require special ground notably as regards activities outside official functions. The wide measure of extraterritoriality accorded in respect of activities outside their official functions to members of permanent diplomatic missions, their staffs and members of their families is reasonable, in view of the fact that they normally stay in the receiving State for long periods, which render it necessary for them to make legal and other private transactions in that State so that in practice they are governed to a large extent by the judicial system of the country in which they live. Members of special missions, on the other hand, change the place of their daily lives only for short periods and seldom take the members of their families with them.

3. Against this background, the Danish Government is of the opinion that it will be less than reasonable to base the draft convention on the assumption that the Vienna Convention should serve as a model for provisions governing the status of members, etc., of special missions. Furthermore, circumstance can vary so much in practice that it may be difficult, or even impossible, to implement such rules in respect of special missions.

4. The Danish Government finds it desirable, therefore that detailed consideration should be given to the question whether it will be necessary and reasonable in the various fields to accord facilities, privileges and immunities to members, etc., of special missions on the lines laid down in the Vienna Convention. Such facilities, privileges and immunities should not go beyond what is strictly necessary to enable special missions to carry out the special tasks assigned to them. It is felt, incidentally, that formal requirements of various kind should not be introduced if they could prevent or impair present tendencies towards informal but speedy and effective contact between States.

## OBSERVATIONS ON INDIVIDUAL ARTICLES

*Article 1*

5. The definition of the "special mission" given in article 1 (a) would appear to cover any delegation which may be said to represent the sending State, including delegations of a purely technical nature sent by technical government agencies, scientific institutes, etc., however low the head and the members of such delegations may rank in the civil service hierarchy of the sending State. In the view of the Danish Government, the coverage of the draft convention should be limited so as to include purely technical delegations.

*Article 2*

5. The words "or to deal on specified questions" should preferably be added after "task", in view of the definition given in article 1 (a).

*Article 11*

7. The very detailed rules proposed in this article may be reasonable in view of the wide range of facilities, privileges and immunities which is foreseen for special missions. If this range is narrowed down in the course of the continued work on the draft articles, consideration should also be given to the question of making the provisions of article 11 less detailed.

*Articles 29 to 39*

8. Reference is made to the foregoing general observations with respect to the justifiability of according to special missions a wide range of facilities, privileges and immunities proposed in the draft articles.

*Article 31*

9. The proposed wide range of immunity from the civil and administrative jurisdiction as well as from the criminal jurisdiction of the receiving State would appear to be reasonable only in respect of members of a Government who are members of a special mission and in respect of delegations headed by a member of a Government or other persons holding similar rank. The provisions of article 31 will therefore be acceptable to the Danish Government if the coverage of the draft convention is limited to exclude purely technical delegations. Failing this, provision should be added to the effect that purely technical special missions should be accorded immunity from criminal as well as civil and administrative jurisdiction only in respect of their official functions.

10. With particular reference to the exception to immunity from civil and administrative jurisdiction provided for in article 31, paragraph 2(d), in action for "damages arising out of an accident caused by a vehicle used outside the official functions of the person in question", it is felt that this limitation of immunity from civil and administrative jurisdiction should apply whether the vehicle be used outside or in the course of a person's official functions.

*Article 35*

11. The Danish Government cannot accept the provision of article 35, paragraph 1(b) allowing exemption from customs duties and taxes for articles for the personal use of representatives of the sending State in the special mission or the members of their families. Special missions are presumed to function only temporarily in the receiving State, and the needs of the persons concerned with respect to exemption from customs duties and taxes will therefore normally have been covered through the normal rules on the exemption of travellers from customs duties. However, it is not considered practical to establish a special administrative procedure for the exemption of such persons from customs duties and taxes.

*Article 36*

12. The Danish Government cannot accept the provision exempting the administrative and technical staff of special missions from customs duties and taxes in respect of articles transported at the time of their first entry into the receiving State. The normal rules on the exemption of travellers from customs duties should be applied also to such staff.

*Article 39*

13. This rule should at least be confined to cases where the members of families concerned have received official invitations from the receiving State to take part in the special mission. The Danish Government cannot accept the exemption from customs duties and taxes in respect of articles imported for the personal use of members of the families of the administrative and technical staff of special missions (see the observations made in respect of article 35).

*Article 43*

14. The provisions of paragraph 1 appear to go unnecessarily far, especially in that they also cover family members travelling separately. Seeing, however, that the third State is to be bound to comply with these obligations only if it has been informed in advance of the transit of those persons as members of the special mission, the Danish Government will accept the provision. If paragraph 4 should be deleted in the course of the further work on the draft articles, the Danish Government would find it desirable to limit the categories of persons covered by this article.

## CONCLUDING OBSERVATIONS

15. In the discussions to be held in the Sixth Committee at the twenty-third session of the General Assembly, the Danish Government may wish to submit additional views and observations, both with regard to the draft articles generally and to individual provisions in it.

## FRANCE

*Transmitted by a letter of 26 August 1968 from the Permanent Representative of France to the United Nations*

[Original: French]

1. The Government of the French Republic has studied very carefully the draft articles on special missions prepared by the International Law Commission. It wishes to pay a tribute to the Commission for the work done in that connexion, and to state that it favours in principle the definition and codification of the law applicable to special missions. *Ad hoc* diplomacy has acquired such importance in international relations that it seems desirable for it to be regulated by a set of legal rules that are as precise as possible. By helping to rectify the obvious omissions in a field characterized by great uncertainty, the work undertaken will contribute to the progressive development of international law.

2. As the Government of the French Republic has already pointed out in the Sixth Committee, the objective to be attained in the sector under consideration is clear and limited. Special missions should be enabled to carry out their task with the maximum efficiency by obtaining from the host State the facilities required for that purpose.<sup>4</sup> However, the difficulties involved cannot be ignored.

3. In that connexion, the French Government does not believe that a transposition of diplomatic law, as expressed in the 1961 Vienna Convention on Diplomatic Relations, will provide a satisfactory solution. The main elements on which diplomatic privileges and immunities are based do not exist in the case of special missions.

4. Diplomatic missions are characterized by their stability and the responsibility of the head of the mission accredited to the head of the host State for the conduct of his staff. The nature and geographical location of their activities are clearly defined. Special missions, on the other hand, are constituted on an *ad hoc* basis; they are unstable and the location of their activities is often uncertain. In the case of special missions, it is difficult to define the notion of "official activity" precisely. Furthermore, the increasing number of such missions could pose serious practical problems for the services responsible for administering the privileges and immunities granted to them.

<sup>4</sup> See *Official Records of the General Assembly, Twenty-second Session, Sixth Committee, 965th meeting, para. 17.*

5. The Commission has endeavoured to take these difficulties into account in the draft articles, but the Government of the French Republic does not consider the proposed solutions satisfactory in every respect, in so far as they constitute an unduly strict transposition of the rules applicable to diplomatic missions. In its view, three aims should be borne in mind in establishing the principles relating to special missions:

(a) The aim of giving such missions the status necessary for the effective performance of their task, on the understanding that the criterion of functional need is essential for the determination of privileges and immunities;

(b) The aim of taking account of the specific character of special missions in determining that status;

(c) The aim of making it easier for national administrations to administer the privileges and immunities granted to such missions.

6. In the light of these considerations, the Government of the French Republic wishes to make the following preliminary comments on certain draft articles.

*Article 1, sub-paragraph (a), and articles 2, 8 and 11*

7. The definition of a special mission given in article 1 of the draft is very broad and can in fact cover all temporary missions sent by one State to another to perform a particular task, irrespective of whether that task is essentially diplomatic or purely technical in character.

8. In view of the diversity of such missions, it might seem desirable to classify them in several categories, each having a specific status. In any case, it would be helpful to limit the definition of a special mission by trying to define the nature of the tasks to be entrusted to the latter.

9. Furthermore, the receiving State, which is called upon to grant the special mission privileges and immunities in its territory, should be able to ascertain whether the mission is really representative in character. The evaluation of the mission's character should not be a matter for the sending State alone; the receiving State should also be in a position to verify it. If, after examining the information provided by the sending State, the receiving State contested the representative character of the mission, it would automatically follow that the latter would be refused admission, but at least its members would not be granted the proposed privileges and immunities.

10. The receiving State's consent to admit a special mission, which is provided for in article 2, should therefore be explicit and formal, following the submission through the diplomatic channel of a request specifying the purpose of the mission, which should be necessarily and directly linked to governmental activities.

11. In addition, at the practical level, the Government of the French Republic considers that the information given to the receiving State on the size and composition of the mission should be as complete as possible; in addition to listing the members of the mission, it should state their civil status and their rank both within and outside the mission. Furthermore, prior notice of the arrival and departure of members of the mission should be given in all cases, including cases of temporary departure.

12. It would be useful if article 1, sub-paragraph (a) and articles 2, 8 and 11 were amplified along these lines.

*Article 12*

13. This provision seems to place persons who can claim "diplomatic" status in a different category from the other representatives of the sending State in the special mission. Such a distinction does not seem justified, in so far as, by definition, the persons concerned are not accredited in the receiving State.

*Article 13*

14. This article, which relates to the commencement of the functions of a special mission, should be made more explicit. In particular, provision should be made for an interval between notification and the commencement of the mission's functions.

*Articles 16 and 19*

15. The Government of the French Republic has serious misgivings regarding the need for rules concerning precedent among special missions, in view of the diversity of such missions and their temporary and specific character. If such rules should prove to be necessary, it would reserve its right to make proposals on that point (article 16).

16. Similarly, it considers that the use of the emblem of the sending State, particularly on the means of transport used for special missions, should be limited as much as possible (article 19).

*Articles 17, 24 and 25*

17. As the French representative pointed out in 1967 during the debate in the Sixth Committee, it is very difficult to attribute—as is done in article 17 of the draft—the status "seat", a concept which postulates permanence, to the place where the special mission's principal activity is situated,<sup>5</sup> possibly quite episodically. The possible plurality of seats, provided for in article 17, paragraph 3, may be criticized with even greater justification. In any case, it seems impossible to deduce from this concept the juridical effects provided for in the draft particularly in articles 24 and 25.

18. Cases in which the nature or duration of the special mission would justify the exemptions from taxation provided for in article 24 will be very rare, and this provision may lead to abuse in so far as it would allow the sending State to request privileges which did not correspond to the mission's needs such as exemption from transfer taxes on the acquisition of premises for use by a short-term mission. Furthermore, the article would be difficult to implement in practice.

19. Similarly, it seems inadmissible that the inviolability of the premises should be as broad as provided for in article 2. It should in any case be limited to one building or, if real necessary, to a number of clearly defined premises. Article 2, paragraph 3, seems excessive in view of the essentially temporary character of the mission.

*Article 26*

20. The archives and documents of the special mission must be identifiable if their inviolability is to be recognized.

*Article 27*

21. The freedom of movement provided for in this article should be ensured without prejudice to the requirements of national security and any serious considerations relating to public policy.

*Article 28*

22. It seems that special missions should not be allowed to use means of telecommunication and the diplomatic bag, provided for in this article, unless the sending State has a diplomatic representation in the receiving State. In any case it would seem desirable to base paragraph 3 of this article on article 35 of the Vienna Convention on Consular Relations rather than on article 27 of the Vienna Convention on Diplomatic Relations.

*Article 29*

23. The Government of the French Republic feels it would be going too far to provide for the granting to members of special missions representing the sending State of total personal inviolability similar to that granted to diplomatic agents. The special situation of special missions would justify only a more limited protection; the persons concerned could be deprived of their freedom by order of the judicial authorities when they have committed offences of a certain degree of gravity or application of a definitive sentence—possibly also in cases involving serious offences or *flagrante delicto*.

*Article 30*

24. It is difficult to agree that the private accommodation of the members of the mission should be covered by the inviolability.

<sup>5</sup> *Ibid.*, para. 18.

bility provided for in this article. Owing to the temporary character of special missions, their members are usually accommodated in hotel rooms or private buildings and it would seem neither essential nor reasonable to require that such accommodation should be inviolable.

Article 31

25. The immunity from jurisdiction of the members of the special mission representing the sending State, which according to article 31 would have the same scope as that granted to diplomatic agents, should, by reason of the essentially temporary character of special missions, be limited—in civil and administrative as well as criminal matters—to acts relating to the performance of official functions.

Articles 33, 37 and 38

26. The French Government considers that the fiscal immunities to be granted to the members of the mission according to the draft are not justified. It would suffice for the persons concerned to be exempt from taxes on their salaries and emoluments in the receiving State, a principle which could be embodied in a single provision.

Article 35

27. Article 35, concerning customs privileges, also reproduces the provisions of the Vienna Convention on Diplomatic Relations. Here again, the temporary character of special missions necessitates the adoption of different, more restrictive solutions, since the needs of such missions and their members in this sphere are clearly not as extensive as those of embassies and diplomatic agents called upon to reside in the accrediting State.

Article 36

28. The Government of the French Republic considers it debatable whether privileges and immunities should be granted to members of the administrative and technical staff of special missions. In any case, such privileges and immunities should not be as extensive as provided in the draft. In particular, it is inadmissible that immunity from jurisdiction should apply to acts other than those performed in the course of the staff member's duties.

Article 37

29. No immunity from jurisdiction seems justified in the case of members of the service staff.

Article 39

30. This article grants very extensive immunities and privileges to members of the families of persons belonging to the mission, without stipulating that their relationship to those persons should be the same as that required under the Vienna Convention on Diplomatic Relations. With regard to the status of the families of its members, a special mission, whose duration is necessarily limited, cannot reasonably be considered as a permanent diplomatic representation, whose chief and members remain in the territory of the accrediting State for a long time, and normally reside there with their families. Consequently, the Government of the French Republic considers that the article under consideration is superfluous. At most, the members of the families of the staff of special missions should be received with the usual courtesies.

Article 40

31. This article, paragraph 1 of which contains a drafting error which appears in the Vienna Convention on Diplomatic Relations and was corrected in the 1963 Convention on Consular Relations, should be reviewed in the light of the comments made on article 29 and 31.

Article 43

32. This article, which relates to the privileges and immunities of members of special missions in transit through the territory of a third State, should be reviewed in the light of the status to be granted to the persons concerned in the re-

ceiving State. Furthermore, transit through the territory of a third State should take place via the most reasonably direct route.

Article 44

33. The privileges and immunities should be granted from the moment of entry into the territory of the receiving State, provided that the beneficiaries arrive during the period agreed upon by the sending and receiving States for the duration of the mission. If the proposed rule is accepted, special problems could arise in the case of permanent residents. In addition, the notion of a "reasonable period" referred to in the article in connexion with the subsistence of privileges and immunities may give rise to difficulties of interpretation. Provision could perhaps be made for a maximum time-limit, which would apply in all cases save that of armed conflict.

Article 48

34. In so far as they are recognized to be inviolable, the mission's premises should be used exclusively for the purposes of the mission.

Article 50

35. The Government of the French Republic is not convinced that the principle of non-discrimination set out in this article is wholly legitimate. The granting of different régimes to special missions is justified by the differences which necessarily exist between them according to their purpose; this seems to be recognized in article 22 of the draft.

CONCLUSION

36. The foregoing considerations, which are not exhaustive, lead the Government of the French Republic to conclude that the draft articles submitted to the Sixth Committee should be amended so as to adapt them to the specific needs of *ad hoc* diplomacy, which differ from those of diplomatic and consular relations.

MADAGASCAR

Transmitted by a note verbale of 16 July 1968 from the Permanent Mission of Madagascar to the United Nations

[Original: French]

1. The definition of special missions seems to be too broad. It allows a quasi-diplomatic character to be conferred, on questionable grounds, on a large number of missions which are merely technical in nature and in no way represent the sending States.

2. The privileges and immunities granted to special missions also seem too extensive. They could give the impression of being granted in the personal interest of the members of the missions rather than with a view to facilitating the performance of their functions, which is quite contrary to the principles regulating privileges and immunities in international law.

DOCUMENT A/7156/ADD.2

[Original text: English and Russian]  
[27 September 1968]

CONTENTS

	Page
COMMENTS AND OBSERVATIONS ON THE FINAL DRAFT ARTICLES ON SPECIAL MISSIONS PREPARED BY THE INTERNATIONAL LAW COMMISSION:	
Afghanistan . . . . .	14
Turkey . . . . .	14
Ukrainian Soviet Socialist Republic . . . . .	15

## AFGHANISTAN

*Transmitted by a note verbale of 28 August 1968 from the Permanent Mission of Afghanistan to the United Nations*

[Original: English]

1. The Government of Afghanistan is of the opinion that the draft articles on special missions prepared by the International Law Commission are a good complement to the Vienna Convention on Diplomatic Relations and a useful contribution to the codification and the progressive development of international law.

2. The comments of the Government of Afghanistan on the draft articles are divided into the following two parts:

- A. General comments;
- B. Comments on individual articles.

## A. GENERAL COMMENTS

3. The draft articles on special missions, which are based on the provisions of the Vienna Convention on Diplomatic Relations, have the support of the Government of Afghanistan. They express clearly the rules relating to the nature and functions of special missions, an institution distinct from that of the permanent diplomatic missions.

4. Afghanistan also agrees with the conclusion of the International Law Commission that the draft articles on special missions should not deal with the privileges and immunities of delegates to congresses and conferences, since this is a distinct matter to be dealt with separately by the Commission.

5. The Commission should be commended for its approach to the codification of the modern rules of international law concerning special missions, the prohibition of discrimination and reciprocity in the application of the rules on special missions.

6. In the view of Afghanistan, the titles appearing in the draft such as "Sending and conduct of special missions" (part I), "Facilities, privileges and immunities" (part II), and "General provisions" (part III) are useful for the understanding of the structure of the draft and should, therefore, be maintained.

7. In conclusion, the Government of Afghanistan supports the idea that the draft articles on special missions should be embodied in a separate international convention, as was the case with the draft articles which formed the basis of the Vienna Convention on Diplomatic Relations and the Vienna Convention on Consular Relations.

## B. COMMENTS ON INDIVIDUAL ARTICLES

*Article 1*

8. Article 1, relating to the use of terms, being the cornerstone of the draft, should be adopted as it stands. Thus, through the understanding of these terms, special missions will be distinguished from other kinds of missions referred to in this article.

*Article 2*

9. Afghanistan wishes to propose an amendment to article 2 of the draft to the effect that the sending of a special mission must be subject to the written agreement of the receiving State.

*Article 10*

10. Afghanistan has doubts as to the usefulness of appointing nationals of the receiving State as representatives of a sending State in a special mission, since this may create certain practical problems between the sending and receiving States.

*Articles 23 and 24*

11. Afghanistan has doubts as to the advisability of providing for an obligation on the part of the receiving State to

procure the necessary premises and suitable accommodation for special missions. The increasing number of special missions makes it difficult in some cases to meet their ever-increasing demands. In respect of article 24, care also should be taken to ensure that the facilities, privileges and immunities of special missions should be limited to those necessary for the performance of their duties, taking into account their specific tasks.

*Article 48*

12. In view of the increasing number of special missions, the observance and respect of the laws and regulations of the receiving State should be considered as an important obligation of special missions during the performance of their duties. Therefore, article 48 should be maintained as it stands.

## TURKEY

*Transmitted by a letter dated 4 September 1968 from the Permanent Representative of Turkey to the United Nations*

[Original: English]

1. The draft articles on special missions, providing for the application to special missions, by analogy, of the principles embodied in the 1961 Vienna Convention on Diplomatic Relations, which was prepared by the International Law Commission and to which Turkey has not yet become a party, constitute a valuable achievement, and the provisions laid down in the draft are such that they should contribute greatly to the development of international law. The draft in question could provide a means of overcoming certain practical difficulties which arise in connexion with special missions and of clarifying the whole subject-matter of special missions.

2. Although the draft articles are on the whole acceptable, the privileges and immunities for which they provide are, as stated at the twenty-second session by Turkey's representative in the Sixth Committee, deemed to be too extensive (968th meeting). While it would be difficult to specify the nature of the tasks to be performed by all special political, technical, economic, cultural and scientific missions in the territory of the receiving State and to determine their privileges and immunities accordingly, these privileges and immunities should be limited to the minimum necessary for the performance by such special missions of their tasks. The privileges and immunities to be accorded to those missions should definitely not exceed that minimum.

3. The meaning of the representative character of special missions as referred to in article 1 (a) should be clarified by a special clause concerning the method of accreditation by the sending State. It would be desirable to specify, in a clause to be added to this article, the authorities competent to appoint special missions. As the Turkish representative said in the statement referred to above, sub-paragraphs (b) and (c) of that article need to be clarified, because they presuppose that the parties to the 1961 Vienna Convention would *ipso facto* be parties to the convention on special missions. Actually, it would be possible for a State which was a party to the convention on special missions not to be a party to one of the Vienna Conventions of 1961 and 1963, or not to be a party to either of them.

4. A third paragraph stating that the sending or reception of a special mission does not signify recognition might usefully be added to article 7 of the draft articles, for this is not clear from the wording of the article as it stands.

5. As is known, at the twenty-second session the representatives of many States expressed the view in the Sixth Committee that the privileges and immunities accorded to special missions were too broad. If the Commission agrees that they are too broad, it will be necessary to reconsider article 27 of the draft, relating to privileges and immunities.

6. Article 43, paragraph 4, might give rise to practical difficulties for the third State concerned, in connexion with the notification of intended transit and the issuance of visas. The article should therefore be redrafted in such a way as to obviate such difficulties.

## UKRAINIAN SOVIET SOCIALIST REPUBLIC

*Transmitted by a note verbale of 28 August 1968 from the Permanent Mission of the Ukrainian Soviet Socialist Republic to the United Nations*

[Original: Russian]

1. The Government of the Ukrainian SSR notes with satisfaction that the International Law Commission has prepared

a set of draft articles on special missions, which is likely to play a positive role in the codification of the rules of international law and in the development of its specific institutions.

2. The comments submitted by the Ukrainian SSR in 1966 (see A/6709/Rev.1 and Corr.1, annex I) contained some suggestions for changes and additions to the draft articles. If necessary, further comments will be made by the Ukrainian delegation when the draft convention on special missions is considered at the General Assembly's twenty-third session.

**DOCUMENT A/C.6/389****Letter dated 10 October 1968 from the President of the General Assembly to the Chairman of the Sixth Committee**

[Original text: French and Spanish]  
[10 October 1968]

I have the honour to transmit, for consideration by the Sixth Committee, the attached letter dated 8 October 1968 from the Head of the Federal Political Department of Switzerland.

(Signed) Emilio ARENALES

**ANNEX****Letter dated 8 October 1968 from the Head of the Federal Political Department of Switzerland to the President of the General Assembly**

The work of the United Nations on the codification of public international law has thus far been carried out at international conferences open not only to States Members of the United Nations but also to States which are members of the specialized agencies or parties to the Statute of the International Court of Justice and to States especially invited. Switzerland has participated in all these conferences, and in particular in the two Conferences held at Geneva on the Law of the Sea, and the three held at Vienna, namely, the United Nations Conference on Diplomatic Intercourse and Immunities, the United Nations Conference on Consular Relations and the United Nations Conference on the Law of Treaties.

The General Assembly, in its resolution 2273 (XXII) of 1 December 1967, decided to depart from this practice with

regard to the codification of the law of special missions. The consideration of the draft of the International Law Commission and the possible adoption of a convention on that topic will take place, not at an *ad hoc* conference of plenipotentiaries, but in the Sixth Committee at the twenty-third session of the General Assembly.

Switzerland is thus prevented from participating in the codification of a part of the law of nations. As it has always upheld the primacy of law in international relations and has accordingly thus far taken an active part in the development of international law, it believes that it can make a useful contribution to the formation of that law. The juridical régime of special missions is of particular interest to Switzerland, which, owing to the universality of its international relations, sends and receives a large number of special missions. Its permanently neutral status and its special position as the seat of many international organizations, including the United Nations Office at Geneva, and as the site of international conferences have, moreover, resulted in many special missions of third States coming to meet on Swiss territory.

For these reasons, I have the honour to request that Switzerland be enabled to participate, without right of vote, in the work of the Sixth Committee when it takes up the draft Convention on Special Missions.

(Signed) SPÜHLER

**DOCUMENT A/C.6/L.646****Methods of work and procedures****Note by the Secretariat**

[Original text: English]  
[1 October 1968]

1. The General Assembly, by resolution 2273 (XXII) of 1 December 1967, decided to include the item entitled "Draft Convention on Special Missions" in the provisional agenda of the twenty-third session "with a view to the adoption of such a Convention by the General Assembly". This will be the first time that the General Assembly has undertaken the adoption of a convention for the progressive development and codification of international law on the basis of a draft prepared by the International Law Commission. Therefore, some observations on the methods of work and procedures of the Sixth Committee, based upon the experience of United Nations conferences which have dealt with similar drafts, may be useful and appropriate.

**I. MODE OF DISCUSSION OF THE DRAFT ARTICLES**

2. It appears that there will be no need for a general debate on the draft articles in the Sixth Committee,

since there was such a debate at the last session of the General Assembly and there has also been an opportunity for Governments to submit written comments and observations on the final draft, pursuant to General Assembly resolution 2273 (XXII). Most of the codification conferences have not found any need for a general debate. It is therefore expected that the Sixth Committee can start at once with a discussion article by article (the decisions on article 1, on "Use of terms", being, as usual, reserved for the concluding stages of the work).

3. Many of the draft articles closely follow the models of the corresponding provisions of the 1961 Vienna Convention on Diplomatic Relations and the 1963 Vienna Convention on Consular Relations. As the first of those Conventions now has seventy-nine parties and the second thirty-three, their formulations have been widely recognized as embodying rules of

law, and needless departures from those formulations could only create confusion. Therefore, the main question which can arise regarding such articles is whether they can properly apply to special missions, and that question can in general be decided quickly by the Sixth Committee. Such articles as are not closely parallel to the Vienna Conventions may require more extensive discussion, but there is no reason to expect that any difficulties will arise which will be sufficiently serious to require reference to working groups or subsidiary bodies other than the drafting committee whose creation is suggested in the next section below.

4. The mode of discussion of articles in codification conferences has generally been that, after each article and the amendments to it have been discussed, the amendments which raise important questions of principle and seem to raise divergencies of views unbridgeable by a compromise text are voted on; then the article as amended, together with drafting amendments and those of a minor character, are referred to the drafting committee; the drafting committee then prepares a text which is submitted to the full Committee for a final vote, subject to any drafting adjustments that may be recommended by the drafting committee during the final stage of work. This procedure might be followed by the Sixth Committee in dealing with the draft articles on special missions.

5. In all the United Nations codification conferences except the Conference on the Elimination or Reduction of Future Statelessness (1959 and 1961), a rule has been adopted for the plenary meetings requiring that decisions on matters of substance should be taken by a two-thirds majority of the representatives present and voting. The Sixth Committee could, if it deemed it appropriate, recommend to the General Assembly, when the draft Convention is submitted, that decisions on each article and amendments thereto, and the decision on the draft as a whole, should be considered "decisions on important questions" within the meaning of Article 18, paragraph 2, of the Charter of the United Nations; such decisions are taken by a two-thirds majority of the members present and voting.

## II. DRAFTING COMMITTEE

6. All the United Nations codification conferences except the Second Conference on the Law of the Sea have established drafting committees, which at each successive conference have had broader responsibilities and have progressively come to contribute more and more to the performance of the work. It may also be recalled that annex I of the rules of procedure of the General Assembly states in paragraph 14 that "with regard to the drafting of legal texts, the Special Committee strongly recommends that small drafting com-

mittees should be resorted to whenever possible", and that this recommendation was repeated in annex II of the rules of procedure, part 2, paragraphs 29 and 30. The Sixth Committee may therefore wish to consider whether to appoint a drafting committee to assist it in its work on this item.

7. If a drafting committee is established, it could be appointed on the nomination of the Chairman of the Sixth Committee. Its composition could follow the model of that established at the United Nations Conference on the Law of Treaties. It would thus consist of fifteen members, with geographical representation based upon the composition of the Security Council. Its functions, like those of the Drafting Committee of that Conference, would be to "prepare drafts and give advice on drafting as requested", and to "co-ordinate and review the drafting of all texts adopted".<sup>6</sup> The drafting committee could also be requested at an early stage to prepare for submission to the Sixth Committee a draft preamble<sup>7</sup> and a set of final clauses for the future Convention.

## III. MEETINGS OF THE SIXTH COMMITTEE AND THE DRAFTING COMMITTEE

8. At its 1027th meeting, on 1 October 1968, the Sixth Committee decided to devote thirty-five meetings, to be held from about 11 October to about 14 November 1968, to the draft Convention on Special Missions. In addition, there could be about twenty meetings of the drafting committee, if established. The drafting committee would meet at times when the Sixth Committee is not meeting, and would be provided with simultaneous interpretation, but would not have summary records.

9. At the codification conferences, the best average rate of progress which has been achieved has been about one article per meeting. As there are fifty articles in the draft Convention on Special Missions, the thirty-five meetings of the Sixth Committee, which seem to be the maximum which can be allocated to the item at the present session, would not at that rate be sufficient to come to the end of the draft. However, since much of the draft closely follows the Vienna Conventions on Diplomatic and Consular Relations, both of which have been thoroughly discussed by the General Assembly and by codification conferences and have been widely accepted by States, it is expected that if full use is made of the drafting committee the work on special missions can advance considerably more rapidly than that of codification conferences, thus making it possible to complete the work on the draft Convention in the time available.

<sup>6</sup> See A/CONF.39/2, chapter VII, rule 48.

<sup>7</sup> A draft preamble, which could serve as the basis of the work, is annexed to the draft articles (see A/6709/Rev.1 and Corr.1, chapter II, annex).

## DOCUMENT A/C.6/L.732

### Letter dated 14 November 1968 from the representative of the Union of Soviet Socialist Republics to the Secretary-General

[Original text: Russian]  
[14 November 1968]

I have the honour to transmit, at the request of the Government of the German Democratic Republic, a statement by that Government on the draft Convention on Special Missions, addressed to the General Assembly at its twenty-third session:

"The Government of the German Democratic Republic has followed with interest the work of the International Law Commission on the draft Convention on Special Missions and welcomes the efforts of the United Nations to complete the codification of inter-



national diplomatic law in accordance with the requirements of international co-operation.

"The Government of the German Democratic Republic considers that the consolidation of positive international rules concerning special missions can contribute to the development of friendly relations between all States, regardless of their State and social structure, and at the same time can promote the maintenance and strengthening of peace and international security.

"It considers that the draft articles submitted provide a suitable basis for the successful completion of the work of codification and the adoption of a convention on special missions which will be in the interests of all States.

"In view of the growing need for more extensive co-operation, the Government of the German Democratic Republic considers it important that the principle of unlimited universality should be embodied in the Convention which is to be concluded. Therefore, it welcomes the inclusion in article 7 of the draft articles of the principle that the existence of diplomatic or consular relations is not necessary for the sending or reception of a special mission.

"The experience of the German Democratic Republic indicates that the sending of special missions not only contributes to the settlement of specific questions of mutual interest but also helps in general to strengthen and normalize bilateral relations among States. It is especially from this point of view that the Government of the German Democratic Republic deems it necessary that the adopted Convention should ensure that the principles and rules concerning the reception and sending of special missions should be applied in relations among all States. This undoubtedly requires that the principles contained in article 7 of the draft articles, under which all States without exception have the right to send and receive special missions, should be made binding on all.

"The Government of the German Democratic Republic considers that the innovations in international treaty practice resulting from the adoption of the Vienna Conventions on Diplomatic and Consular Relations should also be taken into consideration in the formulation of rules governing accession to the Convention on Special Missions. The provisions on accession laid down in various important conventions recently concluded—such as the Treaty banning nuclear weapon tests in the atmosphere, in outer space and under water, the Treaty on Principles Governing the Activities of States in the Exploration and Use of Outer Space, including the Moon and Other Celestial Bodies, the Agreement on the Rescue of Astronauts, the Return of Astronauts and the Return

of Objects Launched into Outer Space and the Treaty on the Non-Proliferation of Nuclear Weapons—by virtue of which these treaties are open for signature or accession by all States, meet the requirements of universal intergovernmental co-operation. The same system for participation should also be adopted in the Convention on Special Missions, whose purpose it is to codify general rules of international law and which is therefore of interest to all States. This would also be consistent with the principle of universality and, in present circumstances, is especially necessary in view of the existence of States with different social systems and their political, military and economic organizations, in order to broaden and strengthen co-operation between States.

"The Government of the German Democratic Republic has been gratified to learn that, with regard to the question of privileges and immunities, the draft articles on special missions are largely based on the Vienna Convention on Diplomatic Relations and are in conformity with existing practice. It considers, however, that the provision in article 50, paragraph 2 (c), unfortunately deviates from this, by leaving the reduction of the privileges and immunities provided for in the draft articles on special missions to the discretion of the States concerned themselves. It is perfectly clear that this provision would make it easier for certain imperialist States to continue their interventionist policy of discrimination and disrespect for the sovereign equality of other States.

"One of the provisions which, in the opinion of the Government of the German Democratic Republic, is not in line with the principles of international law and practice is the last provision of article 25, paragraph 1, which raises doubts about the inviolability of the premises of a special mission if agents of the receiving State are to have the right to enter those premises without the consent of the head of mission in the case of disaster.

"The Government of the German Democratic Republic hopes that its position on the draft articles under consideration will be taken into account in the Convention as adopted.

"It is convinced that the adoption of a convention on special missions based on the principles and rules of international law in force and ensuring universal participation by all States would make a significant contribution to the development and strengthening of peaceful international co-operation."

I should be grateful if you would arrange to have this letter, containing the above statement by the Government of the German Democratic Republic on agenda item 85 of the United Nations General Assembly at its twenty-third session, circulated as an official document of the General Assembly.

#### DOCUMENT A/C.5/1201

### Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7375

#### Note by the Secretary-General

[Original text: English]  
[10 December 1968]

1. The Sixth Committee at its 1089th meeting, on 6 December 1968, unanimously adopted a draft resolution on the draft Convention on Special Missions (see A/7375, para. 247).

2. Under the terms of operative paragraphs 1 and 2 of the draft resolution, the General Assembly would: (a) decide to include in the provisional agenda of the twenty-fourth session an item entitled "Draft Conven-



tion on Special Missions” with a view to the adoption of the convention by the General Assembly at that session; and (b) request the Secretary-General to arrange for the presence of the Special Rapporteur on Special Missions as an expert during the debates on the topic at the twenty-fourth session of the General Assembly.

3. The discussion of the draft convention on special missions may require the Sixth Committee to hold more meetings than usual during the course of the twenty-fourth session; experience with the drafting of conventions in the General Assembly indicates, moreover, that substantial documentation requirements would arise.

However, in the absence of the required information on which to base cost estimates, it is not possible at the time to provide an estimate of such additional costs that may arise.

4. It is expected that the expert referred to in the draft resolution would have to be present for a period of approximately seven weeks during the twenty-fourth session. The costs of the round-trip travel of that expert from his home country, as well as his subsistence and fees during that period, are estimated at \$5,600. The Secretary-General would endeavour to absorb that amount within the level of the credits to be made available for the financial year 1969.

## DOCUMENT A/7375

### Report of the Sixth Committee

[Original text: French  
[11 December 1968

#### CONTENTS

	<i>Paragraphs</i>
I. INTRODUCTION	1-13
A. General	1-6
B. Basic proposal and documentation	7
C. Organization of work	8-11
D. Plan of the present report	12-13
II. CONSIDERATION OF ARTICLES 2 TO 29 AND ARTICLE 31 OF THE DRAFT ARTICLES ON SPECIAL MISSIONS	14-239
Article 2	15-23
Article 3	24-31
Article 4	32-38
Article 5	39-44
Article 6 (explanatory note)	45
Article 7	46-55
Article 8 (explanatory note)	56
Article 9	57-64
Articles 8, 10 11 and 12	65-95
Article 13	96-101
Article 14	102-108
Article 15	109-114
Article 16	115-120
Article 17	121-128
Articles 6 and 18	129-141
Article 19	142-149
Article 20	150-155
Article 21	156-165
Article 22	166-173
Article 23	174-179
Article 24	180-187
Article 25	188-195
Article 26	196-203
Article 27	204-211
Article 28	212-220
Articles 29 and 31	221-239
III. PROPOSAL AND DECISIONS CONCERNING FURTHER WORK	240-246
RECOMMENDATIONS OF THE SIXTH COMMITTEE	247-248

#### *Annexes*

	<i>Page</i>
I. Text of articles adopted by the Sixth Committee	41
II. Text of articles and amendments not examined during the twenty-third session of the General Assembly	43

#### I. Introduction

##### A. GENERAL

1. By its resolution 2273 (XXII) of 1 December 1967, the General Assembly, having considered chapter II of the report of the International Law Commission on the work of its nineteenth session (A/6709/Rev. and Corr.1), containing the final draft articles on special missions adopted by the Commission, decided to include an item entitled “Draft Convention on Special Missions in the provisional agenda of the twenty-third session with a view to the adoption of such a convention by the General Assembly. At its 1676th plenary meeting, on 27 September 1968, the General Assembly included the above-mentioned item in the agenda of its twenty-third session and referred it to the Sixth Committee.

2. The Sixth Committee reached a decision at the present session on twenty-nine of the fifty draft articles in two stages.

3. In the first stage—comprising the 1039th to 1059th and 1061st to 1072nd meetings, held between 15 October and 15 November 1968—it considered twenty-nine articles (articles 2 to 29 and article 31) and referred them all to a Drafting Committee in their original or in an amended form, together with any amendments that had been submitted to the Sixth Committee itself.

4. In the second stage—at the 1087th to 1090th meetings, held on 5, 6 and 9 December 1968—it considered and adopted the texts recommended by the Drafting Committee for the twenty-nine articles in question (see para. 11 below).

5. At its 1039th meeting, on 15 October 1968, the Committee decided, pursuant to a request submitted by the Head of the Federal Political Department of the Swiss Confederation (A/C.6/389), to invite Switzerland, in view of its particular interest in the subject of special missions, to participate, without the right to vote in the Committee’s deliberations on the subject, on the understanding that that invitation would not create a precedent.

<sup>8</sup> During the discussion on articles 29 and 31, at the 1069th, 1070th and 1071st meetings, a number of representatives made observations on article 30, but no decision was taken by the Committee on that article.

6. Furthermore, in accordance with paragraph 5 of general Assembly resolution 2273 (XXII), Mr. Milan artoš, Special Rapporteur on special missions, attended the discussions as an expert consultant.

#### B. BASIC PROPOSAL AND DOCUMENTATION

7. The Sixth Committee had before it, as the basic proposal, the draft articles on special missions adopted by the International Law Commission at its nineteenth session, on which the observations reproduced in documents A/7156 and Add.1 and 2 and A/C.6/L.732 had been submitted.

#### C. ORGANIZATION OF WORK

8. In this connexion, the Sixth Committee had before it a note by the Secretariat entitled "Methods of work and procedures" (A/C.6/L.646), containing observations based upon the experience of United Nations conferences which had had to deal with drafts similar to the draft on special missions.

9. On the basis of that document, the Committee decided at its 1039th meeting on 15 October 1968:

(a) To begin immediately a discussion of the draft, article by article, without first holding a general debate;

(b) To begin with article 2, leaving aside at that stage article 1, on use of terms;

(c) To take decisions on the draft articles by simple majority, in accordance with the rules of procedure of the General Assembly;<sup>9</sup>

(d) To request the Chairman to appoint, after consultation with the various regional groups, a drafting committee composed of fifteen members chosen on the basis of equitable geographical distribution (see para. 10 below);

(e) To request the drafting committee to prepare a draft preamble taking into consideration the draft prepared by the International Law Commission (A/6709/Rev.1 and Corr.1, chapter II, annex), and a set of final clauses for the future Convention, and to submit them to the Sixth Committee.

10. At the 1043rd meeting, on 17 October 1968, the Chairman announced that, in accordance with the Committee's decision referred to in sub-paragraph (d) of the foregoing paragraph, he had appointed a Drafting Committee composed of the following 15 States: the Democratic Republic of the Congo, Denmark, France, Ghana, Iraq, Italy, Japan, Mexico, Pakistan, Peru, Poland, the Union of Soviet Socialist Republics, the United Arab Republic, the United Kingdom of Great Britain and Northern Ireland and the United States of America. It was agreed that the representative of Iraq would be the Chairman of the Drafting Committee and that the Rapporteur of the Sixth Committee and the Expert Consultant would attend its meetings in their respective capacities.

11. As mentioned in paragraph 4 above, the Sixth Committee referred articles 2 to 29 and article 31 to the Drafting Committee. It received from the Drafting Committee the texts adopted by it for the various articles. Each article adopted by the Drafting Committee was introduced in the Sixth Committee by the Chairman of the Drafting Committee, who indicated the prin-

cipal considerations on which the text recommended was based. The statements made in this way by the Chairman of the Drafting Committee are contained in the summary records of the 1087th to 1089th meetings of the Sixth Committee. With regard to the general presentation, the preamble and the final clauses, the Chairman of the Drafting Committee indicated (1087th meeting) that the Committee had decided to postpone until later:

(a) The question whether the headings of the articles and parts of the draft and their wording should be maintained (in the case of articles 3 and 7, however, the Drafting Committee had felt that they should be headed "Functions of a special mission" and "Non-existence of diplomatic or consular relations", respectively, in the event of the question of maintaining the headings being decided affirmatively);

(b) Examination of the suggestions regarding the place and possible rearrangement of the articles;

(c) Preparation of the draft preamble and the final clauses of the future Convention which the Drafting Committee had been asked to prepare (see para. 9 above).

#### D. PLAN OF THE PRESENT REPORT

12. The report consists of three sections: section I contains the introduction; section II contains a brief report, article by article, on the work of the Sixth Committee on articles 2 to 29 and article 31 of the International Law Commission's draft; section III contains the text of a draft resolution and the Sixth Committee's decisions with regard to further work on the item under consideration; and this is followed by the Sixth Committee's recommendations. Lastly, in annex I will be found the text of the articles adopted by the Sixth Committee and, in annex II, the text of the articles and amendments which were not considered at the twenty-third session.

13. The report as a whole should be read in conjunction with the summary records of the meetings which the Sixth Committee devoted to the item in question (see paras. 3 and 4 above).

## II. Consideration of articles 2 to 29 and article 31 of the draft articles on special missions

14. This section presents a brief report on the Committee's work, article by article, beginning with article 2 and following generally the order of the articles in the International Law Commission's draft (see para. 9 above). In the few cases where the Committee decided to wait until it had completed the consideration of two or more articles before taking a decision on them or followed an order other than the numerical order, a note to that effect has been inserted at the appropriate place.

### ARTICLE 2

#### 1. Text of the International Law Commission

15. The text of the International Law Commission was worded as follows:

#### "ARTICLE 2

##### "Sending of special missions

"A State may, for the performance of a specific task, send a special mission to another State with the consent of the latter."

<sup>9</sup> With regard to the majority to be required for the adoption of the draft articles in plenary meeting, the Sixth Committee, so at its 1039th meeting, decided to submit to the General Assembly a recommendation which is reproduced in section III below.

## 2. Amendments

16. Amendments to article 2 were submitted by the following countries: Belgium (A/C.6/L.659), Cameroon, Canada, France, Ghana, Haiti, United Kingdom of Great Britain and Northern Ireland and United Republic of Tanzania (A/C.6/L.663), Canada (A/C.6/L.661), France (A/C.6/L.657), Ghana (A/C.6/L.656), Haiti (A/C.6/L.660), United Kingdom of Great Britain and Northern Ireland (A/C.6/L.653).

17. The amendments were the following:

(a) United Kingdom of Great Britain and Northern Ireland (A/C.6/L.653):

Before "consent of the latter" insert "express"

(This amendment was withdrawn—see para. 19 below.)

(b) Ghana (A/C.6/L.656):

Replace the article by the following:

### "ARTICLE 2

#### *"Sending and receiving of special missions"*

"The sending and receiving by States of missions designated as special missions shall take place by mutual consent."

(This amendment was withdrawn—see para. 19 below.)

(c) France (A/C.6/L.657):

Add at the end of the article:

"The mission shall enjoy on the territory of the receiving State the treatment provided for in the present Convention if the State in question had recognized its representative character following the submission of a request through the diplomatic channel."

(This amendment was withdrawn—see para. 19 below.)

(d) Belgium (A/C.6/L.659) (provisional text<sup>10</sup>):

Replace article 2 by the following:

"The sending and receiving by States of missions recognized as special missions shall take place by express mutual consent. This agreement may depart from the provisions of articles 21 to 47."

(The first sentence of this amendment was withdrawn; the second sentence was rejected—see paras. 19 and 20 below.)

(e) Haiti (A/C.6/L.660):

Replace article 2 by the following:

"The sending and receiving of missions designated as special missions by the sending State and recognized as such by the receiving State shall be done on the basis of express mutual consent."

(This amendment was withdrawn—see para. 19 below.)

(f) Canada (A/C.6/L.661):

Replace article 2 by the following:

"A State may send a special mission to another State with the express consent of the latter, to be sought through the diplomatic or other agreed channels."

(This amendment was withdrawn—see para. 19 below.)

(g) Cameroon, Canada, France, Ghana, Haiti, United Kingdom of Great Britain and Northern Ireland and United Republic of Tanzania (A/C.6/L.663):

Replace article 2 by the following:

"A State may send a special mission to another State with the consent of the latter, previously obtained through diplomatic or other agreed channel."

(This amendment was approved—see para. 20 below.)

## 3. Work of the Sixth Committee

### (a) Meetings

18. The Sixth Committee considered article 2 for the first time at its 1040th and 1041st meetings, on 1 October 1968. At its 1087th meeting, on 5 December 1968, the Committee considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728 Add.1).

### (b) Initial consideration

19. At the 1041st meeting, the amendments of the United Kingdom of Great Britain and Northern Ireland (A/C.6/L.653), Ghana (A/C.6/L.656), France (A/C.6/L.657), Haiti (A/C.6/L.660) and Canada (A/C.6/L.661) and the first sentence of the amendment (provisional text) of Belgium (A/C.6/L.659) were withdrawn by their sponsors in favour of the joint amendment submitted by Cameroon, Canada, France, Ghana, Haiti, the United Kingdom of Great Britain and Northern Ireland and the United Republic of Tanzania (A/C.6/L.663).

20. At the same meeting, the remaining amendment were put to the vote:

#### (i) Seven-Power amendment (A/C.6/L.663)

Separate votes were requested on the words "through diplomatic or other agreed channel" by the representative of Czechoslovakia, on the word "agreed" by the USSR representative, and on the words "previously obtained" by the representative of Guatemala. The results of the voting were as follows:

The word "agreed" was approved by 33 votes to 25 with 14 abstentions;

The words "through diplomatic or other agreed channel" were approved by 41 votes to 19, with 15 abstentions;

The words "previously obtained" were approved by 43 votes to 5, with 27 abstentions;

The first part of the seven-Power amendment, up to the words "with the consent of the latter", was approved by 68 votes to none, with 3 abstentions;

The seven-Power amendment as a whole was approved by 48 votes to none, with 27 abstentions.

#### (ii) Final text of the Belgian amendment (A/C.6/L.659):

The final text of the Belgian amendment was rejected by 28 votes to 5, with 39 abstentions.

21. Also at its 1041st meeting, the Sixth Committee referred the text thus approved to the Drafting Committee.

#### (c) Consideration of the text adopted by the Drafting Committee

22. At the 1087th meeting of the Sixth Committee the Chairman of the Drafting Committee presented the text adopted by that Committee for article 2 (see A/C.6/L.728/Add.1). The Sixth Committee adopted the text (see para. 23 below).

<sup>10</sup> In its final version, this amendment was worded as follows: "Add the following to article 2:

"The agreement given may depart from the provisions of articles 21 to 47."

(d) *Text adopted by the Sixth Committee*

23. The text adopted by the Sixth Committee is worded as follows:

## "ARTICLE 2

"A State may send a special mission to another State with the consent of the latter, previously obtained through the diplomatic or other agreed or mutually acceptable channel."

## ARTICLE 3

1. *Text of the International Law Commission*

24. The text of the International Law Commission was worded as follows:

## "ARTICLE 3

*"Field of activity of a special mission*

"The field of activity of a special mission shall be determined by the mutual consent of the sending and the receiving State."

2. *Amendments*

25. An amendment to article 3 was submitted by the following countries: Ecuador, Iran, Mongolia and Romania (A/C.6/L.662 and Add.1).

26. This amendment was worded as follows:

In the first line, insert the words "including its functions" after the word "mission".

(The amendment was referred to the Drafting Committee—see para. 28 below.)

3. *Work of the Sixth Committee*(a) *Meetings*

27. The Sixth Committee considered article 3 for the first time at its 1042nd meeting, on 17 October 1968. At its 1087th meeting, on 5 December 1968, the Committee considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.1).

(b) *Initial consideration*

28. At its 1042nd meeting, the Sixth Committee referred to the Drafting Committee article 3 and the relevant amendment (A/C.6/L.662 and Add.1), together with an oral proposal made by the representative of Colombia.

29. That proposal was that the words "field of activity" be replaced by the words "the functions and field of activity" and that the title of the article be amended accordingly.

(c) *Consideration of the text adopted by the Drafting Committee*

30. At the 1087th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 3 (see A/C.6/L.728/Add.1). The Sixth Committee adopted that text (see para. 31 below).

(d) *Text adopted by the Sixth Committee*

31. The text adopted by the Sixth Committee is worded as follows:

## "ARTICLE 3

"The functions of a special mission shall be determined by the mutual consent of the sending and the receiving State."

## ARTICLE 4

1. *Text of the International Law Commission*

32. The text of the International Law Commission was worded as follows:

## "ARTICLE 4

*"Sending of the same special mission to two or more States*

"A State may send the same special mission to two or more States after having consulted all of them beforehand. Any of those States may refuse to receive that special mission."

2. *Amendments*

33. An amendment to article 4 was submitted by Canada (A/C.6/L.669).

34. The amendment was worded as follows:

Replace article 4 by the following:

"If a State intends to send the same special mission to two or more States, it shall so inform each receiving State when it seeks its consent."

(The amendment was approved—see para. 36 below.)

3. *Work of the Sixth Committee*(a) *Meetings*

35. The Sixth Committee considered article 4 for the first time at its 1042nd and 1043rd meetings, on 17 October 1968. At its 1087th meeting, on 5 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.1).

(b) *Initial consideration*

36. At its 1043rd meeting, the Sixth Committee approved the amendment of Canada (A/C.6/L.669) by 60 votes to none, with 19 abstentions and referred the text thus approved to the Drafting Committee.

(c) *Consideration of the text adopted by the Drafting Committee*

37. At the 1087th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 4 (see A/C.6/L.728/Add.1). The Sixth Committee adopted that text (see para. 38 below).

(d) *Text adopted by the Sixth Committee*

38. The text adopted by the Sixth Committee is worded as follows:

## "ARTICLE 4

"A State which wishes to send the same special mission to two or more States shall so inform each receiving State when seeking the consent of that State."

## ARTICLE 5

1. *Text of the International Law Commission*

39. The text of the International Law Commission was worded as follows:

## "ARTICLE 5

*"Sending of a joint special mission by two or more States*

"Two or more States may send a joint special mission to another State unless that State, which shall be consulted beforehand, objects thereto."

## 2. Amendments

40. No amendments were submitted to article 5.

### 3. Work of the Sixth Committee

#### (a) Meetings

41. The Committee considered article 5 for the first time at its 1044th meeting, on 18 October 1968. At its 1087th meeting, on 5 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.1).

#### (b) Initial consideration

42. At its 1044th meeting, the Sixth Committee referred article 5 to the Drafting Committee.

#### (c) Consideration of the text adopted by the Drafting Committee

43. At the 1087th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 5 (see A/C.6/L.728/Add.1). The Sixth Committee adopted that text (see para. 44 below).

#### (d) Text adopted by the Sixth Committee

44. The text adopted by the Sixth Committee is worded as follows:

#### “ARTICLE 5

“Two or more States which wish to send a joint special mission to another State shall so inform the receiving State when seeking the consent of that State.”

#### ARTICLE 6

##### *Explanatory note*

45. In view of the decisions concerning the consideration of this article taken by the Sixth Committee at its 1045th and 1087th meetings, held on 21 October and 5 December 1968 respectively, the account of the work on article 6 is given later in the present report under the heading “Articles 6 and 18”.

#### ARTICLE 7

##### 1. Text of the International Law Commission

46. The text of the International Law Commission was worded as follows:

#### “ARTICLE 7

##### *“Non-existence of diplomatic or consular relations and non-recognition”*

“1. The existence of diplomatic or consular relations is not necessary for the sending or reception of a special mission.

“2. A State may send a special mission to a State, or receive one from a State, which it does not recognize.”

## 2. Amendments

47. Amendments to article 7 were submitted by the following countries: France (A/C.6/L.664), Ghana (A/C.6/L.672/Rev.1), Nigeria and the United Kingdom of Great Britain and Northern Ireland (A/C.6/L.654 and Add.1). In addition, sub-amendments to the amendment of France (A/C.6/L.664) were submitted by the following countries: Hungary (A/C.6/L.675) and the Ukrainian Soviet Socialist Republic (A/C.6/L.676).

48. The amendments were as follows:

(a) Nigeria and the United Kingdom of Great Britain and Northern Ireland (A/C.6/L.654 and Add.1):

Paragraph 2:

Delete the entire paragraph.

(This amendment was approved—see para. 51 below.)

(b) France (A/C.6/L.664):<sup>11</sup>

Add the following to paragraph 2:

“The sending of a special mission to a State which is not recognized or the reception of a special mission from a State which is not recognized shall not imply recognition.”

(This amendment subsequently became inapplicable—see para. 52 below.)

(c) Ghana (A/C.6/L.672/Rev.1):<sup>12</sup>

Replace paragraph 2 by the following:

“2. A State may send a special mission to a State, or receive one from a State, which it does not recognize; and this act by itself unless so intended by them shall not constitute one of recognition.”

(This sub-amendment subsequently became inapplicable—see para. 52 below.)

49. The sub-amendments to the amendment of France (A/C.6/L.664/Rev.1) (see para. 48 above) were as follows:

(a) Hungary (A/C.6/L.675):

(a) Add to the first sentence after the words “does not recognize” the words “without prejudice to the question of recognition”.

(b) Delete the second sentence.

(This sub-amendment subsequently became inapplicable—see para. 52 below.)

(b) Ukrainian Soviet Socialist Republic (A/C.6/L.676):

In the second sentence of the French amendment, replace the words “in such circumstances does not imply recognition unless the contrary intention has been clearly expressed” by the words “in such cases does not prejudice the question of recognition”.

(This sub-amendment subsequently became inapplicable—see para. 52 below.)

### 3. Work of the Sixth Committee

#### (a) Meetings

50. The Sixth Committee considered article 7 for the first time at its 1045th, 1046th, 1047th, 1048th and 1049th meetings, on 21, 22, 23 and 24 October 1968. At its 1087th meeting, on 5 December 1968, the Committee considered the text adopted by the Drafting Committee for this article (see A/C.6/L.728/Add.1).

#### (b) Initial consideration

51. At the 1048th meeting, the amendment of Nigeria and the United Kingdom (A/C.6/L.654 and

<sup>11</sup> In a revised version (A/C.6/L.664/Rev.1) subsequently circulated, the text of this amendment was worded as follows:

“Add the following paragraph:

“A State may send a special mission to a State or receive one from a State which it does not recognize. The sending or reception of a special mission in such circumstances does not imply recognition unless the contrary intention has been clearly expressed.”

<sup>12</sup> In its original version, this amendment was worded as follows:

“Replace paragraph 2 by the following:

“2. A State may send a special mission to a State or to an entity, or receive one from a State or an entity, which it does not recognize; and this act by itself unless so agreed between them shall not constitute one of recognition.”

Add.1) was approved, as the result of a roll-call vote requested by the representative of Venezuela, by 38 votes to 18, with 31 abstentions. The voting was as follows:

*In favour:* Algeria, Australia, Belgium, Brazil, Bulgaria, Burundi, Byelorussian Soviet Socialist Republic, Canada, Ceylon, Cyprus, Czechoslovakia, Denmark, Ecuador, Greece, Iraq, Italy, Japan, Lebanon, Libya, Luxembourg, Mongolia, Morocco, Netherlands, New Zealand, Nigeria, Norway, Pakistan, Poland, Portugal, Sudan, Sweden, Syria, Thailand, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United States of America.

*Against:* Barbados, Chile, France, Ghana, Guatemala, Guyana, Honduras, Indonesia, Jamaica, Kenya, Liberia, Philippines, Rwanda, South Africa, Spain, Trinidad and Tobago, Uruguay, Yugoslavia.

*Abstaining:* Afghanistan, Argentina, Burma, Cameroon, Chad, Colombia, Congo (Democratic Republic of), Costa Rica, Cuba, Dahomey, Ethiopia, Finland, Gabon, Haiti, Hungary, India, Iran, Ireland, Israel, Ivory Coast, Mali, Mexico, Niger, Peru, Romania, Senegal, Tunisia, Turkey, United Republic of Tanzania, Venezuela, Zambia.

52. As a result of the approval of this amendment, the purpose of which was to delete paragraph 2 of the text prepared by the International Law Commission, the other amendments and sub-amendments were not put to the vote.

53. At its 1049th meeting, the Sixth Committee approved article 7, as amended, by 79 votes to none, with 3 abstentions, and referred the text thus approved to the Drafting Committee.

(c) *Consideration of the text adopted by the Drafting Committee*

54. At the 1087th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by the Drafting Committee for article 7 (see A/C.6/L.728/Add.1). The Sixth Committee adopted that text (see para. 55 below).

(d) *Text adopted by Sixth Committee*

55. The text adopted by the Sixth Committee is worded as follows:

“ARTICLE 7

“The existence of diplomatic or consular relations is not necessary for the sending or reception of a special mission.”

ARTICLE 8

*Explanatory note*

56. At its 1050th meeting, on 25 October 1968, the Committee decided that, in view of the close relationship between article 8, 10, 11 and 12, it would consider those articles in succession as soon as it had disposed of article 9. Thus, a heading for articles 8, 10, 11 and 12 will be found below immediately after the paragraphs relating to article 9. It is, however, to be noted that during the second phase of its work, that is, when the texts adopted by the Drafting Committee were being considered, article 8 was taken up for consideration in its proper numerical order.

ARTICLE 9

1. *Text of the International Law Commission*

57. The text of the International Law Commission was worded as follows:

“ARTICLE 9

*“Composition of the special mission*

“1. A special mission consists of one or more representatives of the sending State from among whom the sending State may appoint a head. It may also include diplomatic staff, administrative and technical staff and service staff.

“2. Members of a permanent diplomatic mission accredited to the receiving State may be included in the composition of the special mission while retaining their privileges and immunities as members of the diplomatic mission.”

2. *Amendments*

58. An amendment to article 9 was submitted by France (A/C.6/L.666).

59. This amendment was worded as follows:

Replace paragraph 1 by the following:

“1. A mission consists of the representative of the sending State, serving as head of the special mission, and any alternates and advisers. It may also include administrative and technical staff and service staff.”

(The amendment was withdrawn—see para. 61 below.)

3. *Work of the Sixth Committee*

(a) *Meetings*

60. The Sixth Committee considered article 9 for the first time at its 1050th and 1051st meetings, on 25 October 1968. At its 1089th and 1090th meetings, on 6 and 9 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.1).

(b) *Initial consideration*

61. At the 1050th meeting, the representative of France said that she would not press her delegation's amendment to a vote. At the 1051st meeting, the Sixth Committee approved article 9 as drafted by the International Law Commission and referred it to the Drafting Committee.

(c) *Consideration of the text adopted by the Drafting Committee*

62. At the 1089th meeting, the Chairman of the Drafting Committee presented the text adopted by that Committee for that article (see A/C.6/L.728/Add.1). This text was worded as follows:

“ARTICLE 9

“1. A special mission consists of one or more representatives of the sending State from among whom the sending State may appoint a head. It may also include diplomatic staff, administrative and technical staff and service staff.

“2. Members of a permanent diplomatic mission accredited to the receiving State may be included in the composition of the special mission while retaining their privileges and immunities as members of the diplomatic mission.”

63. At the 1090th meeting, the representatives of Cameroon, Spain, the United States of America and

Venezuela submitted an amendment (A/C.6/L.736/Rev.1<sup>13</sup>), worded as follows:

Paragraph 2 of the article should read as follows:

"2. When members of a permanent diplomatic mission or of a consular post in the receiving State are included in a special mission, they shall continue to enjoy their privileges and immunities as members of their permanent diplomatic mission or consular post, respectively, in addition to the privileges and immunities stated in this Convention."

The Chairman of the Drafting Committee proposed that the word "*situés*" in the French version and the word "*situadas*" in the Spanish version should be deleted. The Committee adopted the amendment, as thus amended. It then adopted the text of the Drafting Committee, as amended.

(d) *Text adopted by the Sixth Committee*

64. The text adopted by the Sixth Committee is worded as follows:

"ARTICLE 9

"1. A special mission consists of one or more representatives of the sending State from among whom the sending State may appoint a head. It may also include diplomatic staff, administrative and technical staff and service staff.

"2. When members of a permanent diplomatic mission or of a consular post in the receiving State are included in a special mission, they shall continue to enjoy their privileges and immunities as members of their permanent diplomatic mission or consular post, respectively, in addition to the privileges and immunities stated in this Convention."

ARTICLES 8, 10, 11 AND 12

65. In the light of the Committee's decision referred to in paragraph 56 above, articles 8, 10, 11 and 12 have been grouped under a single heading. At the 1050th meeting, on 25 October 1968, the Committee decided that it would wait until it had completed its consideration of the four articles and the relevant amendments before voting on them. At the 1051st meeting, on 25 October 1968, it further decided that it would vote first on article 12, then on article 11, then on article 10 and last on article 8. For greater clarity, however, it has been considered preferable to present the four articles in the following paragraphs in their proper numerical order and to refer to the decisions of the Committee on each of them. It is also to be noted that during the second phase of its work, that is, when the texts adopted by the Drafting Committee were being considered, articles 8, 10, 11 and 12 were taken up for consideration in their proper numerical order.

*Article 8*

1. *Text of the International Law Commission*

66. The text of the International Law Commission was worded as follows:

<sup>13</sup> The original version of this amendment (A/C.6/L.736), submitted by the United States of America and Venezuela at the 1089th meeting, was worded as follows:

"Paragraph 2 of the article should read as follows:

"2. Members of a permanent diplomatic mission accredited to the receiving State may be included in the composition of the special mission while retaining their privileges and immunities as members of the diplomatic mission. Members of a consular post in the receiving State may also be included in the composition of the special mission, in which case they shall, during the period of their service on the special mission, have the privileges and immunities stated in part II of this Convention."

"ARTICLE 8

*"Appointment of the members of the special mission*

"Subject to the provisions of articles 10 and 12, the sending State may freely appoint the members of the special mission after having informed the receiving State of its size and of the persons it intends to appoint."

2. *Amendments*

67. Amendments to article 8 were submitted by the following countries: Australia (A/C.6/L.671/Rev.1), Australia, Belgium and France (A/C.6/L.678), Belgium (A/C.6/L.670), Czechoslovakia (A/C.6/L.668), France (A/C.6/L.665).

68. The amendments were as follows:

(a) France (A/C.6/L.665):

After the words "the receiving State", insert the words "in a precise manner"; between the words "of its size and" and the words "of the persons", insert the words "of the names and capacities".

(This amendment was withdrawn—see para. 70 below.)

(b) Czechoslovakia (A/C.6/L.668):

Amend article 8 to read as follows:

"The sending State may freely appoint the members of the special mission subject to the provisions of articles 10, 11 and 12."

(This amendment was approved in an amended form—see para. 71 below.)

(c) Belgium (A/C.6/L.670):

Amend the second part of the article to read as follows:

"... of the special mission and shall inform the receiving State, before the departure of the mission, of the latter's size and of the persons comprising it."

(This amendment was withdrawn—see para. 70 below.)

(d) Australia (A/C.6/L.671/Rev.1<sup>14</sup>):

Replace article 8 by the following:

"(1) Subject to the provisions of paragraph 2 and 3 of this article and of articles 10 and 12, the sending State may appoint the members of the special mission after having informed the receiving State of its size and of the persons it intends to appoint.

"(2) The receiving State may without giving reasons refuse its consent to the appointment of any person as a member of the special mission.

"(3) The receiving State may also refuse its consent to the sending of a mission of a size that is not considered by it to be reasonable, having regard to circumstances and conditions in the receiving State and to the needs of the particular mission."

(This amendment was withdrawn—see para. 70 below.)

(e) Australia, Belgium and France (A/C.6/L.678):

Replace article 8 by the following:

"Subject to the provisions of articles 10 and 12, the sending State may freely appoint the members of the special mission, after having given to the receiving State information of the size and composition of the special mission, and in particular the names and designations of the persons it

<sup>14</sup> In its original version (A/C.6/L.671), this amendment was worded as follows:

"Add the following to article 8:

"The receiving State may refuse consent to the appointment of any such person or to the proposed size of the special mission."

intends to appoint. The receiving State may refuse to accept a special mission of a size that is not considered by it to be reasonable, having regard to circumstances and conditions in the receiving State and to the needs of the particular mission. It may also, without giving reasons, refuse to accept any person as a member of the special mission."

(This amendment was approved—see para. 71 below.)

i. *Work of the Sixth Committee*

a) *Meetings*

69. The Sixth Committee considered article 8 for the first time at its 1049th, 1050th and 1051st meetings, on 24 and 25 October 1968. At its 1087th meeting, on 1 December 1968, the Committee considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.3).

b) *Initial consideration*

70. At the 1050th meeting, the representatives of Australia, Belgium and France submitted a joint amendment (A/C.6/L.678) replacing their respective individual amendments (A/C.6/L.671/Rev.1, A/C.6/L.670, A/C.6/L.665).

71. At the 1051st meeting, the Committee voted on article 8 and the relevant amendments.

(i) *Three-Power amendment (A/C.6/L.678)*

At the request of the representative of Nigeria, separate votes were taken on the words "Subject to the provisions . . . composition of the special mission", on the words "and in particular the names and designations of the persons it intends to appoint" and on the second and the third sentences. The results of the voting were as follows:

The words "Subject to the provisions . . . composition of the special mission" were approved by 61 votes to 10, with 14 abstentions;

The words "and in particular the names and designations of the persons it intends to appoint" were approved by 52 votes to 1, with 31 abstentions;

The second sentence was approved by 45 votes to 18, with 21 abstentions;

The third sentence was approved by 31 votes to 16, with 38 abstentions.

(ii) *Amendment of Czechoslovakia (A/C.6/L.668)*

Because of the approval of the three-Power amendment, the amendment of Czechoslovakia, which referred to the text of the International Law Commission could not be voted on in the form in which it had been submitted. It was consequently replaced by a proposal calling for a reference to article 11 to be included in the first line of the three-Power text in the form in which that text had just been approved. The Committee decided to include such a reference by 26 votes to 1, with 55 abstentions.

(iii) *Three-Power amendment (A/C.6/L.678) as a whole*

The three-Power text as a whole, as amended, was then approved, as the result of a roll-call vote requested by the representative of the Union of Soviet Socialist Republics, by 42 votes to 20, with 23 abstentions. The voting was as follows:

*In favour:* Australia, Austria, Belgium, Brazil, Burma, Cameroon, Canada, Ceylon, Chile, China, Cyprus, Dahomey, Denmark, El Salvador, Finland, France,

Gabon, Greece, Guatemala, India, Iran, Ireland, Italy, Ivory Coast, Japan, Lebanon, Luxembourg, Madagascar, Mauritius, Mexico, Netherlands, New Zealand, Norway, Pakistan, Philippines, Portugal, South Africa, Spain, Turkey, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America.

*Against:* Bulgaria, Byelorussian Soviet Socialist Republic, Cuba, Czechoslovakia, Ecuador, Guyana, Haiti, Honduras, Hungary, Iraq, Jamaica, Liberia, Mongolia, Niger, Nigeria, Poland, Romania, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, Yugoslavia.

*Abstaining:* Afghanistan, Algeria, Argentina, Bolivia, Chad, Colombia, Ethiopia, Ghana, Indonesia, Libya, Malawi, Morocco, Peru, Rwanda, Saudi Arabia, Syria, Trinidad and Tobago, Tunisia, Uganda, United Arab Republic, Uruguay, Venezuela, Zambia.

72. Also at the 1051st meeting, the Sixth Committee referred the text thus approved to the Drafting Committee.

(c) *Consideration of the text adopted by the Drafting Committee*

73. At the 1087th meeting of the Sixth Committee, the Chairman of the Drafting Committee submitted the text adopted by the Committee for article 8 (see A/C.6/L.728/Add.3). The Sixth Committee adopted that text (see para. 74 below).

(d) *Text adopted by the Sixth Committee*

74. The text adopted by the Sixth Committee is worded as follows:

"ARTICLE 8

"Subject to the provisions of articles 10, 11 and 12, the sending State may freely appoint the members of the special mission, after having given to the receiving State all necessary information concerning the size and composition of the special mission, and in particular the names and designations of the persons it intends to appoint. The receiving State may decline to accept a special mission of a size that is not considered by it to be reasonable, having regard to circumstances and conditions in the receiving State and to the needs of the particular mission. It may also, without giving reasons, decline to accept any person as a member of the special mission."

*Article 10*

1. *Text of the International Law Commission*

75. The text of the International Law Commission was worded as follows:

"ARTICLE 10

*"Nationality of the members of the special mission"*

"1. The representatives of the sending State in the special mission and the members of its diplomatic staff should in principle be of the nationality of the sending State.

"2. Nationals of the receiving State may not be appointed to a special mission except with the consent of that State, which may be withdrawn at any time.

"3. The receiving State may reserve the right provided for in paragraph 2 with regard to nationals of a third State who are not also nationals of the sending State."

2. *Amendments*

76. Amendments to article 10 were submitted by France (A/C.6/L.667) and Kuwait (A/C.6/L.677).



77. The amendments were worded as follows :

(a) France (A/C.6/L.667) :

Replace paragraph 1 by the following :

"1. The representative of the sending State serving as head of the special mission and his alternates and advisers should in principle be of the nationality of the sending State."

(This amendment was withdrawn—see para. 79 below.)

(b) Kuwait (A/C.6/L.677) :

Add to paragraph 1 the following sentence :

"The sending State may, however, include nationals of third States in its special mission."

(This amendment was referred to the Drafting Committee—see para. 80 below.)

3. *Work of the Sixth Committee*

(a) *Meetings*

78. The Sixth Committee considered article 10 for the first time at its 1051st meeting, on 25 October 1968. At its 1088th meeting, on 6 December 1968, the Committee considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.1).

(b) *Initial consideration*

79. At the 1051st meeting, the representative of France said that she would not press for a vote on her amendment (A/C.6/L.667).

80. At the same meeting, the Sixth Committee approved article 10, as drafted by the International Law Commission, by 88 votes to 1, with 1 abstention, and referred it to the Drafting Committee with the amendment of Kuwait (A/C.6/L.677).

(c) *Consideration of the text adopted by the Drafting Committee*

81. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 10 (see A/C.6/L.728/Add.1). The Sixth Committee adopted that text (see para. 82 below).

(d) *Text adopted by the Sixth Committee*

82. The text adopted by the Sixth Committee is worded as follows :

"ARTICLE 10

"1. The representatives of the sending State in the special mission and the members of its diplomatic staff should in principle be of the nationality of the sending State.

"2. Nationals of the receiving State may not be appointed to a special mission except with the consent of that State, which may be withdrawn at any time.

"3. The receiving State may reserve the right provided for in paragraph 2 with regard to nationals of a third State who are not also nationals of the sending State."

*Article 11*

1. *Text of the International Law Commission*

83. The text of the International Law Commission was worded as follows :

"ARTICLE 11

*"Notifications*

"1. The Ministry of Foreign Affairs, or such other organ of the receiving State as may be agreed, shall be notified of

"(a) The composition of the special mission and any subsequent changes therein ;

"(b) The arrival and final departure of members of the mission and the termination of their functions with the mission ;

"(c) The arrival and final departure of any person accompanying a member of the mission ;

"(d) The engagement and discharge of persons residing in the receiving State as members of the mission or a private staff ;

"(e) The appointment of the head of the special mission, if there is none, of the representative referred to in paragraph 1 of article 14, and of any substitute for them ;

"(f) The site of the premises occupied by the special mission and any information that may be necessary to identify them.

"2. Whenever possible, notification of arrival and final departure must be given in advance."

2. *Amendments*

84. An amendment to article 11 was submitted by Spain (A/C.6/L.674).

85. The amendment read as follows :

Paragraph 1 :

Amend sub-paragraph (f) to read as follows :

"The site of the premises occupied by the special mission and of the private quarters of the representatives of the sending State and of the members of the diplomatic staff of the special mission, as well as any information that may be necessary to identify them."

(The amendment was approved in substance and referred to the Drafting Committee—see para. 87 below.)

3. *Work of the Sixth Committee*

(a) *Meetings*

86. The Sixth Committee considered article 11 for the first time at its 1051st meeting, on 25 October 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.1).

(b) *Initial consideration*

87. At its 1051st meeting, the Sixth Committee approved article 11 as drafted by the International Law Commission and the substance of the amendment of Spain (A/C.6/L.674) and referred the article and the amendment to the Drafting Committee.

(c) *Consideration of the text adopted by the Drafting Committee*

88. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 11 (see A/C.6/L.728/Add.1). The Sixth Committee adopted that text (see para. 89 below).

(d) *Text adopted by the Sixth Committee*

89. The text adopted by the Sixth Committee is worded as follows :

"ARTICLE 11

"1. The Ministry of Foreign Affairs, or such other organ of the receiving State as may be agreed, shall be notified of :

“(a) The composition of the special mission and any subsequent changes therein;

“(b) The arrival and final departure of members of the mission and the termination of their functions with the mission;

“(c) The arrival and final departure of any person accompanying a member of the mission;

“(d) The engagement and discharge of persons residing in the receiving State as members of the mission or as private staff;

“(e) The appointment of the head of the special mission or, if there is none, of the representative referred to in paragraph 1 of article 14, and of any substitute for them;

“(f) The location of the premises occupied by the special mission and of the private accommodation of the representatives of the sending State and of the members of the diplomatic staff of the special mission, as well as any information that may be necessary to identify such premises and accommodation.

“2. Unless it is impossible, notification of arrival and final departure must be given in advance.”

#### Article 12

##### 1. Text of the International Law Commission

90. The text of the International Law Commission was worded as follows:

#### “ARTICLE 12

##### “Persons declared non grata or not acceptable

“1. The receiving State may, at any time and without having to explain its decision, notify the sending State that any representative of the sending State in the special mission or any member of its diplomatic staff is *persona non grata* or that any other member of the staff of the mission is not acceptable. In any such case, the sending State shall, as appropriate, either recall the person concerned or terminate his functions with the mission. A person may be declared *non grata* or not acceptable before arriving in the territory of the receiving State.

“2. If the sending State refuses or fails within a reasonable period to carry out its obligations under paragraph 1 of this article, the receiving State may refuse to recognize the person concerned as a member of the special mission.”

##### 2. Amendments

91. No amendments were submitted to article 12.

##### 3. Work of the Sixth Committee

###### (a) Meetings

92. The Sixth Committee considered article 12 for the first time at its 1051st meeting, on 25 October 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.1).

###### (b) Initial consideration

93. At its 1051st meeting, the Sixth Committee approved article 12 as drafted by the International Law Commission and referred it to the Drafting Committee.

###### (c) Consideration of the text adopted by the Drafting Committee

94. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 12 (see A/C.6/L.728/Add.1). The Sixth Committee adopted that text (see para. 98 below).

###### (d) Text adopted by the Sixth Committee

95. The text adopted by the Sixth Committee is worded as follows:

#### “ARTICLE 12

“1. The receiving State may, at any time and without having to explain its decision, notify the sending State that any representative of the sending State in the special mission or any member of its diplomatic staff is *persona non grata* or that any other member of the staff of the mission is not acceptable. In any such case, the sending State shall, as appropriate, either recall the person concerned or terminate his functions with the mission. A person may be declared *non grata* or not acceptable before arriving in the territory of the receiving State.

“2. If the sending State refuses or fails within a reasonable period to carry out its obligations under paragraph 1 of this article, the receiving State may refuse to recognize the person concerned as a member of the special mission.”

#### ARTICLE 13

##### 1. Text of the International Law Commission

96. The text of the International Law Commission was worded as follows:

#### “ARTICLE 13

##### “Commencement of the functions of a special mission

“1. The functions of a special mission shall commence as soon as the mission enters into official contact with the Ministry of Foreign Affairs or with such other organ of the receiving State as may be agreed.

“2. The commencement of the functions of a special mission shall not depend upon presentation of the mission by the permanent diplomatic mission of the sending State or upon the submission of letters of credence or full powers.”

##### 2. Amendments

97. No amendments were submitted to article 13.

##### 3. Work of the Sixth Committee

###### (a) Meetings

98. The Sixth Committee considered article 13 for the first time at its 1052nd meeting, on 28 October 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.1).

###### (b) Initial consideration

99. At its 1052nd meeting, the Sixth Committee approved article 13 as drafted by the International Law Commission and referred it, together with certain observations made by the Belgian delegation, to the Drafting Committee.

###### (c) Consideration of the text adopted by the Drafting Committee

100. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 13 (see A/C.6/L.728/Add.1). The Sixth Committee adopted that text (see para. 101 below).

###### (d) Text adopted by the Sixth Committee

101. The text adopted by the Sixth Committee is worded as follows:

## "ARTICLE 13

"1. The functions of a special mission shall commence as soon as the mission enters into official contact with the Ministry of Foreign Affairs or with such other organ of the receiving State as may be agreed.

"2. The commencement of the functions of a special mission shall not depend upon presentation of the mission by the permanent diplomatic mission of the sending State or upon the submission of letters of credence or full powers."

## ARTICLE 14

1. *Text of the International Law Commission*

102. The text of the International Law Commission was worded as follows:

## "ARTICLE 14

*"Authority to act on behalf of the special mission"*

"1. The head of the special mission or, if the sending State has not appointed a head, one of the representatives of the sending State designated by the latter, is authorized to act on behalf of the special mission and to address communications to the receiving State. The receiving State shall address communications concerning the special mission to the head of the mission or, if there is none, to the representative referred to above, either direct or through the permanent diplomatic mission.

"2. A member of the special mission may be authorized by the sending State, by the head of the special mission or, if there is none, by the representative referred to in paragraph 1 above, either to substitute for the head of the special mission or for the aforesaid representative, or to perform particular acts on behalf of the mission."

2. *Amendments*

103. An amendment to article 14 was submitted by the United Kingdom of Great Britain and Northern Ireland (A/C.6/L.655).

104. The amendment read as follows:

Paragraph 1:

(a) In the first sentence before the word "authorized" insert the words "normally the only person".

(b) In the second sentence before the word "address" insert the word "normally".

(The amendment was referred to the Drafting Committee—see para. 106 below.)

3. *Work of the Sixth Committee*(a) *Meetings*

105. The Sixth Committee considered article 14 for the first time at its 1052nd meeting, on 28 October 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.2).

(b) *Initial consideration*

106. At its 1052nd meeting, the Sixth Committee approved article 14 as drafted by the International Law Commission and referred it to the Drafting Committee together with the amendment of the United Kingdom (A/C.6/L.655).

(c) *Consideration of the text adopted by the Drafting Committee*

107. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 14 (see A/C.6/L.728/Add.2). The Sixth Committee adopted that text (see para. 108 below).

(d) *Text adopted by the Sixth Committee*

108. The text adopted by the Sixth Committee is worded as follows:

## "ARTICLE 14

"1. The head of the special mission or, if the sending State has not appointed a head, one of the representatives of the sending State designated by the latter, is authorized to act on behalf of the special mission and to address communications to the receiving State. The receiving State shall address communications concerning the special mission to the head of the mission, or, if there is none, to the representative referred to above, either direct or through the permanent diplomatic mission.

"2. However, a member of the special mission may be authorized by the sending State, by the head of the special mission or, if there is none, by the representative referred to in paragraph 1 above, either to substitute for the head of the special mission or for the aforesaid representative, or to perform particular acts on behalf of the mission."

## ARTICLE 15

1. *Text of the International Law Commission*

109. The text of the International Law Commission was worded as follows:

## "ARTICLE 15

*"Organ of the receiving State with which official business is conducted"*

"All official business with the receiving State entrusted to the special mission by the sending State shall be conducted with or through the Ministry of Foreign Affairs or with such other organ of the receiving State as may be agreed."

2. *Amendments*

110. No amendments were submitted to article 15.

3. *Work of the Sixth Committee*(a) *Meetings*

111. The Sixth Committee considered article 15 for the first time at its 1052nd meeting, on 28 October 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.2).

(b) *Initial consideration*

112. At its 1052nd meeting, on 28 October 1968, the Sixth Committee approved article 15 as drafted by the International Law Commission and referred it to the Drafting Committee.

(c) *Consideration of the text adopted by the Drafting Committee*

113. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 15 (see A/C.6/L.728/Add.2). The Sixth Committee adopted that text (see para. 114 below).

(d) *Text adopted by the Sixth Committee*

114. The text adopted by the Sixth Committee is worded as follows:

## "ARTICLE 15

"All official business with the receiving State entrusted to the special mission by the sending State shall be conducted with or through the Ministry of Foreign Affairs or with such other organ of the receiving State as may be agreed."

## ARTICLE 16

1. *Text of the International Law Commission*

115. The text of the International Law Commission was worded as follows:

## "ARTICLE 16

*"Rules concerning precedence"*

"1. Where two or more special missions meet on the territory of the receiving State or of a third State, precedence among the missions shall be determined, in the absence of a special agreement, according to the alphabetical order of the names of the States used by the protocol of the State on whose territory the missions are meeting.

"2. Precedence among two or more special missions which meet on a ceremonial or formal occasion shall be governed by the protocol in force in the receiving State.

"3. Precedence among the members of the same special mission shall be that which is notified to the receiving State or to the third State on whose territory two or more special missions are meeting."

2. *Amendments*

116. No amendments were submitted to article 16.

3. *Work of the Sixth Committee*a) *Meetings*

117. The Sixth Committee considered article 16 for the first time at its 1052nd meeting, on 28 October 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee or that article (see A/C.6/L.728/Add.2).

b) *Initial consideration*

118. At its 1052nd meeting, the Sixth Committee approved article 16 as drafted by the International Law Commission and referred it to the Drafting Committee.

(c) *Consideration of the text adopted by the Drafting Committee*

119. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 16 (see A/C.6/L.728/Add.2). The Sixth Committee adopted that text (see para. 120 below).

(d) *Text adopted by the Sixth Committee*

120. The text adopted by the Sixth Committee is worded as follows:

## "ARTICLE 16

"1. Where two or more special missions meet on the territory of the receiving State or of a third State, precedence among the missions shall be determined, in the absence of a special agreement, according to the alphabetical order of the names of the States used by the protocol of the State on whose territory the missions are meeting.

"2. Precedence among two or more special missions which meet on a ceremonial or formal occasion shall be governed by the protocol in force in the receiving State.

"3. Precedence among the members of the same special mission shall be that which is notified to the receiving State or to the third State on whose territory two or more special missions are meeting."

## ARTICLE 17

1. *Text of the International Law Commission*

121. The text of the International Law Commission was worded as follows:

## "ARTICLE 17

*"Seat of the special mission"*

"1. A special mission shall have its seat in the locality agreed by the States concerned.

"2. In the absence of agreement, the special mission shall have its seat in the locality where the Ministry of Foreign Affairs of the receiving State is situated.

"3. If the special mission's functions are performed in different localities, the special mission may have more than one seat; one of such seats may be chosen as its principal seat."

2. *Amendments*

122. An amendment to article 17 was submitted by Belgium (A/C.6/L.679).

123. The amendment read as follows:

Paragraph 3:

"Replace the words 'may be chosen' in paragraph 3 by the words 'shall be chosen'."

(The amendment was rejected—see para. 125 below.)

3. *Work of the Sixth Committee*(a) *Meetings*

124. The Sixth Committee considered article 17 for the first time at its 1052nd and 1053rd meetings, on 28 and 29 October 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.2).

(b) *Initial consideration*

125. At its 1053rd meeting, the Sixth Committee rejected the Belgian amendment (A/C.6/L.679) by 34 votes to 17, with 36 abstentions.

126. At the same meeting, it approved article 17 as drafted by the International Law Commission, by 79 votes to none, with 8 abstentions, and referred it to the Drafting Committee.

(c) *Consideration of the text adopted by the Drafting Committee*

127. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 17 (see A/C.6/L.728/Add.2). The Sixth Committee adopted that text (see para. 128 below).

(d) *Text adopted by the Sixth Committee*

128. The text adopted by the Sixth Committee is worded as follows:

## "ARTICLE 17

"1. A special mission shall have its seat in the locality agreed by the States concerned.

"2. In the absence of agreement, the special mission shall have its seat in the locality where the Ministry of Foreign Affairs of the receiving State is situated.

"3. If the functions of the special mission are performed in different localities, the States concerned may agree that the special mission shall have more than one seat from among which they may choose one as the principal seat."

## ARTICLES 6 AND 18

129. These two articles are presented under a single heading as a result of the decisions taken by the Sixth Committee at its 1045th and 1087th meetings, on 21 October and 5 December 1968 (see para. 45 above and paras. 135 and 138 below).

### 1. *Text of the International Law Commission*

130. The text of the International Law Commission for these articles was worded as follows:

#### “ARTICLE 6

“*Sending of special missions by two or more States in order to deal with a question of common interest*

“Two or more States may each send a special mission at the same time to another State in order to deal, with the agreement of all of them, with a question of common interest.”

#### “ARTICLE 18

“*Activities of special missions on the territory of a third State*

“1. Special missions from two or more States may meet on the territory of a third State only after obtaining the express consent of that State, which retains the right to withdraw it.

“2. In giving its consent, the third State may impose conditions which shall be observed by the sending States.

“3. The third State shall assume in respect of the sending State the rights and obligations of a receiving State only to the extent that it so indicates.”

### 2. *Amendments*

131. No amendments were submitted to article 6.<sup>15</sup>

132. An amendment to article 18 was submitted by Zambia (A/C.6/L.681).

133. The amendment was worded as follows:

Insert a new paragraph as follows:

“Two or more States may, as a result of consultation between them, send special missions to the territory of one of them with the consent of that State, in order to deal with a question of common interest to all of them.”<sup>16</sup>

(The amendment was referred to the Drafting Committee—see para. 136 below.)

### 3. *Work of the Sixth Committee*

#### (a) *Meetings*

134. The Sixth Committee considered article 6 for the first time at its 1044th and 1045th meetings, on 18 and 21 October 1968. The article was subsequently considered in conjunction with article 18 at the 1053rd meeting, on 29 October 1968. At its 1087th, 1088th and 1089th meetings, on 5 and 6 December 1968, the Committee considered the texts adopted by the Drafting Committee for those articles (see A/C.6/L.728/Add.1 and 3).

#### (b) *Initial consideration*

135. At the 1044th meeting, the representative of the United States of America orally proposed the deletion of article 6. At its 1045th meeting, the Committee decided not to take a decision on article 6 until it had considered article 18.

136. At its 1053rd meeting, the Committee considered article 6 in conjunction with article 18 and decided to refer both articles, together with the amendment of Zambia (A/C.6/L.681), to the Drafting Committee.

<sup>15</sup> But see foot-note 16 below.

<sup>16</sup> At the 1053rd meeting, on 29 October 1968, the representative of Zambia said that his amendment could be regarded either as adding a new paragraph to article 18 or as proposing a new wording for article 6.

#### (c) *Texts adopted by the Drafting Committee*

137. At the 1087th meeting of the Sixth Committee the Chairman of the Drafting Committee presented the text adopted by that Committee for article 6 (see A/C.6/L.728/Add.3). The text was as follows:

#### “ARTICLE 6

“Two or more States may each send a special mission at the same time to another State, with the consent of that State obtained in accordance with article 2, in order to deal, with the agreement of all of these States, with a question of common interest to all of them.”

138. At the same meeting, an oral amendment to the text was submitted by the United States of America to add the word “jointly” after the word “deal”. The Committee decided not to come to any decision until it had considered the text adopted by the Drafting Committee for article 18.

139. At the 1088th meeting of the Sixth Committee the Chairman of the Drafting Committee presented the text adopted by that Committee for article 18 (see A/C.6/L.728/Add.3).

140. At the 1089th meeting, the Committee considered together the texts adopted by the Drafting Committee for articles 6 and 18. It had before it a revised version of the United States oral amendment to article 6 (see para. 138 above), sponsored jointly by Cameroon and the United States, for the addition of the word “together” after the word “deal”. The Committee adopted that amendment and the text of the Drafting Committee, thus amended. It also adopted the text recommended by the Drafting Committee for article 18.

#### (d) *Texts adopted by the Sixth Committee*

141. The texts adopted by the Sixth Committee are worded as follows:

#### “ARTICLE 6

“Two or more States may each send a special mission at the same time to another State, with the consent of that State obtained in accordance with article 2, in order to deal together, with the agreement of all of these States, with a question of common interest to all of them.”

#### “ARTICLE 18

“1. Special missions from two or more States may meet on the territory of a third State only after obtaining the express consent of that State, which retains the right to withdraw it.

“2. In giving its consent, the third State may lay down conditions which shall be observed by the sending States.

“3. The third State shall assume in respect of the sending States the rights and obligations of a receiving State to the extent that it indicates in giving its consent.”

#### ARTICLE 19

##### 1. *Text of the International Law Commission*

142. The text of the International Law Commission was worded as follows:

#### “ARTICLE 19

“*Right of special missions to use the flag and emblem of the sending State*

“1. A special mission shall have the right to use the flag and emblem of the sending State on the premises occupied by the mission, and on its means of transport when used on official business.

"2. In the exercise of the right accorded by this article, regard shall be had to the laws, regulations and usages of the receiving State."

## 2. Amendments

143. Amendments to article 19 were submitted by Belgium (A/C.6/L.680) and the Netherlands (A/C.6/L.689).

144. The amendments were the following:

a) Belgium (A/C.6/L.680):

paragraph 1:

Replace the second part of the paragraph, after the words "by the mission, and", by the words "on the means of transport of the representative who is the head of the special mission, when used on official business".

(This amendment was rejected—see para. 146 below.)

b) Netherlands (A/C.6/L.689):

paragraph 1:

"Insert at the beginning of article 19, paragraph 1, the words "Except as otherwise agreed".

(This amendment was referred to the Drafting Committee—see para. 147 below.)

## 3. Work of the Sixth Committee

a) Meetings

145. The Sixth Committee considered article 19 for the first time at its 1054th meeting, on 29 October 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.3).

b) Initial consideration

146. At its 1054th meeting, the Sixth Committee rejected the Belgian amendment (A/C.6/L.680) by 5 votes to 34, with 12 abstentions.

147. At the same meeting, it approved article 19 as drafted by the International Law Commission by a vote of 75 to 1, with 7 abstentions, and referred it to the Drafting Committee, together with the Netherlands amendment (A/C.6/L.689).

c) Consideration of the text adopted by the Drafting Committee

148. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 19 (see A/C.6/L.728/Add.3). The Sixth Committee adopted that text (see para. 149 below).

d) Text adopted by the Sixth Committee

149. The text adopted by the Sixth Committee is worded as follows:

### "ARTICLE 19

"1. A special mission shall have the right to use the flag and emblem of the sending State on the premises occupied by the mission, and on its means of transport when used on official business.

"2. In the exercise of the right accorded by this article, regard shall be had to the laws, regulations and usages of the receiving State."

### ARTICLE 20

#### 1. Text of the International Law Commission

150. The text of the International Law Commission was worded as follows:

### "ARTICLE 20

#### "End of the functions of a special mission

"1. The functions of a special mission shall come to an end, *inter alia*, upon:

"(a) The agreement of the States concerned;

"(b) The completion of the task of the special mission;

"(c) The expiry of the duration assigned for the special mission, unless it is expressly extended;

"(d) Notification by the sending State that it is terminating or recalling the special mission;

"(e) Notification by the receiving State that it considers the special mission terminated.

"2. The severance of diplomatic or consular relations between the sending State and the receiving State shall not of itself have the effect of terminating special missions existing at the time of such severance."

## 2. Amendments

151. No amendments were submitted to article 20.

## 3. Work of the Sixth Committee

(a) Meetings

152. The Sixth Committee considered article 20 for the first time at its 1052nd and 1054th meetings, on 28 and 29 October 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.3).

(b) Initial consideration

153. At its 1054th meeting, the Sixth Committee approved article 20 as drafted by the International Law Commission and referred it to the Drafting Committee.

(c) Consideration of the text adopted by the Drafting Committee

154. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 20 (see A/C.6/L.728/Add.3). The Sixth Committee adopted that text (see para. 155 below).

(d) Text adopted by the Sixth Committee

155. The text adopted by the Sixth Committee is worded as follows:

### "ARTICLE 20

"1. The functions of a special mission shall come to an end, *inter alia*, upon:

"(a) The agreement of the States concerned;

"(b) The completion of the task of the special mission;

"(c) The expiry of the duration assigned for the special mission, unless it is expressly extended;

"(d) Notification by the sending State that it is terminating or recalling the special mission;

"(e) Notification by the receiving State that it considers the special mission terminated.

"2. The severance of diplomatic or consular relations between the sending State and the receiving State shall not of itself have the effect of terminating special missions existing at the time of such severance."

### ARTICLE 21

#### 1. Text of the International Law Commission

156. The text of the International Law Commission was worded as follows:

## "ARTICLE 21

*"Status of the Head of State and persons of high rank"*

"1. The Head of the sending State, when he leads a special mission, shall enjoy in the receiving State or in a third State, in addition to what is granted by these articles, the facilities, privileges and immunities accorded by international law to Heads of State on an official visit.

"2. The Head of the Government, the Minister for Foreign Affairs and other persons of high rank, when they take part in a special mission of the sending State, shall enjoy, in the receiving State or in a third State, in addition to what is granted by these articles, the facilities, privileges and immunities accorded by international law."

2. *Amendments*

157. Amendments to article 21 were submitted by the following States: Belgium (A/C.6/L.682), France (A/C.6/L.692), and the United Kingdom of Great Britain and Northern Ireland (A/C.6/L.697). In addition, a sub-amendment was submitted by Ghana (A/C.6/L.719) to the French amendment (A/C.6/L.692).

158. The amendments were as follows:

## (a) Belgium (A/C.6/L.682):

Delete the entire article.

(This amendment was withdrawn—see para. 161 below.)

## (b) France (A/C.6/L.692):

Replace the article by the following:

"1. The Head of the sending State, when he leads a special mission, shall enjoy in the receiving State, or in a third State, the facilities, privileges and immunities accorded by international law to Heads of State on an official visit.

"2. The Head of the Government, the Minister for Foreign Affairs and Ministers of comparable rank, when they take part in a special mission of the sending State, shall enjoy, in the receiving State or in a third State, the facilities, privileges and immunities accorded to diplomatic agents [by the Vienna Convention on Diplomatic Relations]. The privileges and immunities of diplomatic agents may be accorded to other persons of high rank by special agreement between the sending State and the receiving State.

"3. Members of special missions other than the persons of high rank referred to in the preceding paragraph shall enjoy the privileges and immunities defined in the following articles."

(Paragraph 1 of this amendment was approved; paragraphs 2 and 3 were rejected—see para. 162 below.)

## (c) United Kingdom of Great Britain and Northern Ireland (A/C.6/L.697):

(a) Insert a new paragraph 1 as follows:

"The privileges and immunities set out in this part shall be accorded to a special mission led by the Head of State, the Head of Government or the Foreign Minister or other Ministers of the Government of the sending State, by whatever title they may be called. Any other special mission may be accorded the privileges and immunities set out in this part by agreement between the sending and receiving States."

(b) Renumber the present paragraphs 1 and 2 as paragraphs 2 and 3.<sup>17</sup>

<sup>17</sup> This amendment was accompanied by the following note:

"The proposed new paragraph 1 for article 21 should be read in conjunction with the new articles 47 *bis* to *sexies* proposed by the United Kingdom (see annex II). If the Committee decides to include titles for the parts and articles, the title of part II might read 'Facilities, privileges and immunities of special missions led by the Head of State and persons of high rank' and the title of article 21 might read 'High-ranking special missions'."

(This amendment was withdrawn—see para. 16 below.)

159. The sub-amendment of Ghana (A/C.6/L.719) to the amendment of France (A/C.6/L.692) read as follows:

Paragraph 2:

After the words "[by the Vienna Convention on Diplomatic Relations]" delete the full-stop and add the words "and the privileges and immunities accorded to them normally in custom".

(This sub-amendment was rejected—see para. 16 below.)

3. *Work of the Sixth Committee*(a) *Meetings*

160. The Sixth Committee considered article 21 for the first time at its 1055th to 1059th, 1061st and 1063rd meetings, on 30 and 31 October and 1, 4 and 6 November 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728).

(b) *Initial consideration*

161. At its 1063rd meeting, the representatives of Belgium and the United Kingdom said that they would not press for their respective amendments (A/C.6/L.682 and A/C.6/L.697) to be put to the vote.

162. At the same meeting, the Committee voted on article 21 and on the relevant amendment and sub-amendment:

(i) *Amendment of France (A/C.6/L.692) (put to the vote paragraph by paragraph) and sub-amendment of Ghana (A/C.6/L.719)*

Paragraph 1 of the amendment was approved by 34 votes to 22, with 28 abstentions;

The sub-amendment of Ghana was rejected by 2 votes to 18, with 46 abstentions;

Paragraph 2 of the amendment was rejected by 4 votes to 30, with 16 abstentions;

Paragraph 3 of the amendment was rejected by 3 votes to 16, with 35 abstentions.

(ii) *Paragraph 2 of article 21 as drafted by the International Law Commission*

Paragraph 2 of article 21 as drafted by the International Law Commission was approved by 76 votes to 2 with 10 abstentions.

163. At its 1063rd meeting, the Sixth Committee referred the text thus approved to the Drafting Committee

(c) *Consideration of the text adopted by the Drafting Committee*

164. At the 1088th meeting of the Sixth Committee the Chairman of the Drafting Committee presented the text adopted by that Committee for article 21 (see A/C.6/L.728). The Sixth Committee adopted that text (see para. 165 below).

(d) *Text adopted by the Sixth Committee*

165. The text adopted by the Sixth Committee is worded as follows:

## "ARTICLE 21

"1. The Head of the sending State, when he leads a special mission, shall enjoy in the receiving State or in a third State the facilities, privileges and immunities accorded by international law to Heads of State on an official visit.

"2. The Head of the Government, the Minister for Foreign Affairs and other persons of high rank, when they take part in a special mission of the sending State, shall enjoy in the receiving State or in a third State, in addition to what is granted by these articles, the facilities, privileges and immunities accorded by international law."

#### ARTICLE 22

##### 1. *Text of the International Law Commission*

166. The text of the International Law Commission was worded as follows:

#### "ARTICLE 22

##### *"General Facilities*

"The receiving State shall accord to the special mission the facilities required for the performance of its functions, having regard to the nature and task of the special mission."

##### 2. *Amendments*

167. Amendments to article 22 were submitted by the following countries: Ghana (A/C.6/L.695), Ghana and Zambia (A/C.6/L.720), Zambia (A/C.6/L.691).

168. The amendments read as follows:

##### (a) Zambia (A/C.6/L.691):

Replace the words "the facilities" by the words "reasonable facilities".

(This amendment was withdrawn—see para. 170 below.)

##### (b) Ghana (A/C.6/L.695):

Replace the article by the following:

"By agreement with the sending State the receiving State shall accord to the special mission such facilities as may be necessary for the performance of its functions."

(This amendment was withdrawn—see para. 170 below.)

##### (c) Ghana and Zambia (A/C.6/L.720):

Replace the article by the following:

"By agreement with the sending State, the receiving State shall accord to the special mission such reasonable facilities as may be required for the performance of its functions, having regard to the nature and task of the special mission."

(This amendment was withdrawn—see para. 170 below.)

##### 3. *Work of the Sixth Committee*

##### (a) *Meetings*

169. The Committee considered article 22 for the first time at its 1062nd meeting, on 5 November 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.3).

##### (b) *Initial consideration*

170. At the 1062nd meeting, the representatives of Ghana and Zambia withdrew their respective amendments (A/C.6/L.695 and L.691) and submitted instead their joint amendment (A/C.6/L.720); they then indicated that they would not press for a vote on the latter amendment.

171. At the same meeting, the Sixth Committee approved article 22 as drafted by the International Law Commission and referred it to the Drafting Committee.

##### (c) *Consideration of the text adopted by the Drafting Committee*

172. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 22 (see A/C.6/L.728/Add.3). The Sixth Committee adopted that text (see para. 173 below).

##### (d) *Text adopted by the Sixth Committee*

173. The text adopted by the Sixth Committee is worded as follows:

#### "ARTICLE 22

"The receiving State shall accord to the special mission the facilities required for the performance of its functions, having regard to the nature and task of the special mission."

#### ARTICLE 23

##### 1. *Text of the International Law Commission*

174. The text of the International Law Commission was worded as follows:

#### "ARTICLE 23

##### *"Accommodation of the special mission and its members*

"The receiving State shall assist the special mission if it so requests in procuring the necessary premises and obtaining suitable accommodation for its members."

##### 2. *Amendments*

175. No amendments were submitted to article 23.

##### 3. *Work of the Sixth Committee*

##### (a) *Meetings*

176. The Sixth Committee considered article 23 for the first time at its 1062nd meeting, on 5 November 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.3).

##### (b) *Initial consideration*

177. At its 1062nd meeting, the Sixth Committee approved article 23 as drafted by the International Law Commission and referred it to the Drafting Committee.

##### (c) *Consideration of the text adopted by the Drafting Committee*

178. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 23 (see A/C.6/L.728/Add.3). The Sixth Committee adopted that text (see para. 179 below).

##### (d) *Text adopted by the Sixth Committee*

179. The text adopted by the Sixth Committee is worded as follows:

#### "ARTICLE 23

"The receiving State shall assist the special mission, if it so requests, in procuring the necessary premises and obtaining suitable accommodation for its members."

#### ARTICLE 24

##### 1. *Text of the International Law Commission*

180. The text of the International Law Commission was worded as follows:



## "ARTICLE 24

*"Exemption of the premises of the special mission from taxation"*

"1. The sending State and the members of the special mission acting on behalf of the mission shall be exempt from all national, regional or municipal dues and taxes in respect of the premises occupied by the special mission, other than such as represent payment for specific services rendered.

"2. The exemption from taxation referred to in this article shall not apply to such dues and taxes payable under the law of the receiving State by persons contracting with the sending State or with a member of the special mission."

2. *Amendments*

181. Amendments to article 24 were submitted by Belgium (A/C.6/L.683) and France (A/C.6/L.693).

182. The amendments were as follows:

(a) Belgium (A/C.6/L.683):

Paragraph 1:

Replace the words "on behalf of the mission" by the words "on behalf of the sending State".

(This amendment was referred to the Drafting Committee—see para. 185 below.)

(b) France (A/C.6/L.693):

Start paragraph 1 with the following words: "To the text compatible with the nature and duration of the functions performed by the special mission, the sending State...".

(This amendment was approved—see para. 184 below.)

3. *Work of the Sixth Committee*

(a) *Meetings*

183. The Sixth Committee considered article 24 for the first time at its 1063rd and 1064th meetings, on 6 November 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.3).

(b) *Initial consideration*

184. At its 1063rd meeting, the Committee approved the French amendment (A/C.6/L.693) by 32 votes to 25, with 25 abstentions.

185. At the same meeting, it approved article 24, as amended, by 41 votes to 14, with 28 abstentions, and referred the text thus approved to the Drafting Committee, together with the Belgian amendment (A/C.6/L.683).

(c) *Consideration of the text adopted by the Drafting Committee*

186. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 24 (see A/C.6/L.728/Add.3). The Sixth Committee adopted that text (see para. 187 below).

(d) *Text adopted by the Sixth Committee*

187. The text adopted by the Sixth Committee is worded as follows:

## "ARTICLE 24

"1. To the extent compatible with the nature and duration of the functions performed by the special mission, the sending State and the members of the special mission acting on behalf of the mission shall be exempt from all national, regional or municipal dues and taxes in respect of the premises occupied by the special mission, other than such as represent payment for specific services rendered.

"2. The exemption from taxation referred to in this article shall not apply to such dues and taxes payable under the law of the receiving State by persons contracting with the sending State or with a member of the special mission."

## ARTICLE 25

1. *Text of the International Law Commission*

188. The text of the International Law Commission was worded as follows:

## "ARTICLE 25

*"Inviolability of the premises"*

"1. The premises of the special mission shall be inviolable. The agents of the receiving State may not enter the premises of the special mission, except with the consent of the head of the special mission or, if appropriate, of the head of the permanent diplomatic mission of the sending State accredited to the receiving State. Such consent may be assumed in case of fire or other disaster requiring prompt protective action.

"2. The receiving State is under a special duty to take all appropriate steps to protect the premises of the special mission against any intrusion or damage and to prevent any disturbance of the peace of the mission or impairment of its dignity.

"3. The premises of the special mission, their furnishings, other property used in the operation of the special mission and its means of transport shall be immune from search, requisition, attachment or execution."

2. *Amendments*

189. Amendments to article 25 were submitted by the following countries: Argentina (A/C.6/L.723), Australia and United Kingdom of Great Britain and Northern Ireland (A/C.6/L.722), France (A/C.6/L.694), Ukrainian Soviet Socialist Republic (A/C.6/L.690).

190. The amendments read as follows:

(a) Ukrainian Soviet Socialist Republic (A/C.6/L.690):

Paragraph 1:

Delete the sentence "Such consent may be assumed in case of fire or other disaster requiring prompt protective action."

(b) France (A/C.6/L.694):

Paragraph 1:

Replace the first sentence by the following sentence: "The premises where the special mission is officially established shall be inviolable".

Paragraph 3:

Delete the paragraph.

(The amendment to paragraph 1 was approved; the amendment to paragraph 3 was rejected—see para. 192 below.)

(c) Australia and United Kingdom of Great Britain and Northern Ireland (A/C.6/L.722):<sup>18</sup>

Paragraph 1:

At the end of the paragraph, add the following sentence:

"The receiving State shall not be required to apply the provisions of this paragraph where the sending State main-

<sup>18</sup> This amendment replaced a text submitted by the United Kingdom in document A/C.6/L.721, which was worded as follows:

"Paragraph 1:

"At the end of the paragraph, add the following sentence:

"The receiving State shall not be required to apply the provisions of this paragraph where the sending State maintains a permanent diplomatic mission in the locality where the seat of the special mission is situated."

tains a permanent diplomatic mission in the locality where the seat of the special mission is situated and it is reasonably practicable for the permanent diplomatic mission to make provision within its own premises for the special mission."

(This amendment was rejected—see para. 192 below.)

(d) *Argentina (A/C.6/L.723)* :

Replace the last sentence of paragraph 1 by the following:

"Such consent may be assumed in case of fire or other disaster that seriously endangers public safety, and only in the event that it has not been possible to obtain the express consent of the head of the special mission or, where appropriate, of the head of the permanent mission."

(This amendment was approved—see para. 192 below.)

### 3. *Work of the Sixth Committee*

(a) *Meetings*

191. The Sixth Committee considered article 25 for the first time at its 1064th to 1067th meetings, on 6, 7 and 8 November 1968. At its 1088th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.4).

(b) *Initial consideration*

192. At its 1067th meeting, the Sixth Committee voted as follows on article 25 and the relevant amendments:

(i) *Amendments*

The amendment of the Ukrainian Soviet Socialist Republic (A/C.6/L.690) was rejected by 42 votes to 21, with 20 abstentions;

The amendment of Argentina (A/C.6/L.723) was approved by 48 votes to 5, with 29 abstentions;

The amendment of Australia and the United Kingdom of Great Britain and Northern Ireland (A/C.6/L.722) was rejected by 47 votes to 17, with 22 abstentions;

The amendment of France to paragraph 1 (A/C.6/L.694) was approved by 32 votes to 23, with 25 abstentions;

The amendment of France to paragraph 3 (A/C.6/L.694) was rejected by 60 votes to 14, with 10 abstentions.

(ii) *Article 25, as amended*

Article 25, incorporating the amendment of Argentina (A/C.6/L.722) and the amendment of France to paragraph 1 (A/C.6/L.694), was approved by 69 votes to none, with 15 abstentions.

193. At the 1067th meeting, the Sixth Committee also referred the text thus approved to the Drafting Committee.

(c) *Consideration of the text adopted by the Drafting Committee*

194. At the 1088th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by the Committee for article 25 (see A/C.6/L.728/Add.4). The Sixth Committee adopted that text (see para. 195 below).

(d) *Text adopted by the Sixth Committee*

195. The text adopted by the Sixth Committee is worded as follows:

#### "ARTICLE 25

"1. The premises where the special mission is established in accordance with the present Convention shall be inviolable. The agents of the receiving State may not enter the said premises, except with the consent of the head of the special mission or, if appropriate, of the head of the permanent diplomatic mission of the sending State accredited to the receiving State. Such consent may be assumed in case of fire or other disaster that seriously endangers public safety, and only in the event that it has not been possible to obtain the express consent of the head of the special mission or, where appropriate, of the head of the permanent mission.

"2. The receiving State is under a special duty to take all appropriate steps to protect the premises of the special mission against any intrusion or damage and to prevent any disturbance of the peace of the mission or impairment of its dignity.

"3. The premises of the special mission, their furnishings, other property used in the operation of the special mission and its means of transport shall be immune from search, requisition, attachment or execution."

#### ARTICLE 26

##### 1. *Text of the International Law Commission*

196. The text of the International Law Commission was worded as follows:

#### "ARTICLE 26

##### *"Inviolability of archives and documents*

"The archives and documents of the special mission shall be inviolable at any time and wherever they may be."

##### 2. *Amendments*

197. An amendment to article 26 was submitted by Kuwait (A/C.6/L.718).

198. The amendment was worded as follows:

Add at the end of the article the following sentence:

"Whenever they are not easily identifiable they should bear visible external marks of their character."

(The amendment was approved—see para. 200 below.)

### 3. *Work of the Sixth Committee*

(a) *Meetings*

199. The Sixth Committee considered article 26 for the first time at its 1067th meeting, on 8 November 1968. At its 1089th meeting, on 6 December 1968, it considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.4).

(b) *Initial consideration*

200. At its 1067th meeting, the Sixth Committee approved the amendment of Kuwait (A/C.6/L.718) by 50 votes to 2, with 24 abstentions.

201. At the same meeting, it approved article 26, as amended, by 73 votes to none, with 4 abstentions, and referred the text thus approved to the Drafting Committee.

(c) *Consideration of the text adopted by the Drafting Committee*

202. At the 1089th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 26 (see A/

C.6/L.728/Add.4). The Sixth Committee adopted that text (see para. 203 below).<sup>19</sup>

(d) *Text adopted by the Sixth Committee*

203. The text adopted by the Sixth Committee is worded as follows:

“ARTICLE 26

“The archives and documents of the special mission shall be inviolable at all times and wherever they may be. They should, when necessary, bear visible external marks of identification.”

ARTICLE 27

1. *Text of the International Law Commission*

204. The text of the International Law Commission was worded as follows:

“ARTICLE 27

*Freedom of movement*

“Subject to its laws and regulations concerning zones entry into which is prohibited or regulated for reasons of national security, the receiving State shall ensure to all members of the special mission such freedom of movement and travel on its territory as is necessary for the performance of the functions of the special mission.”

2. *Amendments*

205. An amendment to article 27 was submitted by France (A/C.6/L.705).

206. The amendment was worded as follows:

Replace the opening phrase, ending with the words “for reasons of national security”, by the phrase “Subject to the exigencies of national security,”.

(The amendment was rejected—see para. 208 below.)

3. *Work of the Sixth Committee*

(a) *Meetings*

207. The Sixth Committee considered article 27 for the first time at its 1068th meeting, on 11 November 1968. At its 1089th meeting, on 6 December 1968, the Committee considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.4).

(b) *Initial consideration*

208. At the 1068th meeting, the amendment of France was rejected by 30 votes to 13, with 36 abstentions.

209. At the same meeting, the Sixth Committee approved article 27 as drafted by the International Law Commission by 72 votes to none, with 6 abstentions, and referred it to the Drafting Committee.

(c) *Consideration of the text adopted by the Drafting Committee*

210. At the 1089th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 27 (see A/C.6/L.728/Add.4). The Sixth Committee adopted that text (see para. 211 below).

<sup>19</sup> At the 1089th meeting, the representative of Mexico proposed that the words “*deberán ir*” in the Spanish version of the text should be replaced by the words “*se procurará que estén*”. The Committee postponed its decision on the matter until a later stage in its work.

(d) *Text adopted by the Sixth Committee*

211. The text adopted by the Sixth Committee is worded as follows:

“ARTICLE 27

“Subject to its laws and regulations concerning zones entry into which is prohibited or regulated for reasons of national security, the receiving State shall ensure to all members of the special mission such freedom of movement and travel on its territory as is necessary for the performance of the functions of the special mission.”

ARTICLE 28

1. *Text of the International Law Commission*

212. The text of the International Law Commission was worded as follows:

“ARTICLE 28

*Freedom of communication*

“1. The receiving State shall permit and protect free communication on the part of the special mission for all official purposes. In communicating with the Government of the sending State, its diplomatic missions, its consular post and its other special missions, or with sections of the same mission, wherever situated, the special mission may employ all appropriate means, including couriers and messages in code or cipher. However, the special mission may install and use a wireless transmitter only with the consent of the receiving State.

“2. The official correspondence of the special mission shall be inviolable. Official correspondence means all correspondence relating to the special mission and its functions.

“3. The bag of the special mission shall not be opened or detained.

“4. The packages constituting the bag of the special mission must bear visible external marks of their character and may contain only documents or articles intended for the official use of the special mission.

“5. The courier of the special mission, who shall be provided with an official document indicating his status and the number of packages constituting the bag, shall be protected by the receiving State in the performance of his functions. He shall enjoy personal inviolability and shall not be liable in any form of arrest or detention.

“6. The sending State or the special mission may designate couriers *ad hoc* of the special mission. In such cases the provisions of paragraph 5 of this article shall also apply except that the immunities therein mentioned shall cease to apply when the courier *ad hoc* has delivered to the consignee the special mission's bag in his charge.

“7. The bag of the special mission may be entrusted to the captain of a ship or of a commercial aircraft scheduled to land at an authorized port of entry. He shall be provided with an official document indicating the number of packages constituting the bag, but he shall not be considered to be a courier of the special mission. By arrangement with the appropriate authorities, the special mission may send one of its members to take possession of the bag directly and freely from the captain of the ship or of the aircraft.”

2. *Amendments*

213. Amendments to article 28 were submitted by the following countries: Belgium (A/C.6/L.684), France (A/C.6/L.706), Ghana (A/C.6/L.696/Rev.1), United Kingdom of Great Britain and Northern Ireland (A/C.6/L.699).

214. The amendments were the following:

(a) Belgium (A/C.6/L.684):

paragraph 1:

After the words "may employ", insert a comma and the words "through the diplomatic and consular channel".

(This amendment was withdrawn—see para. 216 below.)

b) Ghana (A/C.6/L.696/Rev.1):<sup>20</sup>

Add the following new paragraph 3:

"3. Where practicable, the special mission shall use the communications facilities, including the bag and the courier, of the permanent diplomatic mission of the sending State."

Renumber the existing paragraphs 3 to 7 accordingly.

(This amendment was approved—see para. 217 below.)

c) United Kingdom of Great Britain and Northern Ireland (A/C.6/L.699):

paragraph 1:

Insert the following sentence after the first sentence:

"The special mission shall, however, make use wherever possible of the communications facilities of the permanent diplomatic mission of the sending State in cases where the public correspondence facilities are not appropriate."

(This amendment was withdrawn—see para. 216 below.)

d) France (A/C.6/L.706):

Add the following paragraph 2 bis:

"The special mission shall use the bag of the diplomatic mission or consular posts of the sending State. If there are no diplomatic or consular relations between the sending State and the receiving State or if it is physically impossible to use the diplomatic bag or the consular bag, the special mission may have a bag of its own."

Add the following text to paragraph 3:

"If, however, the appropriate authorities of the receiving State have serious grounds for presuming that the bag contains articles other than the correspondence, documents and articles referred to in paragraph 4 of this article, they may request that the bag be opened in their presence by an authorized representative of the sending State. If the authorities of the latter State deny the request, the bag shall be returned to its place of origin."

(The first part of this amendment was withdrawn; the second part was rejected—see paras. 216 and 217 below.)

### 3. Work of the Sixth Committee

#### a) Meetings

215. The Sixth Committee considered article 28 for the first time at its 1068th meeting, on 11 November 1968. At its 1089th meeting, on 6 December 1968, the Committee considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.4).

#### b) Initial consideration

216. At the 1068th meeting, the representatives of Belgium and the United Kingdom withdrew their respective amendments (A/C.6/L.684, A/C.6/L.699) and the representative of France withdrew the first part of his amendment (A/C.6/L.706).

<sup>20</sup> The original version of this amendment (A/C.6/L.696) was worded as follows:

"Add the following new paragraph 3:

"3. Where appropriate, the special mission shall use the bag of the permanent diplomatic mission of the sending State for the importation and exportation of its official documents, and shall also employ the services of the courier of the permanent diplomatic mission."

"Renumber the present paragraphs 3 to 7 accordingly."

217. At the same meeting, the Sixth Committee approved the amendment of Ghana (A/C.6/L.696/Rev.1) by 54 votes to none, with 26 abstentions, and rejected the remaining part of the amendment of France (A/C.6/L.706) by 38 votes to 8, with 34 abstentions.

218. Finally, it approved article 28, as amended, by 78 votes to none, with 4 abstentions, and referred it to the Drafting Committee.

#### (c) Consideration of the text adopted by the Drafting Committee

219. At the 1089th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 28 (A/C.6/L.728/Add.4). The Sixth Committee adopted that text (see para. 220 below).

#### (d) Text adopted by the Sixth Committee

220. The text adopted by the Sixth Committee is worded as follows:

#### "ARTICLE 28

"1. The receiving State shall permit and protect free communication on the part of the special mission for all official purposes. In communicating with the Government of the sending State, its diplomatic missions, its consular posts and its other special missions, or with sections of the same mission, wherever situated, the special mission may employ all appropriate means, including couriers and messages in code or cipher. However, the special mission may install and use a wireless transmitter only with the consent of the receiving State.

"2. The official correspondence of the special mission shall be inviolable. Official correspondence means all correspondence relating to the special mission and its functions.

"3. Where practicable, the special mission shall use the means of communication, including the bag and the courier, of the permanent diplomatic mission of the sending State.

"4. The bag of the special mission shall not be opened or detained.

"5. The packages constituting the bag of the special mission must bear visible external marks of their character and may contain only documents or articles intended for the official use of the special mission.

"6. The courier of the special mission, who shall be provided with an official document indicating his status and the number of packages constituting the bag, shall be protected by the receiving State in the performance of his functions. He shall enjoy personal inviolability and shall not be liable to any form of arrest or detention.

"7. The sending State or the special mission may designate couriers *ad hoc* of the special mission. In such cases the provisions of paragraph 6 of this article shall also apply, except that the immunities therein mentioned shall cease to apply when the courier *ad hoc* has delivered to the consignee the special mission's bag in his charge.

"8. The bag of the special mission may be entrusted to the captain of a ship or of a commercial aircraft scheduled to land at an authorized port of entry. He shall be provided with an official document indicating the number of packages constituting the bag, but he shall not be considered to be a courier of the special mission. By arrangement with the appropriate authorities, the special mission may send one of its members to take possession of the bag directly and freely from the captain of the ship or of the aircraft."

#### ARTICLES 29 AND 31

#### *Explanatory note*

221. At its 1069th meeting, on 11 November 1968, the Sixth Committee decided to consider articles 29 and 31 together. However, it has been thought preferable,

for the sake of clarity, to present the two articles separately and to indicate in the case of each of them the relevant decisions adopted by the Committee.

### Article 29

#### 1. Text of the International Law Commission

222. The text of the International Law Commission was worded as follows:

#### “ARTICLE 29

##### “Personal inviolability

“The persons of the representatives of the sending State in the special mission and of the members of its diplomatic staff shall be inviolable. They shall not be liable to any form of arrest or detention. The receiving State shall treat them with due respect and shall take all appropriate steps to prevent any attack on their persons, freedom or dignity.”

#### 2. Amendments

223. An amendment to article 29 was submitted by France (A/C.6/L.707/Rev.1).

224. The amendment was worded as follows:<sup>21</sup>  
Replace article 29 by the following text:

“1. The receiving State shall treat the representatives of the sending State in the special mission and the members of its diplomatic staff with due respect and shall take all appropriate steps to prevent any attack on their persons, freedom or dignity.

“2. The representatives of the sending State in the special mission and the members of its diplomatic staff shall not be liable to arrest or preventive detention, except in cases involving a crime or serious offence and following a ruling by the competent judicial authority.

“3. With the exception of the cases specified in paragraph 2 of this article, the representatives of the sending State in the special mission and the members of its diplomatic staff shall not be liable to imprisonment or any other form of restriction of their personal freedom, except in pursuance of a definitive judicial ruling.”

(The amendment was rejected—see para. 226 below.)

#### 3. Work of the Sixth Committee

##### (a) Meetings

225. The Sixth Committee considered article 29 for the first time at its 1069th, 1070th, 1071st and 1072nd meetings, on 12, 13, 14 and 15 November 1968. At its 1089th meeting, on 6 December 1968, the Committee considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.4).

<sup>21</sup> The original version of this amendment (A/C.6/L.707) was worded as follows:

“Replace article 29 by the following text:

“1. The receiving State shall treat the representatives of the sending State in the special mission and the members of its diplomatic staff with due respect and shall take all appropriate steps to prevent any attack on their persons, freedom or dignity.

“2. The representatives of the sending State in the special mission and the members of its diplomatic staff shall not be liable to arrest or preventive detention, except in cases of serious crime or *flagrante delicto* following a ruling by the competent judicial authority.

“3. With the exception of the cases specified in paragraph 2 of this article, the representatives of the sending State in the special mission and the members of its diplomatic staff shall not be liable to imprisonment or any other form of restriction of their personal freedom, except in pursuance of a definitive judicial ruling.”

##### (b) Initial consideration

226. At the 1072nd meeting, the amendment France (A/C.6/L.707/Rev.1) was rejected by 52 votes to 16, with 20 abstentions.

227. At the same meeting, the Committee approved article 29 as drafted by the International Law Commission by 72 votes to 3, with 10 abstentions, and referred it to the Drafting Committee.

##### (c) Consideration of the text adopted by the Drafting Committee

228. At the 1089th meeting of the Sixth Committee the Chairman of the Drafting Committee presented the text adopted by that Committee for article 29 (see A/C.6/L.728/Add.4). The Sixth Committee adopted the text (see para. 229 below).

##### (d) Text adopted by the Sixth Committee

229. The text adopted by the Sixth Committee was worded as follows:

#### “ARTICLE 29

“The persons of the representatives of the sending State in the special mission and of the members of its diplomatic staff shall be inviolable. They shall not be liable to any form of arrest or detention. The receiving State shall treat them with due respect and shall take all appropriate steps to prevent any attack on their persons, freedom or dignity.”

### Article 31

#### 1. Text of the International Law Commission

230. The text of the International Law Commission was worded as follows:

#### “ARTICLE 31

##### “Immunity from jurisdiction

“1. The representatives of the sending State in the special mission and the members of its diplomatic staff shall enjoy immunity from the criminal jurisdiction of the receiving State.

“2. They shall also enjoy immunity from the civil and administrative jurisdiction of the receiving State, except in the case of:

“(a) A real action relating to private immovable property situated in the territory of the receiving State, unless the person in question holds it on behalf of the sending State for the purposes of the mission;

“(b) An action relating to succession in which the person in question is involved as executor, administrator, heir or legatee as a private person and not on behalf of the sending State;

“(c) An action relating to any professional or commercial activity exercised by the person in question in the receiving State outside his official functions;

“(d) An action for damages arising out of an accident caused by a vehicle used outside the official functions of the person in question.

“3. The representatives of the sending State in the special mission and the members of its diplomatic staff are not obliged to give evidence as witnesses.

“4. No measures of execution may be taken in respect of a representative of the sending State in the special mission or a member of its diplomatic staff except in the cases coming under sub-paragraphs (a), (b), (c) and (d) of paragraph 2 of this article, and provided that the measures concerned can be taken without infringing the inviolability of his person or his accommodation.

“5. The immunity from jurisdiction of the representative of the sending State in the special mission and of the members of its diplomatic staff does not exempt them from the jurisdiction of the sending State.”

*Amendments*

231. Amendments to article 31 were submitted by Chile (A/C.6/L.729) and France (A/C.6/L.709).

232. In addition, the Netherlands submitted two sub-amendments, one (A/C.6/L.731) to the Chilean amendment and the other (A/C.6/L.730) to the amendment of France.

233. The amendments were the following:

a) France (A/C.6/L.709):

Replace article 31 by the following:

"The representatives of the sending State in the special mission and the members of its diplomatic staff shall enjoy immunity from the criminal, civil and administrative jurisdiction of the receiving State for acts performed in the exercise of their functions and within the limits of their powers."

(This amendment was rejected—see para. 236 below.)

b) Chile (A/C.6/L.729):

Replace paragraph 2 by the following:

"They shall also enjoy immunity from the civil and administrative jurisdiction for acts performed in the exercise of their functions in the special mission."

Replace paragraph 4 by the following:

"The representatives of the sending State in the special mission and the members of its diplomatic staff shall enjoy immunity from measures of execution only within the limits specified in paragraph 2 of this article. When a measure of execution is allowable, it may in no case infringe the inviolability of their person or their accommodation."

(This amendment was rejected—see para. 236 below.)

234. The sub-amendments of the Netherlands were as follows:

1) Sub-amendment (A/C.6/L.730) to the amendment of France:

Add to the text of article 31 as proposed by France in document A/C.6/L.709 the following words:

"except in the case of a civil action for damages arising out of an accident caused by a vehicle."

(This sub-amendment was rejected—see para. 236 below.)

2) Sub-amendment (A/C.6/L.731) to the amendment of Chile:

Add to the text of paragraph 2 proposed by Chile in document A/C.6/L.729 the following words:

"except in the case of a civil action for damages arising out of an accident caused by a vehicle."

(This sub-amendment was rejected—see para. 236 below.)

*Work of the Sixth Committee*

1) *Meetings*

235. The Sixth Committee considered article 31 for the first time at its 1069th, 1070th, 1071st and 1072nd meetings, on 12, 13, 14 and 15 November 1968. At its 1089th meeting, on 6 December 1968, the Committee considered the text adopted by the Drafting Committee for that article (see A/C.6/L.728/Add.4).

a) *Initial consideration*

236. At its 1072nd meeting, the Sixth Committee acted as follows on article 31 and on the relevant amendments and sub-amendments:

1) *Amendment of France (A/C.6/L.709) and sub-amendment of the Netherlands (A/C.6/L.730):*

The Netherlands sub-amendment to the French amendment was rejected by 38 votes to 19, with 27 abstentions.

The French amendment was rejected by 47 votes to 18, with 22 abstentions.

2) *Amendment of Chile (A/C.6/L.729) and sub-amendment of the Netherlands (A/C.6/L.731):*

The Netherlands sub-amendment to the Chilean amendment was rejected by 34 votes to 26, with 27 abstentions.

The representative of the United Arab Republic having requested a separate vote on the amendment of Chile (A/C.6/L.729), the Committee voted first on the part of the amendment relating to paragraph 2, which it rejected by 33 votes to 31, with 25 abstentions, and then on the part relating to paragraph 4, which it approved by 30 votes to 28, with 29 abstentions. Since the results of the vote gave rise to discussion, the representative of the United States of America made a motion for reconsideration of the Chilean amendment, under rule 124 of the rules of procedure of the General Assembly. There were 46 votes for the motion, 22 against and 18 abstentions; having received the required two-thirds majority, the motion was adopted. The Committee accordingly reconsidered its decision on the Chilean amendment. The amendment as a whole was then put to the vote and was rejected, in a roll-call vote requested by the representative of Venezuela, by 45 votes to 28, with 17 abstentions. The voting was as follows:

*In favour:* Argentina, Australia, Austria, Belgium, Bolivia, Brazil, Canada, Ceylon, Chile, Colombia, Denmark, Ghana, Greece, Iceland, Ireland, Israel, Japan, Mexico, Netherlands, New Zealand, Norway, South Africa, Spain, Sweden, Turkey, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America.

*Against:* Algeria, Bulgaria, Byelorussian Soviet Socialist Republic, Cameroon, Congo (Democratic Republic of), Cuba, Czechoslovakia, Dahomey, Ecuador, Equatorial Guinea, Ethiopia, Guatemala, Guyana, Hungary, India, Indonesia, Iraq, Kenya, Kuwait, Liberia, Libya, Madagascar, Mongolia, Morocco, Niger, Nigeria, Panama, Paraguay, Peru, Philippines, Poland, Romania, Saudi Arabia, Sierra Leone, Singapore, Sudan, Syria, Togo, Trinidad and Tobago, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, Uruguay, Venezuela, Yugoslavia, Zambia.

*Abstaining:* Barbados, Burma, Chad, China, Cyprus, Finland, France, Gabon, Haiti, Iran, Pakistan, Portugal, Rwanda, Thailand, Tunisia, Uganda, United Arab Republic.

(iii) *Article 31 as drafted by the International Law Commission*

Finally, article 31 as drafted by the International Law Commission was approved by 68 votes to 5, with 16 abstentions.

237. At the 1072nd meeting, the Sixth Committee also referred article 31 to the Drafting Committee.

(c) *Consideration of the text adopted by the Drafting Committee*

238. At the 1089th meeting of the Sixth Committee, the Chairman of the Drafting Committee presented the text adopted by that Committee for article 31 (see A/C.6/L.728/Add.4). The Sixth Committee adopted that text (see para. 239 below).

(d) *Text adopted by the Sixth Committee*

239. The text adopted by the Sixth Committee is worded as follows:

## "ARTICLE 31

"1. The representatives of the sending State in the special mission and the members of its diplomatic staff shall enjoy immunity from the criminal jurisdiction of the receiving State.

"2. They shall also enjoy immunity from the civil and administrative jurisdiction of the receiving State, except in the case of:

"(a) A real action relating to private immovable property situated in the territory of the receiving State, unless the person in question holds it on behalf of the sending State for the purpose of the mission;

"(b) An action relating to succession in which the person in question is involved as executor, administrator, heir or legatee as a private person and not on behalf of the sending State;

"(c) An action relating to any professional or commercial activity exercised by the person in question in the receiving State outside his official functions;

"(d) An action for damages arising out of an accident caused by a vehicle used outside the official functions of the person in question.

"3. The representatives of the sending State in the special mission and the members of its diplomatic staff are not obliged to give evidence as witnesses.

"4. No measures of execution may be taken in respect of a representative of the sending State in the special mission or a member of its diplomatic staff except in the cases coming under sub-paragraphs (a), (b), (c) and (d) of paragraph 2 of this article and provided that the measures concerned can be taken without infringing the inviolability of his person or his accommodation.

"5. The immunity from jurisdiction of the representatives of the sending State in the special mission and of the members of its diplomatic staff does not exempt them from the jurisdiction of the sending State."

### III. Proposal and decisions concerning further work

#### A. PROPOSAL

240. At the 1087th meeting of the Sixth Committee, on 5 December 1968, a draft resolution (A/C.6/L.735) was submitted by Argentina, India, Iraq and Romania, which were subsequently joined by the United States of America (A/C.6/L.735/Add.1).

241. The draft resolution was worded as follows:

*"The General Assembly,*

*"Having considered the item entitled 'Draft Convention on Special Missions',*

*"Noting that it has not been possible for the General Assembly, in the time available at its twenty-third session, to complete the text of the Convention on Special Missions,*

*"1. Decides to include in the provisional agenda of its twenty-fourth session an item entitled 'Draft Convention on Special Missions', with a view to the adoption of the Convention by the General Assembly at that session;*

*"2. Requests the Secretary-General to arrange for the presence of the Special Rapporteur on Special Missions as an expert during the debates on the topic at the twenty-fourth session of the General Assembly."*

242. At its 1089th meeting, on 6 December 1968, the Committee had before it a note on the administrative and financial implications of the above draft resolution, submitted by the Secretary-General in accordance with

rule 154 of the rules of procedure of the General Assembly (A/C.6/L.737).

#### B. DECISIONS OF THE SIXTH COMMITTEE

243. At its 1039th meeting, on 15 October 1968, the Committee decided to recommend that the General Assembly should take its decisions on the draft article by a two-thirds majority of the members present at voting, pursuant to rule 85 of the rules of procedure (see para. 248 below).

244. At its 1089th meeting, on 6 December 1968, the Committee unanimously adopted the draft resolution reproduced in paragraph 241 above (see para. 242 below).

245. At the same meeting, the Committee, taking account of a statement made by the Legal Counsel at the 1072nd meeting, on 15 November 1968, decided that at the twenty-fourth session of the General Assembly the item entitled "Draft Convention on Special Missions" was referred again to the Sixth Committee:

(a) The amendments which had not been considered at the twenty-third session of the Assembly would remain before the Committee and would be issued; documents of the twenty-fourth session, unless the sponsors of the amendments informed the Secretariat before the opening of that session that those amendments had been withdrawn;

(b) The Drafting Committee would remain as constituted at the twenty-third session;

(c) Switzerland would again be invited to participate without the right to vote, in the Sixth Committee deliberations on the subject of special missions.

246. Finally, at the 1089th meeting, the Committee decided, also taking account of the statement by the Legal Counsel referred to in the paragraph 245 above, to make the following recommendation to the General Assembly:

*[For the text of the recommendation, see para. 241 (a) below.]*

#### **Recommendations of the Sixth Committee**

247. The Sixth Committee recommends to the General Assembly the adoption of the following draft resolution:

#### DRAFT CONVENTION ON SPECIAL MISSIONS

*[Text adopted by the General Assembly without change. See "Action taken by the General Assembly below.]*

248. The Sixth Committee also recommends to the General Assembly the adoption of the following decisions:

(a) In the consideration of the item entitled "Draft Convention on Special Missions" by a Main Committee at the twenty-fourth session of the General Assembly, without prejudice to the right of the Committee to consider any changes proposed by the Drafting Committee when it co-ordinates and reviews the drafting of the whole text, articles already adopted or rejected by the Sixth Committee may not be reconsidered unless the Main Committee, by a two-thirds majority of the members present and voting, so decides. Permission to speak on a motion to reconsider will be accorded only to two speakers opposing the motion, as provided by rule 12 of the rules of procedure of the General Assembly.

(b) At its twenty-fourth session, the General Assembly will take its decisions on the draft articles by a two-thirds majority of the members present and voting, pursuant to rule 85 of the rules of procedure of the General Assembly.

## Annexes

### ANNEX I

#### Text of articles adopted by the Sixth Committee

##### Article 2

A State may send a special mission to another State with the consent of the latter, previously obtained through the diplomatic or other agreed or mutually acceptable channel.

##### Article 3

The functions of a special mission shall be determined by the mutual consent of the sending and the receiving State.

##### Article 4

A State which wishes to send the same special mission to two or more States shall so inform each receiving State when seeking the consent of that State.

##### Article 5

Two or more States which wish to send a joint special mission to another State shall so inform the receiving State when seeking the consent of that State.

##### Article 6

Two or more States may each send a special mission at the same time to another State, with the consent of that State obtained in accordance with article 2, in order to deal together, with the agreement of all of these States, with a question of common interest to all of them.

##### Article 7

The existence of diplomatic or consular relations is not necessary for the sending or reception of a special mission.

##### Article 8

Subject to the provisions of articles 10, 11 and 12, the sending State may freely appoint the members of the special mission, after having given to the receiving State all necessary information concerning the size and composition of the special mission, and in particular the names and designations of the persons it intends to appoint. The receiving State may decline to accept a special mission of a size that is not considered by it to be reasonable, having regard to circumstances and conditions in the receiving State and to the needs of the particular mission. It may also, without giving reasons, decline to accept any person as a member of the special mission.

##### Article 9

1. A special mission consists of one or more representatives of the sending State from among whom the sending State may appoint a head. It may also include diplomatic staff, administrative and technical staff and service staff.

2. When members of a permanent diplomatic mission or of a consular post in the receiving State are included in a special mission, they shall continue to enjoy their privileges and immunities as members of their permanent diplomatic mission or consular post, respectively, in addition to the privileges and immunities stated in this Convention.

##### Article 10

1. The representatives of the sending State in the special mission and the members of its diplomatic staff should in principle be of the nationality of the sending State.

2. Nationals of the receiving State may not be appointed to a special mission except with the consent of that State, which may be withdrawn at any time.

3. The receiving State may reserve the right provided for in paragraph 2 with regard to nationals of a third State who are not also nationals of the sending State.

##### Article 11

1. The Ministry of Foreign Affairs, or such other organ of the receiving State as may be agreed, shall be notified of:

(a) The composition of the special mission and any subsequent changes therein;

(b) The arrival and final departure of members of the mission and the termination of their functions with the mission;

(c) The arrival and final departure of any person accompanying a member of the mission;

(d) The engagement and discharge of persons residing in the receiving State as members of the mission or as private staff;

(e) The appointment of the head of the special mission or, if there is none, of the representative referred to in paragraph 1 of article 14, and of any substitute for them;

(f) The location of the premises occupied by the special mission and of the private accommodation of the representatives of the sending State and of the members of the diplomatic staff of the special mission, as well as any information that may be necessary to identify such premises and accommodation.

2. Unless it is impossible, notification of arrival and final departure must be given in advance.

##### Article 12

1. The receiving State may, at any time and without having to explain its decision, notify the sending State that any representative of the sending State in the special mission or any member of its diplomatic staff is *persona non grata* or that any other member of the staff of the mission is not acceptable. In any such case, the sending State shall, as appropriate, either recall the person concerned or terminate his functions with the mission. A person may be declared *non grata* or not acceptable before arriving in the territory of the receiving State.

2. If the sending State refuses or fails within a reasonable period to carry out its obligations under paragraph 1 of this article, the receiving State may refuse to recognize the person concerned as a member of the special mission.

##### Article 13

1. The functions of a special mission shall commence as soon as the mission enters into official contact with the Ministry of Foreign Affairs or with such other organ of the receiving State as may be agreed.

2. The commencement of the functions of a special mission shall not depend upon presentation of the mission by the permanent diplomatic mission of the sending State or upon the submission of letters of credence or full powers.

##### Article 14

1. The head of the special mission or, if the sending State has not appointed a head, one of the representatives of the sending State designated by the latter, is authorized to act on behalf of the special mission and to address communications to the receiving State. The receiving State shall address communications concerning the special mission to the head of the mission, or, if there is none, to the representative referred to above, either direct or through the permanent diplomatic mission.

2. However, a member of the special mission may be authorized by the sending State, by the head of the special mission or, if there is none, by the representative referred to in paragraph 1 above, either to substitute for the head of the special mission or for the aforesaid representative, or to perform particular acts on behalf of the mission.

##### Article 15

All official business with the receiving State entrusted to the special mission by the sending State shall be conducted with or through the Ministry of Foreign Affairs or with such other organ of the receiving State as may be agreed.



*Article 16*

1. Where two or more special missions meet on the territory of the receiving State or of a third State, precedence among the missions shall be determined, in the absence of a special agreement, according to the alphabetical order of the names of the States used by the protocol of the State on whose territory the missions are meeting.

2. Precedence among two or more special missions which meet on a ceremonial or formal occasion shall be governed by the protocol in force in the receiving State.

3. Precedence among the members of the same special mission shall be that which is notified to the receiving State or to the third State on whose territory two or more special missions are meeting.

*Article 17*

1. A special mission shall have its seat in the locality agreed by the States concerned.

2. In the absence of agreement, the special mission shall have its seat in the locality where the Ministry of Foreign Affairs of the receiving State is situated.

3. If the functions of the special mission are performed in different localities, the States concerned may agree that the special mission shall have more than one seat from among which they may choose one as the principal seat.

*Article 18*

1. Special missions from two or more States may meet on the territory of a third State only after obtaining the express consent of that State, which retains the right to withdraw it.

2. In giving its consent, the third State may lay down conditions which shall be observed by the sending States.

3. The third State shall assume in respect of the sending States the rights and obligations of a receiving State to the extent that it indicates in giving its consent.

*Article 19*

1. A special mission shall have the right to use the flag and emblem of the sending State on the premises occupied by the mission, and on its means of transport when used on official business.

2. In the exercise of the rights accorded by this article regard shall be had to the laws, regulations and usages of the receiving State.

*Article 20*

1. The functions of a special mission shall come to an end, *inter alia*, upon:

- (a) The agreement of the States concerned;
- (b) The completion of the task of the special mission;
- (c) The expiry of the duration assigned for the special mission, unless it is expressly extended;
- (d) Notification by the sending State that it is terminating or recalling the special mission;
- (e) Notification by the receiving State that it considers the special mission terminated.

2. The severance of diplomatic or consular relations between the sending State and the receiving State shall not of itself have the effect of terminating special missions existing at the time of such severance.

*Article 21*

1. The Head of the sending State, when he leads a special mission, shall enjoy in the receiving State or in a third State the facilities, privileges and immunities accorded by international law to heads of State on an official visit.

2. The Head of the Government, the Minister for Foreign Affairs and other persons of high rank, when they take part in a special mission of the sending State, shall enjoy in the receiving State or in a third State, in addition to what is granted by these articles, the facilities, privileges and immunities accorded by international law.

*Article 22*

The receiving State shall accord to the special mission the facilities required for the performance of its functions, having regard to the nature and task of the special mission.

*Article 23*

The receiving State shall assist the special mission, if it so requests, in procuring the necessary premises and obtaining suitable accommodation for its members.

*Article 24*

1. To the extent compatible with the nature and duration of the functions performed by the special mission, the sending State and the members of the special mission acting on behalf of the mission shall be exempt from all national, regional or municipal dues and taxes in respect of the premises occupied by the special mission, other than such as represent payment for specific services rendered.

2. The exemption from taxation referred to in this article shall not apply to such dues and taxes payable under the law of the receiving State by persons contracting with the sending State or with a member of the special mission.

*Article 25*

1. The premises where the special mission is established in accordance with the present Convention shall be inviolable. The agents of the receiving State may not enter the said premises, except with the consent of the head of the special mission or, if appropriate, of the head of the permanent diplomatic mission of the sending State accredited to the receiving State. Such consent may be assumed in case of fire or other disaster that seriously endangers public safety, and only in the event that it has not been possible to obtain the express consent of the head of the special mission or, where appropriate, of the head of the permanent mission.

2. The receiving State is under a special duty to take all appropriate steps to protect the premises of the special mission against any intrusion or damage and to prevent any disturbance of the peace of the mission or impairment of its dignity.

3. The premises of the special mission, their furnishings, other property used in the operation of the special mission and its means of transport shall be immune from search, requisition, attachment or execution.

*Article 26*

The archives and documents of the special mission shall be inviolable at all times and wherever they may be. They should, when necessary, bear visible external marks of identification.

*Article 27*

Subject to its laws and regulations concerning zones entry into which is prohibited or regulated for reasons of national security, the receiving State shall ensure to all members of the special mission such freedom of movement and travel on its territory as is necessary for the performance of the functions of the special mission.

*Article 28*

1. The receiving State shall permit and protect free communication on the part of the special mission for all official purposes. In communicating with the Government of the sending State, its diplomatic missions, its consular posts and its other special missions, or with sections of the same mission, wherever situated, the special mission may employ all appropriate means, including couriers and messages in code or cipher. However, the special mission may install and use a wireless transmitter only with the consent of the receiving State.

2. The official correspondence of the special mission shall be inviolable. Official correspondence means all correspondence relating to the special mission and its functions.

3. Where practicable, the special mission shall use the means of communication, including the bag and the courier, of the permanent diplomatic mission of the sending State.

4. The bag of the special mission shall not be opened or stained.

5. The packages constituting the bag of the special mission must bear visible external marks of their character and may contain only documents or articles intended for the official use of the special mission.

6. The courier of the special mission, who shall be provided with an official document indicating his status and the number of packages constituting the bag, shall be protected by the receiving State in the performance of his functions. He shall enjoy personal inviolability and shall not be liable to any form of arrest or detention.

7. The sending State or the special mission may designate couriers *ad hoc* of the special mission. In such cases the provisions of paragraph 6 of this article shall also apply, except that the immunities therein mentioned shall cease to apply when the courier *ad hoc* has delivered to the consignee the special mission's bag in his charge.

8. The bag of the special mission may be entrusted to the captain of a ship or of a commercial aircraft scheduled to land at an authorized port of entry. He shall be provided with an official document indicating the number of packages constituting the bag, but he shall not be considered to be a courier of the special mission. By arrangement with the appropriate authorities, the special mission may send one of its members to take possession of the bag directly and freely from the captain of the ship or of the aircraft.

#### Article 29

The persons of the representatives of the sending State in the special mission and of the members of its diplomatic staff shall be inviolable. They shall not be liable to any form of arrest or detention. The receiving State shall treat them with respect and shall take all appropriate steps to prevent any attack on their persons, freedom or dignity.

#### Article 31

1. The representatives of the sending State in the special mission and the members of its diplomatic staff shall enjoy immunity from the criminal jurisdiction of the receiving State.

2. They shall also enjoy immunity from the civil and administrative jurisdiction of the receiving State, except in the case of:

(a) A real action relating to private immovable property situated in the territory of the receiving State, unless the person in question holds it on behalf of the sending State for the purposes of the mission;

(b) An action relating to succession in which the person in question is involved as executor, administrator, heir or legatee as a private person and not on behalf of the sending State;

(c) An action relating to any professional or commercial activity exercised by the person in question in the receiving State outside his official functions;

(d) An action for damages arising out of an accident caused by a vehicle used outside the official functions of the person in question.

3. The representatives of the sending State in the special mission and the members of its diplomatic staff are not obliged to give evidence as witnesses.

4. No measures of execution may be taken in respect of a representative of the sending State in the special mission or member of its diplomatic staff except in the cases coming under sub-paragraphs (a), (b), (c) and (d) of paragraph 2 of this article and provided that the measures concerned can be taken without infringing the inviolability of his person or his accommodation.

5. The immunity from jurisdiction of the representatives of the sending State in the special mission and of the members of its diplomatic staff does not exempt them from the jurisdiction of the sending State.

## ANNEX II

### Text of articles and amendments which were not examined during the twenty-third session of the General Assembly

#### ARTICLE 1

##### A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

##### *Use of terms*

For the purposes of the present articles:

(a) A "special mission" is a mission of a representative and temporary character sent by one State to another State to deal with that State on specific questions or to perform in relation to the latter State a specific task;

(b) A "permanent diplomatic mission" is a diplomatic mission sent by one State to another State and having the characteristics specified in the Vienna Convention on Diplomatic Relations;

(c) A "consular post" is any consulate-general, consulate, vice-consulate or consular agency;

(d) The "head of a special mission" is the person charged by the sending State with the duty of acting in that capacity;

(e) A "representative of the sending State in the special mission" is any person on whom the sending State has conferred that capacity;

(f) The "members of a special mission" are the head of the special mission, the representatives of the sending State in the special mission and the members of the staff of the special mission;

(g) The "members of the staff of the special mission" are the members of the diplomatic staff, the administrative and technical staff and the service staff of the special mission;

(h) The "members of the diplomatic staff" are the members of the staff of the special mission who have diplomatic status;

(i) The "members of the administrative and technical staff" are the members of the staff of the special mission employed in the administrative and technical service of the special mission;

(j) The "members of the service staff" are the members of the staff of the special mission employed by it as household workers or for similar tasks;

(k) The "private staff" are persons employed exclusively in the private service of the members of the special mission.

##### B. AMENDMENTS SUBMITTED

(a) United Kingdom of Great Britain and Northern Ireland (A/C.6/L.652):

Delete sub-paragraph (h) and substitute:

"(h) The 'members of diplomatic rank' are the members of the staff of the special mission who have a rank equivalent to that of a diplomatic agent."

*Note:* If this amendment is adopted, consequential changes to substitute the expression "members of diplomatic rank" will be required to articles 1 (g), 9, 12, 29, 30, 31, 32, 33, 34, 35, 39, 40, 41, 43 and 49.

(b) France (A/C.6/L.658):

Sub-paragraph (a):

Replace sub-paragraph (a) by the following:

"A 'Special mission' is a mission of a representative and temporary character sent by one State to another State to deal with that State on specific questions or to perform in relation to the latter State a specific task which are directly linked with government activities."

Sub-paragraph (e):

Delete sub-paragraph (e).

Sub-paragraph (f):

Replace sub-paragraph (f) by the following:

"The 'members of a special mission' are the representative of the sending State, head of the special mission, his alternates and advisers, the members of the administrative and technical staff and the members of the service staff of the special mission."

Sub-paragraph (g):

Delete sub-paragraph (g).

Sub-paragraph (h) :

Delete sub-paragraph (h).

Sub-paragraph (j) :

Replace sub-paragraph (j) by the following :

“The ‘members of the service staff’ are the members of the staff of the special mission employed in the domestic service of the mission.”

#### ARTICLE 30

A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

##### *Inviolability of the private accommodation*

1. The private accommodation of the representatives of the sending State in the special mission and of the members of its diplomatic staff shall enjoy the same inviolability and protection as the premises of the special mission.

2. Their papers, correspondence and, except as provided in paragraph 4 of article 31, their property, shall likewise enjoy inviolability.

B. AMENDMENTS SUBMITTED

(a) France (A/C.6/L.708) :

Delete the article.

(b) Sweden (A/C.6/L.725) :<sup>a</sup>

Replace paragraph 1 by the following text :

“1. The private accommodation of the representative of the sending State in the special mission and of the members of its diplomatic staff shall enjoy the same inviolability and protection as is provided for the premises of the special mission in paragraphs 1 and 2 of article 25. Consent for the agents of the receiving State to enter the private accommodation may be assumed in the case of fire or other disaster requiring prompt protective action.”

#### ARTICLE 32

A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

##### *Exemption from social security legislation*

1. Subject to the provisions of paragraph 3 of this article, representatives of the sending State in the special mission and members of its diplomatic staff shall with respect to services rendered for the sending State be exempt from social security provisions which may be in force in the receiving State.

2. The exemption provided for in paragraph 1 of this article shall also apply to persons who are in the sole private employ of a representative of the sending State in the special mission or of a member of its diplomatic staff, on condition :

(a) That such employed persons are not nationals of or permanently resident in the receiving State ; and

(b) That they are covered by the social security provisions which may be in force in the sending State or a third State.

3. Representatives of the sending State in the special mission and members of its diplomatic staff who employ persons to whom the exemption provided for in paragraph 2 of this article does not apply shall observe the obligations which the social security provisions of the receiving State impose upon employers.

4. The exemption provided for in paragraphs 1 and 2 of this article does not exclude voluntary participation in the social security system of the receiving State where such participation is permitted by that State.

5. The provisions of the present article do not affect bilateral and multilateral agreements on social security which have been previously concluded and do not preclude the subsequent conclusion of such agreements.

B. AMENDMENTS SUBMITTED

Sweden (A/C.6/L.724) :

Delete the whole article.

<sup>a</sup> This amendment was withdrawn by the Swedish representative at the 1069th meeting of the Sixth Committee.

#### ARTICLE 33

A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

##### *Exemption from dues and taxes*

The representatives of the sending State in the special mission and the members of its diplomatic staff shall be exempt from all dues and taxes, personal or real, national, regional or municipal, except :

(a) Indirect taxes of a kind which are normally incorporated in the price of goods or services ;

(b) Dues and taxes on private immovable property situated in the territory of the receiving State, unless the person concerned holds it on behalf of the sending State for the purposes of the mission ;

(c) Estate, succession or inheritance duties levied by the receiving State, subject to the provisions of article 45 ;

(d) Dues and taxes on private income having its source in the receiving State and capital taxes on investments made in commercial undertakings in the receiving State ;

(e) Charges levied for specified services rendered ;

(f) Registration, court or record fees, mortgage dues and stamp duty, with respect to immovable property, subject to the provisions of article 24.

B. AMENDMENTS SUBMITTED

(a) Belgium (A/C.6/L.685) :

Replace article 33 by the following text :

“The head and the members of the special mission and the members of the diplomatic staff of the special mission shall be exempt from all dues and taxes, national, regional or municipal, in the receiving State on all income relating to their functions in the special mission and for all acts performed for the purposes of the special mission.”

(b) France (A/C.6/L.710) :

Replace article 33 by the following :

“The representatives of the sending State in the special mission and the members of its diplomatic staff shall be exempt from all dues and taxes on their salaries and emoluments in the receiving States.”

#### ARTICLE 34

A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

##### *Exemption from personal services*

The receiving State shall exempt the representatives of the sending State in the special mission and the members of its diplomatic staff from all personal services, from all public service of any kind whatsoever, and from military obligations such as those connected with requisitioning, military contributions and billeting.

B. AMENDMENTS SUBMITTED

No amendments were submitted to article 34.

#### ARTICLE 35

A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

##### *Exemption from customs duties and inspection*

1. Within the limits of such laws and regulations as may adopt, the receiving State shall permit entry of and grant exemption from all customs duties, taxes, and related charges other than charges for storage, cartage and similar services on :

(a) Articles for the official use of the special mission :

(b) Articles for the personal use of the representatives of the sending State in the special mission and the members of its diplomatic staff or of the members of their family who accompany them.

2. The personal baggage of the representatives of the sending State in the special mission and of the members of its diplomatic staff shall be exempt from inspection, unless

re are serious grounds for presuming that it contains  
cles not covered by the exemptions mentioned in paragraph  
f this article, or articles the import or export of which is  
hibited by the law or controlled by the quarantine regula-  
s of the receiving State. Such inspection shall be conducted  
y in the presence of the person concerned, or of his  
horized representatives.

#### B. AMENDMENTS SUBMITTED

Belgium (A/C.6/L.686) :

Paragraph 1 :

In paragraph 1 (b), replace the words "Articles for the  
ersonal use" by the words "Personal effects and baggage."

United Kingdom of Great Britain and Northern Ireland  
(A/C.6/L.701) :

Paragraph 1 (b) :

Delete the words "or of the members of their family who  
company them."

France (A/C.6/L.711) :

Replace sub-paragraphs (a) and (b) of paragraph 1 by  
he following :

"(a) Articles for the administrative functioning of the  
special mission ;

"(b) Articles for personal use imported by the repre-  
sentatives of the sending State in the special mission and  
the members of its diplomatic staff at the time of their  
arrival in the receiving State."

#### ARTICLE 36

##### A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

###### *Administrative and technical staff*

Members of the administrative and technical staff of the  
cial mission shall enjoy the privileges and immunities  
cified in articles 29 to 34, except that the immunity from  
il and administrative jurisdiction of the receiving State  
cified in paragraph 2 of article 31 shall not extend to acts  
formed outside the course of their duties. They shall also  
oy the privileges mentioned in paragraph 1 of article 35  
respect of articles imported at the time of their first entry  
o the receiving State.

#### B. AMENDMENTS SUBMITTED

France (A/C.6/L.712) :

Replace article 36 by the following :

"Members of the administrative and technical staff of  
the special mission shall enjoy the privileges and immunities  
specified in articles 31 to 34 and paragraph 1 of article 35."

United Kingdom of Great Britain and Northern Ireland  
(A/C.6/L.726) :

Replace article 36 by the following text :

"Members of the administrative and technical staff of  
the special mission shall enjoy :

"(a) Immunity from the jurisdiction of the receiving  
State in respect of acts performed in the course of their  
duties ;

"(b) Exemption from dues and taxes on the emoluments  
they receive by reason of their employment ;

"(c) Exemption from social security legislation as  
provided in article 32 ;

"(d) Exemption from personal services as provided in  
article 34 ;

"(e) Within the limits of such laws and regulations as  
the receiving State may adopt, in respect of their personal  
baggage, exemption from all customs duties, taxes and  
related charges, other than charges for storage, cartage  
and similar services."

#### ARTICLE 37

##### A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

###### *Members of the service staff*

Members of the service staff of the special mission shall  
enjoy immunity from the jurisdiction of the receiving State  
in respect of acts performed in the course of their duties,  
exemption from dues and taxes on the emoluments they receive  
by reason of their employment, and exemption from social  
security legislation as provided in article 32.

#### B. AMENDMENTS SUBMITTED

France (A/C.6/L.713) :

Delete the words "immunity from the jurisdiction of the  
receiving State in respect of acts performed in the course  
of their duties."

#### ARTICLE 38

##### A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

###### *Private staff*

Private staff of the members of the special mission shall  
be exempt from dues and taxes on the emoluments they  
receive by reason of their employment. In all other respects,  
they may enjoy privileges and immunities only to the extent  
admitted by the receiving State. However, the receiving State  
must exercise its jurisdiction over those persons in such a  
manner as not to interfere unduly with the performance of  
the functions of the special mission.

#### B. AMENDMENTS SUBMITTED

United Kingdom of Great Britain and Northern Ireland  
(A/C.6/L.727) :

Replace the first two sentences by the following sentence :

"Private staff of the members of the special mission may  
enjoy privileges and immunities only to the extent ad-  
mitted by the receiving State."

#### ARTICLE 39

##### A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

###### *Members of the family*

1. The members of the families of representatives of the  
sending State in the special mission and of members of its  
diplomatic staff shall, if they are not nationals of or per-  
manently resident in the receiving State, enjoy the privileges  
and immunities specified in articles 29 to 35.

2. Members of the families of the administrative and tech-  
nical staff of the special mission shall, if they are not nationals  
of or permanently resident in the receiving State, enjoy the  
privileges and immunities specified in article 36.

#### B. AMENDMENTS SUBMITTED

(a) Belgium (A/C.6/L.687)

In paragraph 1, replace the words "in articles 29 to 35"  
with the words "in articles 29 to 32, 34 and 35".

In paragraph 2, replace the words "in article 36" with the  
words "in articles 29 to 32, 34 and 35."

(b) France (A/C.6/L.714) :

Paragraph 1 :

After the words "members of its diplomatic staff" add the  
words "forming part of their households" and after the word  
"enjoy" add the words "if they have received an official  
invitation or with the express agreement of the receiving  
State."

Paragraph 2 :

Delete the paragraph.

## ARTICLE 40

## A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

*Nationals of the receiving State and persons permanently resident in the receiving State*

1. Except in so far as additional privileges and immunities may be granted by the receiving State, the representatives of the sending State in the special mission who are nationals of or permanently resident in that State shall enjoy immunity from jurisdiction and inviolability only in respect of official acts performed in the exercise of their functions.

2. Other members of the special mission and private staff who are nationals of or permanently resident in the receiving State shall enjoy privileges and immunities only to the extent granted to them by the receiving State. However, the receiving State must exercise its jurisdiction over those persons in such a manner as not to interfere unduly with the performance of the functions of the special mission.

## B. AMENDMENTS SUBMITTED

(a) United Kingdom of Great Britain and Northern Ireland (A/C.6/L.702):

In paragraph 1:

(a) Substitute the words "the receiving State" for the words "that State".

(b) Insert the word "only" before the words "immunity from the jurisdiction" and delete the word "only" after the word "inviolability."

(b) France (A/C.6/L.715):

Paragraph 1:

Replace the words "shall enjoy immunity from jurisdiction and inviolability only" by the words "shall only enjoy immunity from jurisdiction and inviolability".

## ARTICLE 41

## A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

*Waiver of immunity*

1. The sending State may waive the immunity from jurisdiction of its representatives in the special mission, of the members of its diplomatic staff, and of other persons enjoying immunity under articles 36 to 40.

2. Waiver must always be express.

3. The initiation of proceedings by one of the persons referred to in paragraph 1 of this article shall preclude him from invoking immunity from jurisdiction in respect of any counter-claim directly connected with the principal claim.

4. Waiver of immunity from jurisdiction in respect of civil or administrative proceedings shall not be held to imply waiver of immunity in respect of the execution of the judgement, for which a separate waiver shall be necessary.

## B. AMENDMENTS SUBMITTED

No amendments were submitted to article 41.

## ARTICLE 42

## A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

*Settlement of civil claims*

The sending State shall waive the immunity of any of the persons mentioned in paragraph 1 of article 41 in respect of civil claims in the receiving State when this can be done without impeding the performance of the functions of the special mission, and, when immunity is not waived, the sending State shall use its best endeavours to bring about a just settlement of the claims.

## B. AMENDMENTS SUBMITTED

No amendments were submitted to article 42.

## ARTICLE 43

## A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

*Transit through the territory of a third State*

1. If a representative of the sending State in the special mission or a member of its diplomatic staff passes through the territory of a third State, while proceeding to take up his functions or returning to the sending State, the third State shall accord him inviolability and such other immunities as may be required to ensure his transit or return. The same shall apply in the case of any members of his family who enjoy privileges or immunities who are accompanying the person referred to in this paragraph, or travelling separately to join him or to return to their country.

2. In circumstances similar to those specified in paragraph 1 of this article, third States shall not hinder the transit of members of the administrative and technical or service staff of the special mission, or of members of their families, through their territories.

3. Third States shall accord to official correspondence and other official communications in transit, including messages in code or cipher, the same freedom and protection as is accorded by the receiving State. Subject to the provisions of paragraph 4, they shall accord to the couriers and bags of the special mission in transit the same inviolability and protection as the receiving State is bound to accord.

4. The third State shall be bound to comply with the obligations with respect to the persons mentioned in the foregoing three paragraphs only if it has been informed in advance either in the visa application or by notification, of the transit of those persons as members of the special mission, and raised no objection to it.

5. The obligation of third States under paragraphs 1 and 3 of this article shall also apply to the persons mentioned respectively in these paragraphs and to the official communications and the bags of the special mission, when the use of the territory of the third State is due to *force majeure*.

## B. AMENDMENTS SUBMITTED

(a) United Kingdom of Great Britain and Northern Ireland (A/C.6/L.703):

Paragraph 1:

In the first sentence, insert the word "directly" after the word "proceeding".

In the same sentence, insert the word "directly" after the word "returning".

Paragraph 4:

At the end of the paragraph, delete the words "and raised no objection to it" and insert the words "and expressly consented both to the transit and to the application of the provisions of this article".

(b) France (A/C.6/L.716):

Paragraph 4:

Replace the latter half of the paragraph, from the words "only if it has been informed", by the words "only if it has expressly consented to their transit as members of the special mission and has been exactly informed, by a prior notification, of the mission's composition".

## ARTICLE 44

## A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

*Duration of privileges and immunities*

1. Every person entitled to privileges and immunities shall enjoy them from the moment he enters the territory of the receiving State for the purpose of performing his functions in the special mission, or, if already in its territory, from the moment when his appointment is notified to the Ministry of Foreign Affairs or such other organ of the receiving State as may be agreed.

. When the functions of a person enjoying privileges and immunities have come to an end, such privileges and immunities normally cease at the moment when he leaves the country, on expiry of a reasonable period in which to do so, but they subsist until that time, even in the case of armed conflict. However, with respect to acts performed by such a person in the exercise of his functions as a member of the special mission, his immunity shall continue to subsist.

. In the event of the death of a member of the special mission, the members of his family shall continue to enjoy the same privileges and immunities to which they are entitled until the expiry of a reasonable period in which to leave the territory.

B. AMENDMENTS SUBMITTED

France (A/C.6/L.717) :

Paragraph 1 :

Replace the latter half of the sentence, from the words "for the purpose of performing", by the words "if he does so within the period agreed upon by the sending State and the receiving State for the duration of the mission or, if the person in question is already in the territory of the receiving State, from the moment he takes up his functions".

Paragraph 2 :

After the first sentence, add the following: "The privileges and immunities of persons who are resident in the territory of the receiving State shall cease as soon as their functions come to an end."

In the last sentence, replace the words "by such a person" by the words "by the persons mentioned in this paragraph" and the word "his" by the word "their".

ARTICLE 45

A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

*Property of a member of the special mission or of a member of his family in the event of death*

. In the event of the death of a member of the special mission or of a member of his family, if the deceased was not national of or permanently resident in the receiving State, the receiving State shall permit the withdrawal of the movable property of the deceased, with the exception of any property acquired in the country the export of which was prohibited at the time of his death.

2. Estate, succession and inheritance duties shall not be levied on movable property which is in the receiving State solely because of the presence there of the deceased as a member of the special mission or as one of the family of a member of the mission.

B. AMENDMENTS SUBMITTED

Belgium (A/C.6/L.688)

Replace the title of the article by the words "Death of a member of the special mission".

Insert the following new paragraph 1 :

"In the event of the death of a member of the special mission or of a member of his staff, the members of his family shall continue to enjoy the privileges and immunities from which he benefits, until the expiration of a reasonable time-limit allowing them to leave the territory of the receiving State."

Re-number paragraphs 1 and 2 accordingly.

ARTICLE 46

A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

*Right to leave the territory of the receiving State*

1. The receiving State must, even in the case of armed conflict, grant facilities to enable persons enjoying privileges and immunities, other than nationals of the receiving State, and members of the families of such persons irrespective of their nationality, to leave at the earliest possible moment.

In particular it must, in case of need, place at their disposal the necessary means of transport for themselves and their property.

2. The receiving State is required to grant the sending State facilities for removing the archives of the special mission from the territory of the receiving State.

B. AMENDMENTS SUBMITTED

No amendments were submitted to article 46.

ARTICLE 47

A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

*Consequences of the cessation of the functions of the special mission*

1. When the functions of a special mission come to an end, the receiving State must respect and protect the premises of the special mission so long as they are allocated to it, as well as the property and archives of the special mission. The sending State must withdraw that property and those archives within a reasonable time.

2. In case of absence or breach of diplomatic or consular relations between the sending State and the receiving State and if the functions of the special mission have come to an end, the sending State, even if there is an armed conflict, may entrust the custody of the property and archives of the special mission to a third State acceptable to the receiving State.

B. AMENDMENTS SUBMITTED

No amendments were submitted to article 47.

ARTICLE 48

A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

*Obligation to respect the laws and regulations of the receiving State*

1. Without prejudice to their privileges and immunities, it is the duty of all persons enjoying these privileges and immunities under the present articles to respect the laws and regulations of the receiving State. They also have a duty not to interfere in the internal affairs of that State.

2. The premises of the special mission must not be used in any manner incompatible with the functions of the special mission, as envisaged in the present articles or in other rules of general international law or in any special agreements in force between the sending and the receiving State.

B. AMENDMENTS SUBMITTED

No amendments were submitted to article 48.

ARTICLE 49

A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

*Professional activity*

The representatives of the sending State in the special mission and the members of its diplomatic staff shall not practise for personal profit any professional or commercial activity in the receiving State.

B. AMENDMENTS SUBMITTED

No amendments were submitted to article 49.

ARTICLE 50

A. TEXT PREPARED BY THE INTERNATIONAL LAW COMMISSION

*Non-discrimination*

1. In the application of the provisions of the present articles, no discrimination shall be made as between States.

2. However, discrimination shall not be regarded as taking place:

(a) Where the receiving State applies any of the provisions of the present articles restrictively because of a restrictive application of that provision to its special mission in the sending State;

(b) Where by custom or agreement States extend to each other more favourable treatment than is required by the provision of the present articles;

(c) Where States agree among themselves to reduce reciprocally the extent of facilities, privileges and immunities for their special missions, although such a limitation has not been agreed with other States.

#### B. AMENDMENTS SUBMITTED

No amendments were submitted to article 50.

#### PROPOSED ADDITIONAL ARTICLES

(a) United Kingdom of Great Britain and Northern Ireland (A/C.6/L.700):

Add the following new article after article 33:

“ARTICLE 33 *bis*

“*Exchange control*

“The representatives of the sending State in the special mission and the members of its diplomatic staff shall be accorded the treatment in matters of exchange control which is accorded in the receiving State to a diplomatic agent of the sending State.”

(b) United Kingdom of Great Britain and Northern Ireland (A/C.6/L.698 and Corr.1):

(i) After article 47 insert a new part consisting of the following articles:

#### “PART III. FACILITIES, PRIVILEGES AND IMMUNITIES OF OTHER SPECIAL MISSIONS

“*Article 47 bis*

“The privileges and immunities set out in this part shall be accorded to special missions to which part II does not apply.

“*Article 47 ter*

“Articles 22, 23, 26, 27, 28, 32, 34, 35 (1) (a), 40, 41, 42, 43, 44, 45, 46 and 47 shall apply in the case of special missions to which this part applies.

“*Article 47 quater*

“1. The representatives of the sending State in a special mission to which this part applies and the members of the diplomatic staff shall while exercising their functions enjoy:

“(a) Immunity from personal arrest or detention and from seizure of their personal baggage and inviolability for all official papers and documents;

“(b) In respect of words spoken or written and all acts done by them in their official capacity, immunity from legal process of every kind;

“(c) Exemption in respect of themselves and their spouses from immigration restrictions and aliens' registration formalities;

“(d) The same immunities and facilities in respect of their personal baggage as are accorded to diplomatic agents.

“2. Where the incidence of any form of taxation depends upon residence, periods during which the representatives of the sending State in a special mission to which this

part applies and the members of the diplomatic staff present in the receiving State for the discharge of their duties as members of the special mission shall not be considered as periods of residence.

“*Article 47 quinquies*

“Members of the administrative and technical staff of a special mission to which this part applies shall enjoy the privileges and immunities specified in articles 32, 33 and 47 *quater* with the exemption of immunity from personal arrest and detention and from inspection and seizure of their personal baggage.

“*Article 47 sexies*

“Members of the service staff of a special mission to which this part applies shall enjoy immunity from jurisdiction of the receiving State in respect of acts performed in the course of their duties and the exemptions specified in articles 32 and 47 *quater* (2).”

(ii) Renumber the existing part III as part IV.

(c) United Kingdom of Great Britain and Northern Ireland (A/C.6/L.704):

Add the following new article before article 48 in existing part III of the draft articles:

“ARTICLE 0

“*Conferences*

“1. A State may apply the provisions of part II or part III of the present articles, as appropriate, in respect of a conference attended by representatives of States Governments which is held in its territory and which is not governed by similar provisions in any other international agreement.

“2. Where a State applies the provisions of paragraph 1 of this article in respect of a conference held in its territory, officials of the secretariat of that conference shall:

“(a) Be immune from legal process in respect of words spoken or written and all acts performed by them in their official capacity;

“(b) Unless they are nationals or permanent residents of the receiving State, enjoy exemption from taxation the emoluments paid to them in respect of their services to the conference;

“(c) Be immune from immigration restrictions and from aliens' registration;

“(d) Be accorded the treatment in matters of exchange control which is accorded in the receiving State to a diplomatic agent of the State of which the official concerned is a national;

“(e) Be given the same repatriation facilities as members of diplomatic missions of comparable rank;

“(f) Have the right to import free of duty the personal baggage accompanying them at the time of first arrival in the receiving State to take up their duties in connection with the conference.

“3. Where a State applies the provisions of paragraph 1 of this article in respect of a conference held in its territory, the premises occupied for the purposes of the conference and all archives, papers and documents relating to the conference shall enjoy inviolability.”

(Note: The reference in paragraph 1 of the above article to “part II or part III of the present articles” is to the existing part II of the draft articles and to the part III which would be created as a consequence of adoption of the United Kingdom proposals in documents A/C.6/L.697<sup>b</sup> and A/C.6/L.698 and Corr.1.)<sup>c</sup>

<sup>b</sup> Reproduced in para. 158 above.

<sup>c</sup> Reproduced immediately above in the present annex.

## DOCUMENT A/7430

## Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7375

## Report of the Fifth Committee

[Original text: English]  
[17 December 1968]

1. The Fifth Committee, at its 1288th meeting, on 6 December 1968, considered, in compliance with rule 154 of the rules of procedure of the General Assembly, the note by the Secretary-General (A/C.5/201) on the administrative and financial implications of the draft resolution submitted by the Sixth Committee in its report (A/7375, para. 247) on the question of a draft Convention on Special Missions.

2. Under operative paragraph 2 of the draft resolution the Secretary-General would be requested to arrange for the presence of the Special Rapporteur on Special Missions as an expert during the debates on the topic at the twenty-fourth session of the General Assembly.

ably. The Secretary-General estimates that the costs for the travel, subsistence and fee of this expert would be in an amount of \$5,600, which he would endeavour to absorb within the level of the credits already recommended for 1969. The Chairman of the Advisory Committee on Administrative and Budgetary Questions, in an oral statement, indicated that his Committee concurred in this proposal.

3. Accordingly, the Fifth Committee decided to inform the General Assembly that the adoption of the draft resolution would not require any additional appropriations for 1969.

## ACTION TAKEN BY THE GENERAL ASSEMBLY

At its 1746th plenary meeting, on 18 December 1968, the General Assembly adopted unanimously the draft resolution submitted by the Sixth Committee (A/7375, para. 247). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2419 (XXIII).

At the same meeting, the Assembly also adopted unanimously the other decisions recommended by the Sixth Committee (A/7375, para. 248).

## CHECK LIST OF DOCUMENTS

NOTE. This check list includes the documents mentioned during the consideration of agenda item 85 which are not reproduced in the present fascicle.

Document No.	Title or description	Observations and references
A/6709/Rev.1 and Corr.1	Report of the International Law Commission on the work of its nineteenth session	<i>Official Records of the General Assembly, Twenty-second Session, Supplement No. 9</i>
A/7209/Rev.1	Report of the International Law Commission on the work of its twentieth session	<i>Ibid.</i> , <i>Twenty-third Session, Supplement No. 9</i>
A/7482	Letter dated 21 December 1968, from the representatives of France, the United Kingdom of Great Britain and Northern Ireland and the United States of America to the Secretary-General	Mimeographed
A/7483	Letter dated 15 January 1969, from the representative of the Union of Soviet Socialist Republics to the Secretary-General	Ditto
A/7489	<i>Note verbale</i> dated 30 January 1969 from the Permanent Mission of Mongolia to the United Nations addressed to the Secretary-General	Ditto
A/C.6/L.652	United Kingdom of Great Britain and Northern Ireland: amendment to article 1 of the draft articles on special missions	See A/7375, annex II
A/C.6/L.653	United Kingdom of Great Britain and Northern Ireland: amendment to article 2 of the draft articles on special missions	<i>Ibid.</i> , para. 17
A/C.6/L.654 and Add.1	Nigeria and United Kingdom of Great Britain and Northern Ireland: amendment to article 7 of the draft articles on special missions	<i>Ibid.</i> , paras. 48 and 51
A/C.6/L.655	United Kingdom of Great Britain and Northern Ireland: amendment to article 14 of the draft articles on special missions	<i>Ibid.</i> , paras. 103 and 104
A/C.6/L.656	Ghana: amendment to article 2 of the draft articles on special missions	<i>Ibid.</i> , para. 17
A/C.6/L.657	France: amendment to article 2 of the draft articles on special missions	<i>Ibid.</i>
A/C.6/L.658	France: amendment to article 1 of the draft articles on special missions	<i>Ibid.</i> , annex II
A/C.6/L.659	Belgium: amendment to article 2 of the draft articles on special missions	<i>Ibid.</i> , paras. 17, 19 and 20
A/C.6/L.660	Haiti: amendment to article 2 of the draft articles on special missions	<i>Ibid.</i> , paras. 17 and 19
A/C.6/L.661	Canada: amendment to article 2 of the draft articles on special missions	<i>Ibid.</i>
A/C.6/L.662 and Add.1	Ecuador, Iran, Mongolia and Romania: amendment to article 3 of the draft articles on special missions	<i>Ibid.</i> , paras. 25 and 26



<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/C.6/L.663	Cameroon, Canada, France, Ghana, Haiti, the United Kingdom of Great Britain and Northern Ireland and the United Republic of Tanzania: amendment to article 2 of the draft articles on special missions	<i>Ibid.</i> , paras. 17 and 20
A/C.6/L.664	France: amendment to article 7 of the draft articles on special missions	<i>Ibid.</i> , paras. 47 and 48
A/C.6/L.664/ Rev.1	France: revised amendment to article 7 of the draft articles on special missions	<i>Ibid.</i> , para. 48
A/C.6/L.665	France: amendment to article 8 of the draft articles on special missions	<i>Ibid.</i> , paras. 67 and 68
A/C.6/L.666	France: amendment to article 9 of the draft articles on special missions	<i>Ibid.</i> , paras. 58 and 59
A/C.6/L.667	France: amendment to article 10 of the draft articles on special missions	<i>Ibid.</i> , paras. 76 and 77
A/C.6/L.668	Czechoslovakia: amendment to article 8 of the draft articles on special missions	<i>Ibid.</i> , paras. 68 and 71
A/C.6/L.669	Canada: amendment to article 4 of the draft articles on special missions	<i>Ibid.</i> , paras. 33 and 34
A/C.6/L.670	Belgium: amendment to article 8 of the draft articles on special missions	<i>Ibid.</i> , paras. 67 and 68
A/C.6/L.671	Australia: amendment to article 8 of the draft articles on special missions	<i>Ibid.</i>
A/C.6/L.671/ Rev.1	Australia: revised amendment to article 8 of the draft articles on special missions	<i>Ibid.</i>
A/C.6/L.672	Ghana: amendment to article 7 of the draft articles on special missions	<i>Ibid.</i> , para. 48
A/C.6/L.672/ Rev.1	Ghana: revised amendment to article 7 of the draft articles on special missions	<i>Ibid.</i> , paras. 47 and 48
A/C.6/L.674	Spain: amendment to article 11 of the draft articles on special missions	<i>Ibid.</i> , paras. 84 and 85
A/C.6/L.675	Hungary: sub-amendment to the revised amendment by France to article 7 of the draft articles on special missions (A/C.6/L.664/Rev.1)	<i>Ibid.</i> , paras. 47 and 49
A/C.6/L.676	Ukrainian Soviet Socialist Republic: sub-amendment to the revised amendment by France to article 7 of the draft articles on special missions (A/C.6/L.664/Rev.1)	<i>Ibid.</i>
A/C.6/L.677	Kuwait: amendment to article 10 of the draft articles on special missions	<i>Ibid.</i> , paras. 76 and 77
A/C.6/L.678	Australia, Belgium and France: joint revised amendment to article 8 of the draft articles on special missions	<i>Ibid.</i> , para. 68
A/C.6/L.679	Belgium: amendment to article 17 of the draft articles on special missions	<i>Ibid.</i> , paras. 122 and 123
A/C.6/L.680	Belgium: amendment to article 19 of the draft articles on special missions	<i>Ibid.</i> , paras. 143 and 144
A/C.6/L.681	Zambia: amendment to article 18 of the draft articles on special missions	<i>Ibid.</i> , paras. 132 and 133
A/C.6/L.682	Belgium: amendment to article 21 of the draft articles on special missions	<i>Ibid.</i> , paras. 157 and 158
A/C.6/L.683	Belgium: amendment to article 24 of the draft articles on special missions	<i>Ibid.</i> , paras. 181 and 182
A/C.6/L.684	Belgium: amendment to article 28 of the draft articles on special missions	<i>Ibid.</i> , paras. 213 and 214
A/C.6/L.685	Belgium: amendment to article 33 of the draft articles on special missions	<i>Ibid.</i> , annex II
A/C.6/L.686	Belgium: amendment to article 35 of the draft articles on special missions	<i>Ibid.</i>
A/C.6/L.687	Belgium: amendments to article 39 of the draft articles on special missions	<i>Ibid.</i>
A/C.6/L.688	Belgium: amendment to article 45 of the draft articles on special missions	<i>Ibid.</i>
A/C.6/L.689	Netherlands: amendment to article 19 of the draft articles on special missions	<i>Ibid.</i> , paras. 143 and 144
A/C.6/L.690	Ukrainian Soviet Socialist Republic: amendment to article 25 of the draft articles on special missions	<i>Ibid.</i> , paras. 189 and 190
A/C.6/L.691	Zambia: amendment to article 22 of the draft articles on special missions	<i>Ibid.</i> , paras. 167 and 168
A/C.6/L.692	France: amendment to article 21 of the draft articles on special missions	<i>Ibid.</i> , paras. 157 and 158
A/C.6/L.693	France: amendment to article 24 of the draft articles on special missions	<i>Ibid.</i> , paras. 181 and 182
A/C.6/L.694	France: amendment to article 25 of the draft articles on special missions	<i>Ibid.</i> , paras. 189 and 190
A/C.6/L.695	Ghana: amendment to article 22 of the draft articles on special missions	<i>Ibid.</i> , paras. 167 and 168
A/C.6/L.696	Ghana: amendment to article 28 of the draft articles on special missions	<i>Ibid.</i> , paras. 213 and 214
A/C.6/L.696/ Rev.1	Ghana: revised amendment to article 28 of the draft articles on special missions	<i>Ibid.</i>
A/C.6/L.697	United Kingdom of Great Britain and Northern Ireland: amendment to article 21 of the draft articles on special missions	<i>Ibid.</i> , paras. 157 and 158
A/C.6/L.698 and Corr.1	United Kingdom of Great Britain and Northern Ireland: amendments to follow article 47 of the draft articles on special missions	<i>Ibid.</i> , annex II
A/C.6/L.699	United Kingdom of Great Britain and Northern Ireland: amendment to article 28 of the draft articles on special missions	<i>Ibid.</i> , paras. 213 and 214
A/C.6/L.700	United Kingdom of Great Britain and Northern Ireland: amendment to article 33 of the draft articles on special missions	<i>Ibid.</i> , annex II
A/C.6/L.701	United Kingdom of Great Britain and Northern Ireland: amendment to article 35 of the draft articles on special missions	<i>Ibid.</i>
A/C.6/L.702	United Kingdom of Great Britain and Northern Ireland: amendment to article 40 of the draft articles on special missions	<i>Ibid.</i>
A/C.6/L.703	United Kingdom of Great Britain and Northern Ireland: amendment to article 43 of the draft articles on special missions	<i>Ibid.</i>
A/C.6/L.704	United Kingdom of Great Britain and Northern Ireland: proposed new article preceding article 48 of the draft articles on special missions	<i>Ibid.</i>
A/C.6/L.705	France: amendment to article 27 of the draft articles on special missions	<i>Ibid.</i> , paras. 205 and 206
A/C.6/L.706	France: amendment to article 28 of the draft articles on special missions	<i>Ibid.</i> , paras. 213 and 214
A/C.6/L.707	France: amendment to article 29 of the draft articles on special missions	<i>Ibid.</i> , paras. 223 and 224
A/C.6/L.707/ Rev.1	France: revised amendment to article 29 of the draft articles on special missions	<i>Ibid.</i>

Document No.	Title or description	Observations and references
/C.6/L.708	France: amendment to article 30 of the draft articles on special missions	<i>Ibid.</i> , annex II
/C.6/L.709	France: amendment to article 31 of the draft articles on special missions	<i>Ibid.</i> , paras. 231 and 233
/C.6/L.710	France: amendment to article 33 of the draft articles on special missions	<i>Ibid.</i> , annex II
/C.6/L.711	France: amendment to article 35 of the draft articles on special missions	<i>Ibid.</i>
/C.6/L.712	France: amendment to article 36 of the draft articles on special missions	<i>Ibid.</i>
/C.6/L.713	France: amendment to article 37 of the draft articles on special missions	<i>Ibid.</i>
/C.6/L.714	France: amendment to article 39 of the draft articles on special missions	<i>Ibid.</i>
/C.6/L.715	France: amendment to article 40 of the draft articles on special missions	<i>Ibid.</i>
/C.6/L.716	France: amendment to article 43 of the draft articles on special missions	<i>Ibid.</i>
/C.6/L.717	France: amendment to article 44 of the draft articles on special missions	<i>Ibid.</i>
/C.6/L.718	Kuwait: amendment to article 26 of the draft articles on special missions	<i>Ibid.</i> , paras. 197 and 198
/C.6/L.719	Ghana: Sub-amendment to the amendment by France to article 21 of the draft articles on special missions (A/C.6/L.692)	<i>Ibid.</i> , paras. 157 and 159
/C.6/L.720	Ghana and Zambia: joint amendment to article 22 of the draft articles on special missions	<i>Ibid.</i> , paras. 167 and 168
/C.6/L.721	United Kingdom of Great Britain and Northern Ireland: amendment to article 25 of the draft articles on special missions	<i>Ibid.</i> , para. 190
/C.6/L.722	Australia and United Kingdom of Great Britain and Northern Ireland: joint revised amendment to article 25 of the draft articles on special missions	<i>Ibid.</i> , paras. 189 and 190
/C.6/L.723	Argentina: amendment to article 25 of the draft articles on special missions	<i>Ibid.</i>
/C.6/L.724	Sweden: amendment to article 32 of the draft articles on special missions	<i>Ibid.</i> , annex II
/C.6/L.725	Sweden: amendment to article 30 of the draft articles on special missions	<i>Ibid.</i>
/C.6/L.726	United Kingdom of Great Britain and Northern Ireland: amendment to article 36 of the draft articles on special missions	<i>Ibid.</i>
/C.6/L.727	United Kingdom of Great Britain and Northern Ireland: amendment to article 38 of the draft articles on special missions	<i>Ibid.</i>
/C.6/L.728 and Add.1-4	Texts adopted by the Drafting Committee for articles 2 to 29 and article 31 of the draft Convention on Special Missions	Mimeographed. For the final text as adopted by the Sixth Committee, see A/7375, annex I
/C.6/L.729	Chile: amendments to article 31 of the draft articles on special missions	See A/7375, paras. 231 and 233
/C.6/L.730	Netherlands: sub-amendment to the amendment by France to article 31 of the draft articles on special missions (A/C.6/L.709)	<i>Ibid.</i> , paras. 232 and 234
/C.6/L.731	Netherlands: sub-amendment to the amendment by Chile to article 31 of the draft articles on special missions (A/C.6/L.729)	<i>Ibid.</i>
/C.6/L.735 and Add.1	Argentina, India, Iraq, Romania and United States of America: draft resolution	Adopted without change. See A/7375, para. 241
/C.6/L.736	United States of America and Venezuela: amendment to the text adopted by the Drafting Committee for article 9 (A/C.6/L.728/Add.1)	See A/7375, para. 63
/C.6/L.736/Rev.1	Cameroon, Spain, United States of America and Venezuela: revised amendment to the text adopted by the Drafting Committee for article 9 (A/C.6/L.728/Add.1)	<i>Ibid.</i>
/C.6/L.737	Administrative and financial implications of the draft resolution contained in document A/C.6/L.735: note by the Secretary-General	Mimeographed



**Agenda item 86:\* Report of the Special Committee on the Question of Defining Aggression\*\***

**C O N T E N T S**

Document No.	Title	Page
<b>Sixth Committee:</b>		
A/C.6/L.734	Administrative and financial implications of the draft resolution contained in document A/C.6/L.733/Rev.1 and Add.1-3: note by the Secretary-General	1
<b>Fifth Committee:</b>		
A/C.5/1212	Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7402: note by the Secretary-General	2
<b>Plenary Meetings:</b>		
A/7402	Report of the Sixth Committee	3
A/7431	Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7402: report of the Fifth Committee	7
	<b>Action taken by the General Assembly</b>	8
	<b>Check list of documents</b>	8

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Sixth Committee*, 1028th, 1073rd to 1082nd and 1096th meetings; *ibid.*, *Fifth Committee*, 1288th meeting; and *ibid.*, *Plenary Meetings*, 1746th meeting.

\*\* This question has been discussed by the General Assembly at the twenty-second session under agenda item 95 (Need to expedite the drafting of a definition of aggression in the light of the present international situation).

**DOCUMENT A/C.6/L.734**

**Administrative and financial implications of the draft resolution contained in document A/C.6/L.733/Rev.1 and Add.1-3**

**Note by the Secretary-General**

[Original text: English]  
 [26 November 1968]

1. Under the terms of the draft resolution contained in document A/C.6/L.733/Rev.1 and Add. 1-3, the General Assembly would: (a) decide that the Special Committee on the Question of Defining Aggression should resume its work, in accordance with General Assembly resolution 2330 (XXII), as early as possible in 1969; (b) request the Secretary-General to provide the Special Committee with the necessary facilities and services; and (c) decide to include in the provisional agenda of its twenty-fourth session an item entitled "Report of the Special Committee on the Question of Defining Aggression".

2. In estimating the cost of this proposal, the Secretary-General has assumed that the Special Committee would wish to meet for a period of four to five weeks, either in New York or Geneva. The dates given below are based on the assumption that the meetings could be integrated into the pattern of meetings already drawn up by the Committee on Conferences.

3. Should it be found possible for the Special Committee to meet from 6 January to 7 February 1969 in New York, interpretation services could be provided at no extra cost. If the date is not found convenient, the session could be accommodated during the period 7 January to 28 February in New York. In this event, however, it would be necessary to recruit a team of interpreters for two weeks at a cost of \$6,240.

4. On the assumption that the documentation needed for the session, including the report of the Special Committee to the General Assembly, would total 190 pages, the Secretary-General would meet the related costs from within the level of the credits to be approved for this purpose in 1969.

5. The cost of the preparation and reproduction of summary records in English, French and Spanish is estimated as follows:

	<i>United States dollars</i>
(a) <i>Translation</i>	
4 weeks	14,000
1 additional week	3,500
(b) <i>Typing</i>	
4 weeks	3,500
1 additional week	875
(c) <i>Reproduction, based on the 1968 pattern of distribution for the Special Committee</i>	
Provisional summary records:	
4 weeks	470
1 additional week	120
Final summary records:	
4 weeks	2,500
1 additional week	620

6. If the session is to be convened at Geneva, and on the assumption that the Special Committee would meet during the period 6 January to 7 February 1969, additional costs of \$88,000 would arise for a session of four weeks, or \$108,000 for a session of five weeks. This estimate is based on the need to recruit 8 interpreters, 19 translators/précis-writers, 6 revisers, 25 stenographers, 3 secretaries, 1 reference clerk, 1 meeting service officer and 2 technicians, and the cost relating to producing summary records. It can be summarized as follows:

	<i>United States dollars</i>
<i>(a) For a four-week session:</i>	
Staff	73,000
Summary records	15,000
TOTAL	88,000
<i>(b) For a five-week session:</i>	
Staff	90,000
Summary records	18,000
TOTAL	108,000

7. Should the session be held at Geneva, it would be necessary to send 7 staff members to Geneva to service the meetings, at a cost of \$8,800.

8. In summary, the Secretary-General estimates the cost of the proposals contained in the draft resolution as follows:

	<i>United States dollars</i>
<i>(a) For a session in New York during the period 6 January to 7 February 1969</i>	
Interpretation	nil
Summary records (4 weeks)	20,470
TOTAL	20,470

An additional amount of \$5,115 would be required for a session of five weeks.

<i>(b) For a session in New York during the period 27 January to 28 February 1969</i>	
Interpretation (2 weeks)	6,240
Summary records (4 weeks)	20,470
TOTAL	26,710

An additional amount of \$5,115 would be required for a session of five weeks.

<i>(c) For a session at Geneva during the period 6 January to 7 February 1969</i>	
Conference servicing staff (4 weeks)	73,000
Summary records (4 weeks)	15,000
Travel of staff	8,800
TOTAL	96,800

An additional amount of \$20,000 would be required for a session of five weeks.

9. In addition, it should be borne in mind that proposals involving new meetings are subject to the recommendations of the Committee on Conferences at final approval by the General Assembly under the terms of General Assembly resolution 2239 (XXI).

## DOCUMENT AC.5/1212

### Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7402

#### Note by the Secretary-General

*[Original text: English  
[14 December 1968]*

1. At its 1081st meeting, held on 26 November 1968, the Sixth Committee adopted a draft resolution that it had recommended to the General Assembly for adoption (see A/7402, para. 31).

2. Under the terms of the draft resolution, the General Assembly would: (a) decide that the Special Committee on the Question of Defining Aggression should resume its work, in accordance with General Assembly resolution 2330 (XXII), as early as possible in 1969; (b) request the Secretary-General to provide the Special Committee with the necessary facilities and services; and (c) decide to include in the provisional agenda of its twenty-fourth session an item entitled "Report of the Special Committee on the Question of Defining Aggression".

3. In the note (A/C.6/L.734) on the administrative and financial implications of the draft resolution submitted to the Sixth Committee, the Secretary-General had estimated the costs of the sessions of the Special

Committee under several alternative arrangements pending consideration of the question by the Committee on Conferences. The Committee on Conferences has now considered the matter and informed the Chairman of the Sixth Committee that, should the General Assembly adopt the draft resolution in question, it would be preferable to hold the session of the Special Committee in New York during the five-week period 24 February to 28 March 1969.

4. The additional costs of a five-week session of the Special Committee during this period are limited to the cost of translation (\$17,500), typing (\$4,375), and the production of summary records in English, French and Spanish (\$3,725). Accordingly, it will be necessary should the General Assembly adopt the draft resolution submitted by the Sixth Committee, to make an additional provision in the amount of \$25,600 under section 2 (Special meetings and conferences) of the budget for the financial year 1969.

## DOCUMENT A/7402\*

## Report of the Sixth Committee

[Original text: French]  
[13 December 1968]

## CONTENTS

	<i>Paragraphs</i>
I. INTRODUCTION	1-4
1. CONSIDERATION OF PART V OF THE REPORT OF THE SPECIAL COMMITTEE ON THE QUESTION OF DEFINING AGGRESSION	5-6
2. CONSIDERATION OF PARTS I-IV OF THE REPORT OF THE SPECIAL COMMITTEE ON THE QUESTION OF DEFINING AGGRESSION	7-30
A. Draft resolution submitted to the Sixth Committee	8
B. General debate	9-22
C. Discussion of draft proposals submitted to the Special Committee	23-29
D. Voting	30
RECOMMENDATION OF THE SIXTH COMMITTEE	31

## I. INTRODUCTION

1. At its 1676th plenary meeting, on 27 September 1968, the General Assembly decided to include in the agenda for the twenty-third session the item entitled "Report of the Special Committee on the Question of Defining Aggression" and allocated it to the Sixth Committee for consideration and report.

2. At its 1028th meeting, on 2 October 1968, the Sixth Committee began by considering part V of the report of the Special Committee on the Question of Defining Aggression (A/7185/Rev.1). The Committee's 1073rd to 1082nd meetings, held from 18 to 27 November 1968, were devoted to consideration of parts I-IV of the report.

3. At the 1073rd meeting, on 18 November 1968, Mr. Lamptey, the representative of Ghana and Rapporteur of the Special Committee on the Question of Defining Aggression, introduced the Special Committee's report. He said that the remarkably constructive attitude of delegations had made the 1968 session one of the best held on that question since the matter had first been examined in the League of Nations in 1923. He added that a reading of the report revealed the justification for the Special Committee's optimism in recommending to the General Assembly the extension of its mandate.

4. At the 1080th meeting on 25 November 1968, Mr. Secarin, the Rapporteur of the Sixth Committee, raised the question whether the Committee intended to include in its report to the General Assembly a summary of the views expressed in the course of the discussions on the question of defining aggression. After referring to paragraph (f) of the annex to General Assembly resolution 2292 (XXII), he informed the Committee of the financial implications of such a summary. The Committee decided that its report on the important question of defining aggression should contain a summary reflecting the broad trends in legal thinking which had emerged during the debate.

\* Incorporating document A/7402/Corr.1, dated 17 December 1968.

## II. CONSIDERATION OF PART V OF THE REPORT OF THE SPECIAL COMMITTEE ON THE QUESTION OF DEFINING AGGRESSION

5. Part V of the report of the Special Committee on the Question of Defining Aggression contains the text of a draft resolution recommended by the Committee for adoption by the General Assembly; under the terms of the resolution, the Assembly would decide:

"That the Special Committee on the Question of Defining Aggression shall resume its work as soon as possible before the end of 1968 in New York or at Geneva, so that it can complete its work by submitting a report containing a generally accepted draft definition of aggression to the General Assembly at its twenty-third session."

6. In the course of a brief discussion on the draft resolution, many representatives observed that it would be difficult to schedule meetings of the Special Committee in 1968 during the annual session of the General Assembly. The Sixth Committee therefore decided, on an oral proposal by the representative of Ghana, not to recommend that the General Assembly should schedule meetings of the Special Committee in 1968.

## III. CONSIDERATION OF PARTS I-IV OF THE REPORT OF THE SPECIAL COMMITTEE ON THE QUESTION OF DEFINING AGGRESSION

7. Parts I-IV of the report of the Special Committee on the Question of Defining Aggression deal with the work done by the Committee. During the discussion of those parts of the report, opinions were expressed on various aspects of the question of defining aggression and on the draft proposals submitted to the Special Committee. The Sixth Committee also had before it a draft resolution calling for the extension of the Special Committee's mandate.

## A. Draft resolution submitted to the Sixth Committee

8. The draft resolution reproduced below was submitted by the following countries: Algeria, Congo (Democratic Republic of), Cyprus, Ecuador, El Salvador, Ethiopia, Ghana, Guatemala, Guyana, Haiti, India, Jamaica, Kenya, Liberia, Mexico, Pakistan, Panama, Peru, Romania, Sudan, Spain, Syria, Uganda, the United Arab Republic, the United Republic of Tanzania, Uruguay, Venezuela, Yugoslavia and Zambia (A/C.6/L.733/Rev.1 and Add. 1-3).

"The General Assembly,

"Having considered the Report of the Special Committee on the Question of Defining Aggression (A/7185/Rev.1),

"Taking note of the progress in the Special Committee in its consideration of the question of defining aggression and on the draft definition reflected in the report of the Special Committee,

"Considering that it was not possible for the Special Committee to complete its consideration on the question of defining aggression and of the draft definition before the end of 1968,

"Considering that in its resolution 2330 (XXII) of 18 December 1967, the General Assembly recognized the widespread conviction of the need to expedite the definition of aggression,

"1. *Decides* that the Special Committee on the Question of Defining Aggression shall resume its work, in accordance with General Assembly resolution 2330 (XXII), as early as possible in 1969;

"2. *Requests* the Secretary-General to provide the Special Committee with the necessary facilities and services;

"3. *Decides* to include in the provisional agenda of its twenty-fourth session an item entitled 'Report of the Special Committee on the Question of Defining Aggression'."

#### B. *General debate*

9. As to the preliminary question whether it was possible and desirable to define the notion of aggression, several representatives expressed the opinion that it was. A number of General Assembly resolutions were cited in that connexion, particularly resolution 599 (VI) of 31 January 1952 and resolution 2330 (XXII) of 18 December 1967. It was also argued that a definition of aggression, besides being of paramount importance to the maintenance of international peace and security, would facilitate the implementation of the system of collective security provided for in the Charter of the United Nations, while at the same time promoting the development of international law. Such a definition would enable the Security Council to take more vigorous and effective action, thus significantly strengthening the activities of the United Nations and the means of applying the Charter. It would have a preventive effect by deterring possible aggressors. The point was also made that it was absurd to contend that a definition of aggression would be of no value because it would not prevent all cases of aggression. Those who advanced that argument, it was asserted, had a mistaken view of the role and function of legal definitions, which were not designed to prevent or encourage a given type of behaviour but rather to demarcate the area within which States could carry on their activities. Miraculous results could not, of course, be expected from the existence of a definition; however, no reasonable man would suggest that, because murders and other crimes continued to be committed, the legal rules defining those crimes should be abolished. In point of fact, the existence or absence of aggression would depend on the effectiveness of the enforcement machinery which provided the foundation for whatever definition was adopted. It was also pointed out that, while it was true that a definition of aggression would serve primarily to guide the political organs of the United Nations, the fact remained that such a definition would be directed at world public opinion, which decisively influenced the course of international relations. To the extent that a definition created an enlightened public opinion and enabled people to form clearer judgements of the behaviour of Governments, it could serve to restrain possible aggressors. In any case, there was no question that the main purpose of the definition would be to provide legal safeguards within the framework of the Charter, since it would make it possible to break out of the indecision and subjectivism which characterized political judgements that were not limited by law. In specific cases, of course, it might be desirable, in the interest of maintaining world peace, for the competent United Nations organs

to be able to exercise their discretionary powers, even if it was done in an arbitrary manner. It must be recognized, however, that widespread and continuous recourse to arbitrary methods would ultimately produce a complete absence of security and a complete separation between United Nations political activities and international law. It was also pointed out that, at the present time at least, no one was suggesting that a definition of aggression should be incorporated into the Charter through an amendment. Hence, the definition would not apply automatically. It would not be a question of replacing one rule of the Charter by another but of giving a legal interpretation to the rule, i.e., defining its scope and content; the Security Council would remain completely free at all times to evaluate the facts of a case and decide, in discharging its responsibility for the maintenance of peace, that the most appropriate course of action might be to refrain from declaring a State an aggressor and take a different approach to the problem.

10. In the view of those representatives who were in favour of formulating a definition of aggression, the Special Committee on the Question of Defining Aggression should hold further meetings in an effort to carry out the mandate entrusted to it. They observed that it was, in their view, apparent from the Special Committee's report that it had been lack of time rather than any lack of co-operation and understanding that had prevented agreement on a draft definition. It was significant that, for the first time since consideration of the question had begun, States situated in four different continents and representing different schools of thought in the matter of international law had joined in proposing a draft definition of aggression; that was an encouraging fact which served as an argument for permitting the Special Committee to resume its work in 1969, so that it could formulate an adequate definition of aggression.

11. Some representatives, on the other hand, expressed doubts as to whether it was possible or useful to define the concept of aggression. It was argued that the concept was essentially vague and that it would not be easy to arrive at a practical definition of it in legal terms that were acceptable. In any case, however, aggression was defined, the definition would be superfluous. In this connexion, it was pointed out that in the Charter of the United Nations, as opposed to the Covenant of the League of Nations, the definition of the notion of aggression was not indispensable to the security system. There were, it was said, certain general principles of international law which made it possible to identify aggression fairly easily in any particular case. Those principles were stated in the Charter of the United Nations, which every Member State had undertaken to respect. Since its foundation, the United Nations, acting through the General Assembly and the Security Council, had frequently applied those fundamental principles, sometimes calling upon Member States to respect them and sometimes taking measures to reduce the risk of violation, or even to halt aggression which had been started. On some occasions, the General Assembly or the Security Council had tried to interpret the principles in question or had cited them in connexion with particular resolutions. The view was also expressed that to think that a definition of aggression would have been enough to prevent certain disputes and violations of international law would be to delude oneself about political reality in the modern world. Reference was made to existing bilateral and multilateral

onventions including a definition, which, however, was not followed. It was not the lack of a definition as such which prevented the Security Council from acting effectively. The problem was not the lack of legal criteria on which the Security Council could base a decision on a case of aggression, but the fact that the Council had not been able at the political level to agree whether or not a particular act had constituted aggression or whether it was desirable to label it as such. In point of fact, the Security Council was not obliged to determine the existence of an act of aggression before it could exercise the powers conferred on it in Chapter VII of the Charter. When situations had been brought before it, rather than identify the guilty party and inflict the punishment that the idea of aggression called for, the Council had always sought to play the part of a mediator or conciliator in order to re-establish international peace. The point was also made that it was doubtful whether a definition of aggression could really help to improve the security machinery established by the Charter. While the development of legal rules should be continued, even if the possibility of their violation still remained, it was open to question whether a definition, which would be used principally by the Security Council, would represent, at the present stage in international relations, a means of making the Council's work more effective. It would not give the Council any more authority; only when the Council, and the United Nations, had more authority would it be possible to identify and punish cases of aggression more effectively.

12. In the opinion of some of the representatives who expressed doubts about the possibility and desirability of defining aggression, there would be no point in reconvening the Special Committee on the Question of Defining Aggression. Issue was taken with the assertion that significant progress such as to justify continuation of its work had been made by the Special Committee. Indeed, some representatives asserted that the report disclosed deep cleavages of opinion on matters of fundamental importance, making it difficult to come to optimistic conclusions regarding the possibility of arriving at a definition. They pointed in particular to the fact that the great Powers were a long way from agreement and for that reason alone it was difficult to avoid the conclusion that any further consideration of the question of defining aggression would have little value. It was pointed out that, even among those delegations which believed most firmly in the necessity and possibility of defining aggression, there were differences of opinion on several important aspects of the question. What was more, the debates on elements of a definition of aggression duplicated the work of the Special Committee on the Principles of International Law concerning Friendly Relations and Co-operation among States. In the circumstances, it was said, it would be better to refer the question to that Committee and await the results of its work before trying to put forward a definition of aggression.

13. Some representatives, while expressing reservations as to whether it was useful and desirable, at least in the present circumstances, to define the concept of aggression, stated that they would not oppose the drawing up of a definition, on condition that it was satisfactory. In their opinion, an inadequate and incomplete definition would encourage rather than discourage acts of aggression and would be far worse than no definition at all. To be satisfactory, a definition should, essentially, have the following characteristics: it should safeguard

the discretionary power of the Security Council and give it a flexible rather than rigid framework to work in; it should avoid using terminology incompatible with the provisions of the Charter, but should, on the contrary, base itself on the Charter; it should recognize the primary role of the Security Council with regard to the maintenance of international peace and security; it should include the idea of felonious intent and not be either so general as to be merely a repetition of the terms of the Charter or so precise as to give the impression of being exhaustive; it should apply both to direct and to indirect aggression; it should recognize the exceptions to the prohibition of the use of force made in the Charter; and it should be acceptable to the majority of Members of the General Assembly and to all the permanent members of the Security Council.

14. Some representatives expressed their views on the form and content of a definition of aggression. The great majority of them were in favour of a mixed type of definition, which would begin with a text in general terms stating the characteristics of acts of aggression; this would be followed by a list of specific instances, which would be neither restrictive nor complete but would be designed to provide a series of examples. This type of definition, however, was criticized by one representative as having all the drawbacks of an enumerative definition.

15. Several representatives considered that the proposed definition should confine itself solely to what constituted aggression resulting from the use of armed force in its direct form. It was said in that connexion that it would be dangerous to try to make the definition cover all the forms of pressure to which a State could be subjected that would extend the scope of Article 2, paragraph 4, of the Charter; such an extension would result in legitimizing acts of individual or collective defence specifically prohibited by Article 51, which expressly stated that self-defence was only justified in the event of armed attack. Forms of coercion other than armed force, it was added, were covered by other principles of modern international law, and, in particular, the principle of non-interference in the internal or external affairs of States.

16. In the opinion of some representatives, on the other hand, the idea of the indirect form of aggression ought to be included in the definition. It was argued that no analysis of the concept of aggression would be acceptable if it did not deal with the use of force in such forms as infiltration by armed bands, terrorism and subversion. Of the two forms of aggression, direct and indirect, the definition should not stress one at the expense of the other, since international peace and security were endangered both by the various forms of direct armed aggression and by indirect aggression. It was recognized that there would be difficulty in reaching general agreement on the description of the various forms that indirect aggression could take, but the matter was one of considerable practical interest, in view of the fact that the problem of indirect aggression lay behind many serious states of tension or possible states of tension. In addition, according to some representatives, the definition should cover all methods of using force, including economic and political aggression. It was necessary, they said, to take into account such forms of aggression as *apartheid*, colonialism and racism. It was also said that any definition should recognize the principle that it was legitimate for peoples under colonial domination to use force in their struggle for liberation and independence.

17. Opinions were expressed on the question whether the definition should include the threat of the use of force and whether the threat of the use of armed force could give rise to the right of self-defence. In the view of some representatives, Article 51 of the Charter only recognized the right of self-defence in so far as the State using force was the subject of an armed attack; that meant that any other act, whether serious threats or a violation of international obligations, would not constitute the necessary condition for exercising the right of self-defence. It was said, however, that in some cases the threat of the use of force was equivalent to the use of it; any problem of that kind would have to be solved by the bodies applying the definition, which would have to interpret it in a reasonable and flexible way and take into account the conditions prevailing at the time. It was also pointed out that Article 51 of the Charter had been drawn up at a time when the situation resulting from the threat or use of nuclear weapons had not been foreseen. Since the use of such weapons would have such disastrous effects that the victim would in no case be in a position to exercise the right of self-defence, it was essential to recognize that the threat to use them would by itself entitle the intended victim to the full exercise of that right.

18. In the opinion of some representatives, measures which were not reasonably proportionate to the armed attack could not be justified on grounds of self-defence. There were customary rules which established the conditions applicable in areas where the Charter was silent, to the effect that there should be a direct link and a certain proportion between the illicit act which was the basis for acting in self-defence and the defensive reaction.

19. The principle of priority was also raised. Some representatives maintained that it should be included in the definition. That was an unavoidable necessity and to try to do otherwise would lead to other important problems. If it was necessary to determine not who had attacked first or crossed a frontier, but who had prepared for the war, the situation would be hopeless, since at the present time preparations for war were too closely identified with the arms race. In the view of some representatives, the principle of priority was altogether too simplistic; a State wishing to avoid being labelled an aggressor would engage in feinting tactics and in those circumstances the definition might prove a trap for the innocent.

20. Some representatives considered that the definition should be expressly applicable to entities which were not generally recognized as States or whose status in international law could be contested on some other grounds, but which were required to respect the fundamental obligations imposed by international law with regard to the use of force.

21. Regarding the procedure for the adoption of a definition of aggression, the opinion was expressed by some representatives favouring a definition that it should take the form of a declaration included in a General Assembly resolution, in order to show the special importance the Assembly attached to the question and to give the definition a greater influence on the progressive development of international law. While it was true, they said, that such a resolution would not be strictly binding either on States or on the Security Council, it could not be categorically stated that it would be without any legal force. Considering that the idea of the illegality of aggression

was established by many international treaties, it was not possible to rule out *a priori* the possibility that with the passage of time a definition of aggression solemnly approved by an overwhelming majority of the General Assembly would take on a binding character and become a permanent part of international law.

22. Several representatives referred to a new doctrine which, if they understood it well, seemed to assert that mutual relations of certain groups of States were regulated exclusively by their own arrangements among themselves. These representatives pointed out that such a doctrine would run directly contrary to the fundamental concepts of the Charter and could not be made consistent with any definition of the term aggression in the Charter. On the other hand, the view was expressed that all the allegations regarding some sort of doctrines had the purpose of diverting attention from the aggressive policies of certain States aimed against various countries in various parts and continents of the world. These representatives emphasized that such aggressive policies trampled on the principles and norms of international law and the Charter of the United Nations and necessitated the adoption of corresponding measures to oppose such aggressive policies.

#### C. Discussion of draft proposals submitted to the Special Committee

23. The draft proposals submitted to the Special Committee were the subject of various comments by representatives in the Sixth Committee. With regard to the twelve-Power draft proposal (A/7185/Rev.1, para. 7), one representative felt that operative paragraph 1 should not include both the definition of aggression and the right of self-defence and would have preferred the latter to be dealt with in a separate paragraph. Another representative considered that neither that draft proposal nor the thirteen-Power draft proposal (*ibid.*, para. 9) approached the question from a strictly legal standpoint. The chief defect in both was the saving clause, which introduced a subjective criterion; in addition, both contained vague and imprecise terms and phrases.

24. Various views were expressed especially on the thirteen-Power draft proposal, which was supported in principle by many representatives.

25. Some representatives observed that the draft did not mention the violation of the Charter which consisted of the use of force to prevent dependent peoples from exercising their inherent right of self-determination. According to those representatives, the Sixth Committee should approve the addition to the draft proposal of a paragraph concerning the guaranteeing of the right of self-determination.

26. One representative said it was most important that the specific acts enumerated should not in any way prejudice the general character of the definition or preclude the possibility of other acts being considered as acts of aggression by the United Nations in the future. It would therefore be appropriate to include a provision on the lines of the opening words of operative paragraph 2 of the twelve-Power draft proposal.

27. Some representatives were opposed to the words "direct or indirect" qualifying the expression "the use of force" in operative paragraph 1 of the thirteen-Power draft proposal, because they introduced the idea of indirect aggression, discussion of which had



been postponed by the Special Committee because of its special complexity.

28. According to one representative, the maintenance of operative paragraph 1 in the proposed form might result in a dangerous extension of the scope of self-defence. That danger was even greater since there was no indication in the fifth preambular paragraph of who would decide, in the circumstances of each particular case, whether armed aggression had occurred. Furthermore, operative paragraph 2 did not indicate which body would be empowered to use force in accordance with the provisions of the Charter; the paragraph seemed to reinforce the idea that other bodies than the Security Council were empowered to use force under the Charter. If operative paragraph 3 was considered in the general context of the preambular part of the draft proposal, and particularly in relation to operative paragraph 5, the concept of self-defence could be extended to other acts of aggression than those mentioned in paragraph 5, since the list in that paragraph was not exhaustive. Although operative paragraph 4 was based on the provisions of Article 53 of the Charter, it nevertheless allowed the possibility that a regional agency could invoke the right to collective self-defence without referring the matter to the Security Council. It was true that operative paragraph 10 provided that no act other than those enumerated in paragraph 5 could be deemed to constitute aggression unless the Security Council so decided, but if a group of States resorted to force under the pretext of self-defence, that use of force could remain unpunished if the Security Council failed to reach a conclusion.

29. The view was expressed that operative paragraph 8 of the thirteen-Power draft proposal was contradictory; it prohibited recourse to individual or collective self-defence while at the same time authorizing "reasonable and adequate steps". Those terms were subjective and might lead to abuse by permitting States to take disproportionate measures with regard to the States accused. It was also said that operative paragraph 8 was highly ambiguous. The theoretical effect of any definition along those lines, based upon an utterly unreal and unviable distinction between direct and indirect aggression, could be to allow the victim of aggression to defend itself against a dramatic and violent attack from the outside, while on the other hand the same victim would presumably find itself on the wrong side of the law if it took appropriate action, in exercise of its right of self-defence, to protect itself from being throttled or from succumbing to slow poisoning. It was enough to state the proposition to see how unreal it was and how far it was in contradiction to the established law of nations and the law of the Charter according to which,

when the territorial integrity or political independence of a State was endangered by threats or acts of aggression, appropriate measures of self-defence were admissible irrespective of whether a purely doctrinal classification would assign such threats or acts to the category of direct or indirect aggression. The view was expressed that operative paragraph 8 should be deleted, since it was out of place in the definition of aggression and was more relevant to the field dealt with by the Special Committee on the Principles of International Law concerning Friendly Relations and Co-operation among States.

#### D. Voting

30. At its 1081st meeting, on 26 November 1968, the Sixth Committee, at the request of the Mexican representative, took a roll-call vote on the draft resolution before it (A/C.6/L.733/Rev.1 and Add. 1-3). The draft resolution was adopted by 74 votes to none, with 16 abstentions. The voting was as follows:

*In favour:* Afghanistan, Algeria, Argentina, Austria, Brazil, Bulgaria, Burma, Burundi, Byelorussian Soviet Socialist Republic, Cameroon, Canada, Ceylon, Chad, Chile, Colombia, Congo (Democratic Republic of), Cuba, Cyprus, Czechoslovakia, Dahomey, Ecuador, Ethiopia, Finland, France, Gabon, Ghana, Greece, Guatemala, Guinea, Guyana, Haiti, Hungary, India, Indonesia, Iran, Iraq, Jamaica, Kenya, Kuwait, Lebanon, Lesotho, Liberia, Libya, Madagascar, Mexico, Mongolia, Niger, Nigeria, Pakistan, Panama, Peru, Philippines, Poland, Romania, Rwanda, Southern Yemen, Spain, Sudan, Sweden, Syria, Thailand, Togo, Trinidad and Tobago, Tunisia, Turkey, Uganda, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, United Republic of Tanzania, Uruguay, Venezuela, Yugoslavia, Zambia.

*Against:* None.

*Abstaining:* Australia, Belgium, China, Denmark, Ireland, Israel, Italy, Japan, Netherlands, New Zealand, Norway, Portugal, Saudi Arabia, South Africa, United Kingdom of Great Britain and Northern Ireland, United States of America.

#### Recommendation of the Sixth Committee

31. The Sixth Committee therefore recommends that the General Assembly adopt the following draft resolution:

#### REPORT OF THE SPECIAL COMMITTEE ON THE QUESTION OF DEFINING AGGRESSION

[Text adopted by the General Assembly without change. See "Action taken by the General Assembly" below.]

### DOCUMENT A/7431

#### Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7402

#### Report of the Fifth Committee

[Original text: English and Spanish]  
[17 December 1968]

1. At its 1288th meeting, held on 16 December 1968, the Fifth Committee, in compliance with rule 154 of the rules of procedure of the General Assembly, considered a note by the Secretary-General (A/C.5/1212) on the administrative and financial implications of the draft resolution submitted by the Sixth Com-

mittee (see A/7402, para. 31). The Chairman of the Advisory Committee on Administrative and Budgetary Questions made an oral statement.

2. Under the draft resolution, the Special Committee on the Question of Defining Aggression would resume its work in 1969, in accordance with General Assembly resolution 2330 (XXII). The Secretary-General estimated at \$25,600 the additional costs of a five-week session in New York during the period 24 February to 28 March 1969. The Advisory Committee agreed that an additional provision in this amount would be required.

3. Accordingly, the Fifth Committee decided to advise the General Assembly that the adoption of the draft resolution would necessitate an additional appropriation in the amount of \$25,600 under section 2 (Special meetings and conferences) of the budget for the financial year 1969.

---

### ACTION TAKEN BY THE GENERAL ASSEMBLY

At its 1746th plenary meeting, on 18 December 1968, the General Assembly adopted the draft resolution submitted by the Sixth Committee (A/7402, para. 31) by a vote of 71 to none, with 16 abstentions. For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2420 (XXIII).

---

### CHECK LIST OF DOCUMENTS

NOTE. This check list includes the documents mentioned during the consideration of agenda item 86 which are not reproduced in the present fascicle.

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/7185	Report of the Special Committee on the Question of Defining Aggression	Replaced by A/7185/Rev.1
A/7185/Rev.1	Report of the Special Committee on the Question of Defining Aggression	See <i>Official Records of the General Assembly, Twenty-third Session</i> , agenda item 86
A/C.6/L.733/Rev.1 and Add.1-3	Algeria, Congo (Democratic Republic of), Cyprus, Ecuador, El Salvador, Ethiopia, Ghana, Guatemala, Guyana, Haiti, India, Jamaica, Kenya, Liberia, Mexico, Panama, Pakistan, Peru, Romania, Spain, Sudan, Syria, Uganda, United Arab Republic, United Republic of Tanzania, Uruguay, Venezuela, Yugoslavia and Zambia: draft resolution	Adopted without change. See A/7042, para. 8.



**Agenda item 87:\* Consideration of principles of international law concerning friendly relations and co-operation among States in accordance with the Charter of the United Nations: report of the Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States\*\***

**CONTENTS**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
<b>Fifth Committee:</b>		
A/C.5/1227	Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7429: note by the Secretary-General . . . . .	1
<b>Plenary Meetings:</b>		
A/7429	Report of the Sixth Committee . . . . .	2
A/7465	Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7429: report of the Fifth Committee . . . . .	12
	<b>Action taken by the General Assembly . . . . .</b>	<b>12</b>
	<b>Check list of documents . . . . .</b>	<b>12</b>

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Sixth Committee*, 086th, 1090th to 1096th and 1099th meetings; *ibid.*, *Fifth Committee*, 1294th meeting; and *ibid.*, *Plenary Meetings*, 1751st meeting.

\*\* Since 1962, this question has been discussed by the General Assembly at the following sessions: seventeenth session (agenda item 75), eighteenth session (agenda item 71), twentieth session (agenda items 90 and 94), twenty-first session (agenda item 87), twenty-second session (agenda item 87).

**DOCUMENT A/C.5/1227**

**Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7429**

**Note by the Secretary-General**

[*Original text: English*]  
 [18 December 1968]

1. At its 1099th meeting, on 17 December 1968, the Sixth Committee adopted a draft resolution relating to the consideration of principles of international law concerning friendly relations and co-operation among States in accordance with the Charter of the United Nations (see A/7429, para. 73).

2. The General Assembly would, under the terms of operative paragraph 3 of the draft resolution, decide to ask the Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States, as reconstituted by General Assembly resolution 2103 (XX), to meet in 1969 in New York, Geneva or any other suitable place for which the Secretary-General receives an invitation, in order to continue and complete its work. Under the terms of paragraph 6, the General Assembly would request the Secretary-General to co-operate with the Special Committee in its task and to provide all the services, documentation and other facilities necessary for its work.

3. Based on the assumption that the sessions of the Special Committee could be integrated into the pattern of conferences already proposed by the Committee on Conferences, no additional costs would arise for a ses-

sion in New York. However, should the Special Committee meet at Geneva, it would be necessary to make provision in the budget for the financial year 1969 in a total amount of \$80,000, as shown below:

<i>Section 2. Special meetings and conferences</i>	<i>U.S. dollars</i>
Conference servicing staff . . . . .	69,500
Reproduction and distribution . . . . .	2,500
General expenses . . . . .	5,000
	77,000
 <i>Section 5. Travel of staff</i>	
Travel of substantive staff from Headquarters to Geneva . . . . .	3,000
	TOTAL 80,000

4. Should the Special Committee meet elsewhere, additional costs would be assumed by the host Government under the terms of General Assembly resolution 2116 (XX).

## DOCUMENT A/7429

## Report of the Sixth Committee

[Original text: English and Spanish  
[18 December 1968

## CONTENTS

	<i>Paragraphs</i>
I. INTRODUCTION . . . . .	1-5
II. PROPOSAL . . . . .	6-7
III. DEBATE . . . . .	8-70
A. General comments on the work done by the Special Committee in 1968 and on the aims of the work . . . . .	8-17
B. Comments on the principles entrusted to the Special Committee for study in 1968 under General Assembly resolution 2327 (XXII) . . . . .	18-63
1. Principles mentioned in operative paragraph 4 of General Assembly resolution 2327 (XXII) . . . . .	19-54
(a) The principle that States shall refrain in their international relations from the threat or use of force against the territorial integrity or political independence of any State, or in any other manner inconsistent with the purposes of the United Nations . . . . .	19-41
(b) The principle of equal rights and self-determination of peoples . . . . .	42-54
2. The principle set forth in operative paragraph 5 of General Assembly resolution 2327 (XXII): the duty not to intervene in matters within the domestic jurisdiction of any State, in accordance with the Charter . . . . .	55-63
C. Observations concerning future work and methods of work . . . . .	64-70
1. Convening and terms of reference of the Special Committee in 1969 . . . . .	64-65
2. The Special Committee's method of work and the organization of its future work . . . . .	66-68
3. Preparatory consultations . . . . .	69
4. Completion of work on the item and observance of the twenty-fifth anniversary of the United Nations . . . . .	70
IV. VOTING AND STATEMENT BY THE CHAIRMAN OF THE SIXTH COMMITTEE . . . . .	71-72
RECOMMENDATION OF THE SIXTH COMMITTEE . . . . .	73

### I. Introduction

1. At its 1676th plenary meeting, on 27 September 1968, the General Assembly decided to include item 87, entitled "Consideration of principles of international law concerning friendly relations and co-operation among States in accordance with the Charter of the United Nations: report of the Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States", in the agenda of its twenty-third session and to allocate it to the Sixth Committee. In accordance with General Assembly resolution 2327 (XXII) of 18 December 1967, the item had previously been included in the provisional agenda of the session.

2. The item was considered by the Sixth Committee at its 1086th, 1090th to 1096th and 1099th meeting held on 4, 9 to 13 and 17 December 1968, respectively.

3. The Committee had before it, as a basis for its consideration of the item, the report on the 1968 session of the Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States (A/7326).<sup>1</sup> The report was introduced in the Committee at its 1086th meeting by the Rapporteur of the Special Committee.

4. The report on the 1968 session of the Special Committee was divided into the following three chapters: I. Introduction; II. Consideration of the two principles mentioned in operative paragraph 4 of General Assembly resolution 2327 (XXII), with a view to completing their formulation (the principle that States shall refrain in their international relations from the threat or use of force against the territorial integrity or political independence of any State, or in any other manner inconsistent with the purposes of the United Nations; and the principle of equal rights and self-determination of peoples); and III. Consideration of proposals compatible with General Assembly resolution 2131 (XX) on the principle concerning the duty not to intervene in matters within the domestic jurisdiction of any State, in accordance with the Charter of the United Nations, with the aim of widening the area of agreement already expressed in that resolution.

5. At the 1099th meeting, on 17 December 1968, the Rapporteur of the Sixth Committee, pursuant to paragraph (f) of the annex to General Assembly resolution 2292 (XXII), raised the question whether the Committee wished to include in its report to the General Assembly a summary of the views expressed during the debate on the item, and brought to the attention of the Committee the financial implications of that question. At the same meeting, the Committee decided that in view of the nature of the subject matter of the item the report should contain a summary of the legal trends which had emerged during the debate.

### II. Proposal

6. Afghanistan, Algeria, Austria, Burma, Cameroon, Canada, Ceylon, Chile, the Democratic Republic of the Congo, Czechoslovakia, Dahomey, Ecuador, El Salvador, Ethiopia, Ghana, Greece, Guatemala, Haiti, India, Indonesia, Jamaica, Japan, Kenya, Kuwait, Lebanon, Libya, Madagascar, Mexico, Mongolia, the Netherlands, Nigeria, Pakistan, Panama, Peru, the Philippines, Poland, Romania, Saudi Arabia, Somalia, Sudan, Syria, Uganda, the United Arab Republic, the United Kingdom of Great Britain and Northern Ireland, the United Republic of Tanzania, the United States of America, Uruguay, Venezuela, Yugoslavia and Zambia submitted a draft resolution (A/C.6/L.740). Liberia and Tunisia subsequently became co-sponsors of the draft resolution (A/C.6/L.740/Add.1). The fifty-two-Power draft resolution reads as follows:

<sup>1</sup> For an account of the historical background of the item see also *Official Records of the General Assembly, Twenty-third Session, Annexes*, agenda item 87, document A/6955.

*"The General Assembly,*

*"Recalling its resolutions 1815 (XVII) of 18 December 1962, 1966 (XVIII) of 16 December 1963, 2103 (XX) of 20 December 1965, 2181 (XXI) of 12 December 1966 and 2327 (XXII) of 18 December 1967, which affirm the importance of the progressive development and codification of the principles of international law concerning friendly relations and co-operation among States,*

*"Recalling further that among the fundamental purposes of the United Nations are the maintenance of international peace and security and the development of friendly relations and co-operation among States,*

*"Considering that the faithful observance of the principles of international law concerning friendly relations and co-operation among States in accordance with the Charter of the United Nations is of paramount importance for the maintenance of international peace and security and improvement of the international situation,*

*"Considering further that the progressive development and codification of the principles of international law concerning friendly relations and co-operation among States, so as to secure their more effective application, would promote the realization of the purposes of the United Nations,*

*"Bearing in mind its resolution 2131 (XX) of 21 December 1965,*

*"Convinced of the significance of continuing the effort to achieve general agreement in the process of elaboration of the seven principles of international law set forth in General Assembly resolution 1815 (XVII), but without prejudice to the applicability of the rules of procedure of the Assembly, with a view to the adoption of a declaration which would constitute a landmark in the progressive development and codification of those principles,*

*"Having considered the report of the Special Committee on Principles of International Law Concerning Friendly Relations and Co-operation among States (A/7326), which met at New York from 9 to 30 September 1968,*

*"1. Takes note of the report of the Special Committee on Principles of International Law Concerning Friendly Relations and Co-operation among States;*

*"2. Expresses its appreciation to the Special Committee for the valuable work it has performed;*

*"3. Decides to ask the Special Committee, as constituted by General Assembly resolution 2103 (XX), to meet in 1969 in New York, Geneva or any other suitable place for which the Secretary-General receives an invitation, in order to continue and complete its work;*

*"4. Requests the Special Committee, in the light of the debate which took place in the Sixth Committee during the previous and present sessions of the General Assembly and in the 1964, 1966, 1967, and 1968 sessions of the Special Committee, to endeavour to resolve, in the light of General Assembly resolution 2327 (XXII), all relevant questions relating to the formulation of the seven principles, in order to complete its work as far as possible, and to submit a comprehensive report to the General Assembly at its twenty-fourth session;*

*"5. Calls upon the members of the Special Committee to devote their utmost efforts to ensuring the*

success of the Special Committee's session, in particular by undertaking, in the period preceding the session, such consultations and other preparatory measures as they may deem necessary;

*"6. Requests the Secretary-General to co-operate with the Special Committee in its task and to provide all the services, documentation and other facilities necessary for its work;*

*"7. Decides to include in the provisional agenda of its twenty-fourth session an item entitled "Consideration of principles of international law concerning friendly relations and co-operation among States in accordance with the Charter of the United Nations."*

7. At the 1099th meeting, on 17 December 1968, the Secretary of the Committee made a statement regarding the financial implications of the above draft resolution.

### III. Debate

#### A. GENERAL COMMENTS ON THE WORK DONE BY THE SPECIAL COMMITTEE IN 1968 AND ON THE AIMS OF THE WORK

8. A number of representatives were of the opinion that the 1968 session of the Special Committee had represented a further significant step towards the codification and progressive development of the principles entrusted to it for study, but considered that the results achieved, although laudable, were incomplete. Of the three principles referred to it by General Assembly resolution 2327 (XXII), namely, the principle prohibiting the threat or use of force, the principle of equal rights and self-determination of peoples, and the principle of non-intervention in matters within the domestic jurisdiction of any State, the Special Committee had only had time to study the first two, and its Drafting Committee had only been able to make a thorough study of the principle prohibiting the threat or use of force. The Special Committee had in fact concentrated its efforts at its 1968 session on this latter principle, on which considerable progress had been made, although it had still not been possible to complete its formulation. Some representatives pointed out that the work of the Special Committee in 1968 had made possible a considerable rapprochement of basic positions on various important questions and the achievement of broad agreement on objectives and methods of work.

9. In general, the representatives who spoke in the debate expressed the view that the over-all results achieved so far did not justify a pessimistic attitude and reaffirmed that their respective countries would continue to lend their support to the codification and progressive development of the principles, whether in the Special Committee or in the Sixth Committee of the General Assembly. The work done had served to reaffirm the universal validity and peremptory character of the seven principles listed by the Assembly in resolution 1815 (XVII) of 18 December 1962 and had contributed towards their more precise definition. The points of agreement which had been established represented an important contribution to the development of international law and the maintenance of international peace and security. Moreover, the exchange of views had been beneficial, as could be seen from a comparison of the successive reports of the Special Committee. Some representatives considered that the partial nature of the results achieved so far was due to methodological or technical factors, such as the procedure of consensus followed by the Special Committee or the relatively

short duration of its sessions. The majority, however, attributed it either to the actual nature of the task undertaken or to reasons of a political nature.

10. Those representatives who referred to the difficulties inherent in the nature of the work emphasized that an attempt was being made to formulate rules of international law, i.e., legal obligations, relating to Charter principles which constituted the nucleus of the international legal order. These representatives felt that the slowness of the process should not lead to the abandonment of the search for legal formulations or to their replacement by texts which constituted expressions of political will or mere statements of particular philosophies, because the result of the work would then have less relevance for the regulation of the conduct of States. It was also added that, in view of the quasi-legislative nature of the process, undue pressures might have a negative effect on the quality of the formulation and hence on its applicability. One of these representatives said that the difference between the verbal acceptance of obligations and real life had recently been made evident and that the ultimate goal of the work undertaken should be to bring home to Governments the importance of respect for international legality and morality.

11. Others considered that the present state of the Special Committee's work was the fault of those who refused to accept the changes which had occurred in international society since the adoption of the Charter in 1945 and maintained that proposals reflecting those changes lacked legal validity, despite the fact that, in international relations, legal considerations could not be dissociated from political, economic or social factors. The delay was therefore the result of a deliberate policy of obstruction being followed by circles which were pursuing imperialist and colonialist policies and supporting racist régimes practising *apartheid*.

12. Several representatives reaffirmed the great importance of the codification and progressive development of the principles for the promotion of the rule of law in international relations, the maintenance of international peace and security, and the development of peaceful co-operation and coexistence among nations. Although those principles were stated in the Charter, further work on them was justified by the need to affirm them, further define them and adapt them to current needs. A General Assembly declaration on the principles would make a powerful contribution to the attainment of the purposes of the United Nations and would thereby strengthen the Organization. It was stated in that connexion that the efforts of the Sixth Committee and the Special Committee were proof that the principles were deeply rooted in the conscience of nations and that the international community was determined to affirm them and ensure their observance. All States, large and small, should therefore co-operate in the work in hand.

13. Some representatives stated that discussion of the principles did not involve an attempt to amend the Charter, the procedure for which was laid down in Article 108 of the Charter itself, but merely to re-examine it in the light of two decades of interpretative action by the United Nations and to draft, on that basis, rules which might reasonably be regarded as deriving from certain principles of the Charter and their application. Even if it was not always easy to draw the line between elaboration of the Charter and amendments to it, the distinction had to be respected, since it was a distinction which protected every Member State.

14. Other representatives expressed the view that the codification and progressive development of the principles, by introducing an element of precision into rule of law, represented a guarantee for all countries, particularly small and developing countries. It was essential, however, that States should genuinely intend to base their international conduct on the principles and comply in good faith with the obligations they had assumed. The principles were universally applicable principles of the Charter which no State might violate on any pretext whatsoever. In that connexion, some representative pointed out that precision in rules of law was all the more necessary when circumstances were unfavourable to their observance, inasmuch as they might exercise greater influence on decision-makers and put public opinion in a better position to judge those who flouted them.

15. It was also stated that the solution to the problems of co-operation among States having different political, economic and social systems and at different levels of economic development required a climate of peace based on respect for national sovereignty and independence, equality of States' rights, non-interference and mutual advantage. Some representatives, noting that the codification and progressive development of the principles was one of the objectives of the countries of the Third World, as proclaimed in the Programme for Peace and International Co-operation adopted by the Second Conference of Heads of State or Government of Non-Aligned Countries, held at Cairo in 1964,<sup>2</sup> stressed that the process of codification and development should reflect the experience and requirements of the developing countries.

16. It was also pointed out by certain representative that the work of the Special Committee would enable new States which had not taken part in the San Francisco Conference of 1945 and had been unable to contribute to the application of the Charter by organs of the Organization during its early years to participate in a review of the basic principles of the Charter and the development of international law. One of those representatives stated that the fact of having been unable to participate in the establishment of the rules of law encountered on gaining independence was, in fact, one of the reasons for the new States' lack of confidence in the compulsory jurisdiction of the International Court of Justice.

17. Finally, several representatives emphasized that the principles were closely interrelated, both conceptually and from the standpoint of their application in international life. In the formulation of each individual principle, it was essential not to lose sight of the whole of which it was a part; to do otherwise would be to run the risk that the declaration ultimately adopted would give a distorted or unbalanced picture of the principle. One of those representatives stressed that the preamble or general provisions of the future declaration should contain an explicit statement that the principles were interrelated and that each of them was to be interpreted in the context of the others.

#### B. COMMENTS ON THE PRINCIPLES ENTRUSTED TO THE SPECIAL COMMITTEE FOR STUDY IN 1968 UNDER GENERAL ASSEMBLY RESOLUTION 2327 (XXII)

18. In the course of the debate, some representative refrained from repeating the comments made on previous occasions on behalf of their respective countries or

<sup>2</sup> See A/5763 (mimeographed).

erning the principles entrusted to the Special Committee in 1968. Others, however, commented once again on general aspects of those principles and on their scope, content and formulation. These comments are summarized below.

*Principles mentioned in operative paragraph 4 of General Assembly resolution 2327 (XXII)*

a) *The principle that States shall refrain in their international relations from the threat or use of force against the territorial integrity or political independence of any State, or in any other manner inconsistent with the purposes of the United Nations*

19. A large number of representatives considered that at its 1968 session the Special Committee had made real progress, described by some as considerable or important, with regard to the formulation of this principle. Although several representatives regretted the fact that a complete text of the principle had not yet been adopted, it was generally recognized that the progress made by the Special Committee in 1968 had prepared the ground for a formulation of the principle in the near future. The points on which agreement had been reached in 1968 widened the area of agreement achieved in 1967 in the Working Group established by the Drafting Committee and had been approved by the Special Committee itself. In addition, existing areas of disagreement had been reduced and new bases of discussion had been found for future negotiations. Nevertheless, as some representatives emphasized, there were a number of difficult points still to be solved on essential issues, which would require new and serious efforts on the part of the members of the Special Committee, including, *inter alia*, those relating to the definition of the term "force", territorial disputes, the inviolability of State territory and non-recognition of situations brought about by the use of force, as well as those relating to the duty not to intervene in matters within the domestic jurisdiction of any State and to the exercise of the right of self-determination of peoples.

20. Stressing the paramount importance of this principle, the corner-stone of international law, several representatives emphasized the need to complete its formulation as soon as possible, since, despite the fact that it was clearly stated in Article 2, paragraph 4, of the Charter, the history of international relations was filled with frequent violations of the principle. Some added that the formulation to be adopted should be a progressive development of the content of the principle in the light of the events which had occurred since the adoption of the Charter and should strengthen the economic, social and political sovereignty of peoples. It was also said that, at its next session, the Special Committee should give priority to the consideration of the principles of equal rights and self-determination and non-intervention, so as to be in a position to arrive at a formulation of the principle prohibiting the threat or use of force.

21. Certain representatives emphasized the relationship between this principle and the principle of the peaceful settlement of disputes. For those representatives, as the development of international law reduced the possibility of the legitimate use of force by States, the urgency of the need for international machinery capable of centralizing the application of the law increased. From that standpoint, some of these representatives thought the agreed text on the duty of States to settle their international disputes by peaceful means was not very satisfactory. It was pointed out, in that

connexion, that States Members and organs of the United Nations should make fuller use of the possibilities offered by Chapter VI of the Charter.

22. There follows below a summary of the different views and comments put forward on the scope, content and formulation of the different aspects of the principle. These views and comments have been grouped in accordance with the headings of the report of the Drafting Committee (see A/7326, para. 111), which was adopted by the Special Committee at its 96th meeting, on 30 September 1968 (*ibid.*, para. 134).

(i) *General prohibition of force*

23. Many representatives expressed satisfaction with the agreement reached on the statement concerning the general prohibition of force and, in particular, with the fact that the second paragraph stated that such a threat or use of force "constitutes a violation of international law and the Charter of the United Nations and shall never be employed as a means of settling international issues".

(ii) *Consequences and corollaries of the prohibition of the threat or use of force*

24. Several representatives welcomed the statements of agreement on wars of aggression and propaganda for such wars. With reference to the statement on wars of aggression, mention was made of the provisions of the Charter of the Nürnberg Tribunal<sup>3</sup> and of the principles of international law recognized in the Charter of the Nürnberg Tribunal and in the judgment of the Tribunal,<sup>4</sup> and the draft Code of Offences against the Peace and Security of Mankind,<sup>5</sup> prepared by the International Law Commission.

25. Some representatives expressed the view that the statement of agreement on wars of aggression could be amplified to the effect that the planning and preparation of a war of aggression were also crimes against peace, that the threat of a war of aggression involved liability under international law and that individuals who committed such crimes against peace were criminally liable. The idea of the criminal liability of individuals guilty of a crime against peace should not be interpreted, in the view of one representative, in such a way as to justify the collective punishment of soldiers and civilians who had participated in the war effort. It was also stated that the statement of agreement should be understood to mean that not only declared wars of aggression but also aggressive hostilities in general constituted a crime against peace. Finally, other representatives observed that the results achieved in the Special Committee on the Question of Defining Aggression would be important for a correct interpretation of the statement of agreement on wars of aggression.

26. With regard to war propaganda, certain representatives argued that the domestic law of each State should prohibit such propaganda, punish those who engaged in it and abolish any constitutional limitations there might be in that connexion. Others supported the statement of agreement because they considered that it did not restrict the right of opposition to the established authorities, a fundamental freedom of citizens which was constitutionally guaranteed. It was also said that

<sup>3</sup> See *The Charter and Judgment of the Nürnberg Tribunal* (United Nations publication, Sales No.: 49.V.7).

<sup>4</sup> See *Official Records of the General Assembly, Fifth Session, Supplement No. 12*, part III.

<sup>5</sup> *Ibid.*, Ninth Session, Supplement No. 9, chapter III.



study of the question should continue with a view to arriving at a statement which would relate that corollary to the duty to encourage the free exchange of information and ideas.

(iii) *Use of force in territorial disputes and boundary problems*

27. The agreement in principle on the duty of every State to refrain from the threat or use of force to violate the existing frontiers of a State or as a means of settling territorial disputes and boundary problems was expressly supported by several representatives.

28. Several representatives, stressing the importance and complexity that "international lines of demarcation" had acquired, said that it was necessary to include a reference to them in the formulation. It was not a question of perpetuating such lines, but of stating the duty of States to refrain from using force in order to violate them by virtue of the principle prohibiting the threat or use of force and the principles of fulfilment of obligations in good faith and the peaceful settlement of disputes. In their view, the difficulties that the inclusion of such a reference created might be avoided by indicating that the international lines in question were ones which were agreed or which had been established by an international agreement or a decision of the Security Council or in accordance with such an agreement or decision and by wording the reference in such a way that the claims or positions of interested parties were safeguarded. It was also said that the risk of perpetuating any illegal situations might be avoided if the formulation of the principle included a statement concerning the non-recognition of situations brought about by the illegal threat or use of force. Finally, some representatives referred to the need to bear in mind the particular features of the various actual cases in formulating any statement on "international lines of demarcation".

(iv) *Acts of reprisal*

29. The statement of agreement on the duty of States to refrain from acts of reprisal involving the use of force was supported by the representatives who referred to the question, who considered it consistent with the relevant provisions of the Charter. Certain representatives said that reprisals were an act of vengeance contrary to the Charter, as the Security Council itself had recognized in one of its resolutions, and that accordingly they could not be equated with self-defence. Others said that it would have been preferable if the statement had been more clearly worded, in order to remove any doubts about the prohibition of reprisals not involving the use of armed force. In this connexion, others expressed the view that the word "force" in the statement should be interpreted to mean "armed" or "physical" force and that an act of non-armed reprisal could be a legitimate means of redress against an illegal act by another State. It was also said that abuses would be avoided if non-armed reprisals were recognized as a legal institution and if the conditions governing them were strictly regulated. Finally, others added that the statement on acts of reprisal had to be considered in relation to those on the duty to refrain from violating existing frontiers, organizing or encouraging armed bands and instigating civil strife and terrorist acts.

(v) *Organization of armed bands and*

(vi) *Instigation of civil strife and terrorist acts*

30. Several representatives expressed satisfaction at the statement of agreement concerning the prohibition

of the organization of armed bands and the agreement in principle concerning the prohibition of instigation of civil strife and terrorist acts. Others, however, had reservations, in that they felt that due account had not been taken of the relationship between those questions and the exercise by the peoples of dependent territories of their right to self-determination. They felt that a distinction must be made between the types of activities covered by those questions and assistance to colonial peoples in their legitimate struggle against the repression to which they were being subjected. One of them added that he could not agree to provisions concerning such activities unless recognition was given to the colonial peoples' right of self-defence against the use of force by the Powers which were denying them the right of self-determination. It was also said that the victims of subversive and terrorist activities should be permitted to take measures of individual or collective self-defence. It was, however, emphasized that, whatever the reasons, there should not be any departure from the text of Article 51 of the Charter, which spoke of "armed attack". Finally, it was observed that the currently accepted view was that third States should not interfere in civil strife, at least by military means, even if the legitimate Government requested them to do so.

31. With regard to the inclusion of the provisions relating to these two questions under the principle prohibiting the threat or use of force and under the principle of non-intervention, those representatives who supported the provisions were for the most part in favour of including them under both principles, although some felt that the best procedure would have been to include them only under the principle of non-intervention.

(vii) *Military occupation and non-recognition of situations brought about by the illegal threat or use of force*

32. A number of representatives expressed regret that there had been no agreement on the inclusion of a provision affirming that the territory of a State could not be subjected to military occupation or other measures of force for any reason whatsoever and proclaiming the non-recognition of situations brought about by the illegal threat or use of force. Some stated that a provision of that nature would be a barrier to territorial ambitions and would accordingly protect the inviolability of the territory and the territorial integrity of States. Certain representatives felt that the formula proposed as a basis for discussion was useful and could serve as a point of departure in reaching agreement on the question under consideration. Others, however, regarded the formula as excessively rigid, while still others rejected it on the ground that it was insufficiently comprehensive and specific. It was also suggested that, in order to facilitate agreement, the wording finally adopted could make an exception in the case of situations resulting from decisions taken at the end of the Second World War.

33. Some representatives were of the opinion that, since it was already provided in the Charter that the use of force in international relations was unlawful, what was now needed was a formulation of the legal consequences and corollaries of that fact. They held that non-recognition was the penalty that was imposed, since the unlawful use of force could not confer rights. Accordingly, the statement of the principle should clearly affirm the non-recognition of the situations in question. It was pointed out that the principle of non-



recognition had been formulated for the first time at the First International Conference of American States, held at Washington in 1889 and 1890, and had been embodied in the Charter of the Organization of American States. Some representatives, on the other hand, felt that, while the non-recognition of situations brought about by the illegal use of force was morally desirable, it was difficult from a strictly legal point of view to deny the existence of certain specific situations which had their origin in the unlawful use of force. One of those representatives added that he would, however, have no difficulty in agreeing to the basic principle that any enlargement of the territory of a State through the use of force was completely inadmissible under the Charter.

(viii) *Armed force or repressive measures against colonial peoples, the position of territories under colonial rule, and the Charter obligations with respect to dependent territories*

34. Some representatives expressed regret that there had been no agreement on the inclusion of a provision relating to the duty of States to refrain from the use of force against dependent peoples. It was pointed out, in that connexion, that the use of force to perpetuate colonial situations was a violation of General Assembly resolution 1514 (XV). The thesis that the territory of colonies formed part of the metropolitan territory of the colonial Power was also rejected. Some representatives contended that the principle could not be invoked in the case of territories or frontiers which were the result of colonial rule or of political agreements concluded between colonial Powers. One representative was of the opinion that there was nothing to prevent third States from offering their good offices with a view to facilitating the exercise of the right of self-determination by dependent peoples. It was added that an agreement on those questions would facilitate the formulation of the principle of equal rights and self-determination of peoples. Other representatives stated that colonial situations did not properly belong within the debate on a principle which related to the prohibition of the use of force in international relations, but rather concerned Chapters XI to XIII of the Charter.

(ix) *Economic, political and other forms of pressure*

35. Several representatives stated that the duty to refrain from the threat or use of "force" implied a duty to refrain from economic, political and other forms of pressure against the political independence or territorial integrity of a State, and urged that the Special Committee should continue making efforts to reach agreement on a broad definition of the term "force". Some referred in this connexion to the draft declaration adopted by the Committee of the Whole of the United Nations Conference on the Law of Treaties at the first session of the Conference at Vienna in 1968.<sup>6</sup>

36. Other representatives argued that it was impossible to accept proposals that the term "force" in Article 2, paragraph 4, of the Charter, should be given a broad sense. They condemned the use of coercive measures, whether political or economic, in order to impose one State's will on another, but considered that in Article 2, paragraph 4, the term "force" meant solely "armed force". Some said that it might perhaps be better to try to solve the difficulties involved in the question by considering it in relation to the principle of non-intervention instead of the principle prohibiting the

threat or use of force. Others considered that efforts might be made to thwart economic, political and other forms of pressure by adopting special rules of an appropriate kind. Finally, some representatives, without taking a final position on the matter, stated that, in the consideration of the question, the necessity of continuing to interpret Article 51 of the Charter restrictively should nevertheless be borne in mind.

(x) *Agreement for general and complete disarmament under effective international control*

37. The representatives who mentioned this point supported the agreement to include the concept of general and complete disarmament under effective international control as a corollary of the principle prohibiting the threat or use of force. The desirability of formulating this corollary on the basis of article VI of the Treaty on the Non-Proliferation of Nuclear Weapons<sup>7</sup> was stressed by some representatives.

(xi) *Making the United Nations security system more effective*

38. Some representatives expressed satisfaction with the statement of agreement concerning this question, considering that its inclusion in the formulation of the principle prohibiting the threat or use of force would help to strengthen the application of the principle. They stressed the need for all States to comply in good faith with the obligations they had undertaken with respect to the maintenance of international peace and security and to endeavour to make the United Nations security system more effective.

(xii) *Legal use of force*

39. Representatives who referred to this question were agreed that nothing in the provisions of the principle prohibiting the threat or use of force would affect the provisions of the Charter concerning the lawful use of force. Some took the view that a flexible approach should be adopted in formulating the statement relating to this question. Others argued that the lawful uses of force should be clearly spelt out, because they were exceptions to the principle. With regard to the right of individual or collective self-defence provided for in Article 51 of the Charter, some said that the right existed solely in the event of "armed attack" and that the defensive reaction should be immediate and proportionate to the unlawful act giving rise to it. Pointing out that the Charter centralized the use of force in the United Nations, other representatives emphasized that regional organizations could not lawfully use force without the express authorization of the Security Council, in accordance with Article 53 of the Charter.

40. Several representatives maintained that the use of force by the peoples of dependent territories in self-defence against colonial domination and in exercise of their right of self-determination constituted a lawful use of force under the Charter and that that should be indicated in the formulation of the principle. It was stated, in that connexion, that colonialism was a permanent act of aggression and that oppressed peoples therefore had an inalienable right of self-defence against that form of aggression. Referring to the illegality of colonialism and the obligation of all States to help colonial peoples in their struggle to exercise their right of self-determination, some representatives asserted that national liberation movements were lawful and were

<sup>6</sup> See A/CONF.39/C.1/L.370/Add.7.

<sup>7</sup> See General Assembly resolution 2373 (XXII), annex.

in conformity with General Assembly resolution 1514 (XV). Finally, it was added that the perpetuation of specific colonial situations was not only unlawful and immoral but could also lead to breaches of the peace such as the Charter sought to avoid.

41. In the opinion of other representatives, it would be undesirable to sanction, as an exception to the principle, the right to use force in colonial matters, because that might result in serious threats to international peace and security. They pointed out that Article 2, paragraph 4, of the Charter prohibited the use of force in "international relations" and that the right of rebellion was not provided for in Article 51 of the Charter. In their view, questions relating to dependent territories were covered by Chapters XI to XIII of the Charter and not by Article 2, paragraph 4, or Chapter VII.

(b) *The principle of equal rights and self-determination of peoples*

42. Several representatives expressed regret that at its 1968 session the Special Committee had made no progress towards the formulation of the principle of equal rights and self-determination of peoples, having adopted a report of its Drafting Committee stating that, owing to the lack of time, it had not been able to carry out a study in depth of the proposals concerning the principle. In the opinion of some representatives, it was discouraging to see that after three sessions of the Special Committee the attempts to formulate the principle had not met with the same degree of success as the attempts to formulate other principles. In the view of certain representatives, much more work had to be done before anything like a comparable stage was reached and a satisfactory text emerged. It was said that that situation was perhaps due to the fact that a common basis had yet to be found for the consideration of the principle, as well as to the consensus procedure followed by the Special Committee. Other representatives considered that it might result from the difficulties inherent in one of the areas of international relations in which law and politics were more closely inter-related. However, some other representatives were of the opinion that the successive drafts submitted to the Special Committee in the course of the years indicated that a rapprochement had taken place, which augured well for the future.

43. A number of representatives emphasized the need for the Special Committee to continue its efforts with a view to the formulation of the principle. In this connexion, some representatives made an appeal to those who had so far demonstrated a hesitant attitude to reconsider their position, so that a formulation could be arrived at which reflected the experience and the present-day needs of the world. Various representatives expressed support for the recommendation of the Drafting Committee, adopted by the Special Committee, that due priority should continue to be given to the consideration of the proposals concerning the principle (see A/7326, para. 193).

44. A number of representatives referred to the historical, philosophical and political origins of the principle. It was recalled that it had been the corner-stone of the Declaration of Independence of the United States of America in 1776, of the French Revolution of 1789 and the October Socialist Revolution of 1917 in Russia. It was also stated that it had played a fundamental role in the constitution of the Latin American States and that it now formed the basis of

the activities of various national liberation movements in Asia and Africa. Reference was also made to the important contribution of the Spanish jurists and theologians of the sixteenth and seventeenth centuries

45. Several representatives recalled that the principle was embodied in the Charter, explicitly in Article 1 paragraph 2, and Article 55, and implicitly in Chapters XI, XII and XIII, and that it had been reaffirmed in resolutions of the General Assembly, in particular resolution 1514 (XV) containing the Declaration on the Granting of Independence to Colonial Countries and Peoples, and in the International Covenants on Human Rights. In the opinion of certain representatives, the reference to the principle in Articles 1 and 55 of the Charter was only indirect. It was also said that the principle had been applied in international life, as was proved by the recent process of decolonization, which had enabled a large number of countries to achieve independence and sovereignty and to become Members of the United Nations; this constituted one of the greatest accomplishments of the world Organization. Some representatives declared that the principle continued to be of the greatest value to the people still under colonial domination.

46. Various representatives stressed that the principle could not be regarded merely as a moral or political postulate but as a natural and inalienable right which constituted one of the foundations of the United Nations and an established rule of international law. Some representatives considered that it was at the basis of the maintenance of international peace and security and the development of friendly relations and co-operation among States.

47. A number of representatives held the view that the principle should be formulated in its widest sense. They reaffirmed the right of peoples to choose freely without any form of foreign interference, their own political, social and economic system. Reference was also made to the exercise of sovereignty in external affairs and the right of any State to dispose freely of its natural wealth and resources. In the opinion of some representatives, the two elements which constituted the principle were closely linked; the meaning and scope of the right to self-determination should be defined in the light of the principle of equal rights. That meant that international relations should be based on the idea of co-operation and not of subordination. Stress was also laid on the close relationship between the principle of equal rights and self-determination of peoples and the principles of sovereign equality of States and non-intervention.

48. It was said that, since the struggle waged by oppressed peoples for their national liberation, in the legitimate exercise of the right of self-determination had the backing of the Charter, the problem was of universal interest and the aims of those peoples were endorsed by the international community, even if they were pursued by revolutionary means. Other representatives, however, considered that the so-called right of rebellion had of necessity to be extra-legal.

49. In the opinion of various representatives, the formulation of the principle should be based on the proposals submitted so far and those which might be submitted in the future. In this connexion, some representatives expressed general support for certain of the proposals before the Special Committee. Reference was also made to the relevant resolutions of the General Assembly and in particular to resolution 1514 (XV), whose second preambular paragraph and operative para-

graph 2 contained, in the view of one representative, the most appropriate statement of law on the principle. Other representatives emphasized in this regard article 1 of the International Covenants on Human Rights. In the opinion of some representatives, the formulation would be incomplete unless it included an affirmative statement of the existence of an inherent right of peoples to equal rights and self-determination, a clear imposition of a general duty on all States to respect that right, and a statement of particular duties of States to facilitate its attainment and perform specific acts or refrain from performing specific acts which in any way might hinder its exercise. It was also emphasized that the right of self-determination was not only an individual but also a collective right.

50. A number of representatives referred to the difference of views concerning the applicability of the principle; while some considered that it should be applied to all peoples, others maintained that it could only apply to peoples under colonial rule. In the opinion of some representatives, however, the principle applied equally to peoples occupying an independent State and to peoples occupying a geographical area which, but for foreign domination, could have formed an independent and sovereign State. Nevertheless, certain representatives deemed it necessary to specify that the principle applied to peoples in territories under military occupation. While recognizing that the application of the principle was most important in the field of colonialism, universal applicability was supported by certain representatives on the grounds that it was not in the field of colonialism alone that the lack of observance of the principle threatened peace and security and friendly relations and that the Charter used the word "people" in a broad sense. It was also said that paragraph 6 of General Assembly resolution 1514 (XV) reassured those who feared that the universal application of the principle would encourage secessionist movements in sovereign, independent States.

51. The opinion was expressed that, without questioning the sovereignty of States, the applicability of the principle to peoples which were denied the enjoyment of equal rights by being excluded from participation in the life of their own States should be recognized. One representative considered that the terms "colonial" and "dependent" needed to be legally defined. In his view, a possible definition might state that a people was dependent when its territory was occupied by another State in contravention of international agreements or the resolutions of the Security Council and when its right to determine its own future status was expressly recognized either in General Assembly resolution 1514 (XV) or in the resolutions of the Security Council. Other representatives affirmed that the term "peoples" implied their relationship to a territory, even though they might have been unjustly expelled from it and replaced by an artificial population. It was also said that, in the case of entities which did not meet the requirements for becoming subjects of international law, it would be doubtful whether the concept of self-determination comprised a right to constitute themselves as sovereign and independent States.

52. Some representatives considered that there was a large measure of agreement as regards the prohibition of actions aimed at the partial or total disruption of the national unity or territorial integrity of States.

53. In the view of some representatives, colonialism, which had been deplored by all freedom-loving nations,

and which was without basis in international law, remained the most serious violation of the principle of equal rights and self-determination of peoples, as exemplified by a number of cases in Africa. In their view, the liquidation of colonialism was an obligation of States under the Charter. All States should therefore render assistance to the United Nations in carrying out its responsibilities to put an end to colonialism, to set up the necessary machinery for the structural change where none existed and to return all powers to subject peoples. It was also considered that colonial territories or other Non-Self-Governing Territories could not constitute an integral part of the territory of the States exercising colonial rule over them or of the administering States. The view was further expressed that armed action or repressive measures against colonial peoples should be prohibited.

54. A number of representatives considered that the right of dependent peoples to struggle, by whatever means they chose, for their freedom and independence from the colonial yoke, was a legitimate exercise of the right of self-defence and could not be interpreted as violating the provisions of the Charter. In their opinion, those peoples might receive assistance from other States in virtue of that right. Other representatives, however, were unable to accept the so-called right of self-defence against colonial domination. In the view of certain representatives, the use of force in self-defence against colonial domination should be considered in the context of Chapter XI and not of Article 2, paragraph 4, of the Charter. Other representatives considered that the exercise of such a right invited the intervention of big Powers in the internal affairs of smaller States, thus endangering peace and security.

2. *The principle set forth in operative paragraph 5 of General Assembly resolution 2327 (XXII): the duty not to intervene in matters within the domestic jurisdiction of any State, in accordance with the Charter*

55. Several representatives expressed regret that, owing to the lack of time at its 1968 session, the Special Committee had been unable to comply with the terms of reference given to it by the General Assembly in paragraph 5 of resolution 2327 (XXII), namely, to consider proposals compatible with General Assembly resolution 2131 (XX) of 21 December 1965 containing the Declaration on the Inadmissibility of Intervention in the Domestic Affairs of States and the Protection of Their Independence and Sovereignty, with the aim of widening the area of agreement already expressed in that resolution.

56. In the view of several representatives, General Assembly resolution 2131 (XX) was the expression of a universal juridical conviction and a valid and complete formulation of international law on the principle of non-intervention. They stressed that the resolution embodied a principle which had been recognized in many international instruments for over a century and that it had been adopted without opposition. They also recalled that at its 1966 session, the Special Committee had itself decided to "abide by General Assembly resolution 2131 (XX)". Other representatives considered the resolution as a significant political statement rather than a declaration of the legal principle involved. They recalled that it was not the only resolution relevant to the work of the Special Committee; many others, including Assembly resolutions 1514 (XV) and 2160 (XXI) had a similar relevance for the Special Com-

mittee's work. It was also significant that resolution 2131 (XX) had been adopted by the General Assembly at the same session at which the Assembly, by resolution 2103A (XX), had decided to include the principle of non-intervention among the seven principles to be formulated by the Special Committee.

57. In the opinion of some representatives, to argue that resolution 2131 (XX) was a mere political statement and therefore had no legal validity was fallacious, since it implied that the terms "political" and "legal" were mutually exclusive, an assertion which could only be interpreted as an attempt to make law the handmaid of politics. Even though the text of the resolution might be improved, as was also the case with any other legal instrument, including the Charter, it had to be admitted that documents resulting from negotiation and compromise were bound to show drafting imperfections. Furthermore, the difficulties of interpretation to which resolution 2131 (XX) might give rise could not be regarded as unique or greater than those confronting daily the national or international organs entrusted with the application of juridical norms.

58. Some representatives expressed the hope that members of the Special Committee would make serious efforts to reconcile the conflicting views existing on General Assembly resolution 2131 (XX), in order to reach a satisfactory statement on the principle of non-intervention. This was thought possible by some representatives, in view of the large measure of agreement evidenced in resolution 2131 (XX) and because this resolution contained most of the necessary elements to be included in a formulation of the principle.

59. In the opinion of several representatives, the Special Committee's task as regards the principle of non-intervention should be the consideration of proposals compatible with resolution 2131 (XX), with a view to widening the area of agreement expressed in that resolution. Proposals such as those submitted to the Special Committee in 1967 were deemed unacceptable, in that they had tended to restrict or ignore that area of agreement. Any new terms of reference to be given to the Special Committee should not detract from the relevant decisions taken by the Special Committee at its 1966 session and by the General Assembly at its twenty-second session. In the view of one representative, the re-examination by the Special Committee of the content or form of resolution 2131 (XX), or the consideration of any proposals on the principle, did not seem to be the method best suited for narrowing the existing divergences of opinion.

60. Several representatives stressed the importance of the principle of non-intervention as the corner-stone of respect for the sovereignty and independence of States, particularly in view of the long and painful experience of intervention in all forms, not only in the States which some of them represented but also in the continent of which those States formed part. It was considered that the principle was a major foundation for the development of friendly relations and co-operation among States, as well as an essential element for peaceful coexistence. It was further recognized that the principle was closely related to the maintenance and strengthening of international peace and security and was one of the foundations of contemporary international law.

61. The view was also expressed that the principle had been proclaimed by the Charter of the United Nations, Article 2, paragraph 1, embodying the fundamental principle of sovereign equality of States, implied respect for the personality of the State and its political

independence, with which intervention was incompatible. Intervention was likewise contrary to the purpose enunciated in Article 1, paragraph 2; the principle was also a consequence of the prohibition of the threat or use of force set forth in Article 2, paragraph 4, since those were the more characteristic and serious forms of intervention; finally, the provisions of Article 2, paragraph 7, applied *a fortiori* to States, since the Charter could not permit States to do what it prevented the Organization from doing.

62. Some representatives considered that the principle was an inseparable part of the system of principle of international law concerning friendly relations and co-operation among States. In the view of certain representatives, the principle did not prohibit assistance to colonial peoples struggling for their independence or the exercise of their right of self-determination. It was said that intervention in the internal affairs of a State affected the principle of equal rights and self-determination of peoples. It was also stated that questions which had given rise to doubts in the work undertaken on the principle prohibiting the threat or use of force might be clarified in the context of the principle of non-intervention.

63. Several representatives emphasized the contribution of Latin America to the development and strengthening of the principle since the early nineteenth century as a defence of their independence and sovereignty against the policies of the Holy Alliance and the abuse resulting from doctrines which arbitrarily distinguished between "legal" and "illegal" acts of intervention. It was recalled that, as had been pointed out at the Special Committee's 1967 session, the principle—which reflected the profound convictions of Latin America—had been proclaimed in the 1933 Montevideo Convention on Rights and Duties of States, the Additional Protocol relative to Non-intervention adopted by the 1936 Inter-American Conference for the Maintenance of Peace and the 1938 Declaration of the Principles of the Solidarity of America, the Charter of the Organization of American States signed at Bogotá in 1948 and at the Third Special Inter-American Conference held at Buenos Aires in 1967.<sup>8</sup> It was also said that, as a result of the long process of development and consolidation of the principle of non-intervention, fruitful co-operation among States with different interests had been made possible

#### C. OBSERVATIONS CONCERNING FUTURE WORK AND METHODS OF WORK

##### 1. *Convening and terms of reference of the Special Committee in 1969*

64. It was agreed that consideration of the principle should be continued with a view to their formulation and that the best means by which the General Assembly could complete its work on the item as soon as possible was once again to invite the Special Committee, reconstituted by General Assembly resolution 2103 A (XX) of 20 December 1965, to continue its work in 1969. The general agreement in that regard was embodied in operative paragraph 3 of the draft resolution introduced in the Sixth Committee (see para. 6 above).

65. During the general debate, various views were expressed concerning the Special Committee's terms of reference for its 1969 session, including the priority to be given to the consideration of each principle, with

<sup>8</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 87, document A/6799 para. 319.

view to completing the Special Committee's work at an early date in the light of the objective of General Assembly resolution 1815 (XVII) of 18 December 1962, i.e., the preparation of a draft declaration on the even principles of international law concerning friendly relations and co-operation among States. The general agreement reached on that point was embodied in operative paragraph 4 of the draft resolution and in the statement made by the Chairman of the Sixth Committee (see para. 71 below) before the draft resolution was adopted.

## 2. *The Special Committee's method of work and the organization of its future work*

66. Certain representatives stated that, while the Special Committee should try to arrive at a consensus, that procedure must not have the effect of causing its work to be obstructed by intransigent minorities. The effort to reach a consensus, although desirable, should not become a dogma which would enable certain minorities to paralyse the Special Committee's work or bring about the adoption of excessively vague formulations which did not meet the requirements of the existing situation or which served to perpetuate the *status quo*. In such cases, the vote was the only democratic method of arriving at solutions which were satisfactory to the international community as a whole. When a given proposal was supported by a large majority, it would be intolerable for a minority to prevent a decision from being taken. In such cases, the course which should be adopted was that provided for in the rules of procedure of the General Assembly, i.e., the taking of a vote.

67. Other representatives emphasized that it was desirable for the Special Committee to continue to work on the basis of consensus, which was the best guarantee that it would be successful in carrying out its task. It was essential that the work of the Special Committee should reflect the general practice of States and that, once completed, it should win the approval of a large majority in the General Assembly. Although the representatives in question acknowledged that the consensus method could give rise to abuses or lead to the adoption of excessively vague or broad formulations, they felt that it was the only appropriate method of carrying out the Special Committee's task. The formulation of legal norms and their incorporation into a General Assembly declaration required a broad base of agreement, since majority votes in the Assembly did not, in themselves, create legal norms nor did they facilitate the rapid establishment of such norms.

68. Some representatives felt that at its next session the Special Committee should concentrate its efforts and initiate discussions as soon as possible on the questions which had not yet been settled. General debate on questions concerning which a certain measure of agreement had already been reached should be avoided. Some representatives felt that the time had come to consolidate the results of the Special Committee's work and undertake a general review of the progress that had been made on each principle. In that connexion, some expressed the view that the texts embodying the agreements which had been reached should be submitted to the General Assembly in a comprehensive rather than a fragmentary form. Finally, other representatives, after drawing attention to the interrelationship among all the principles, cautioned the Special Committee regarding the disadvantages of the method of considering each principle separately.

## 3. *Preparatory consultations*

69. A number of representatives thought it advisable to hold preparatory consultations among the States concerned before the Special Committee's 1969 session and were in favour of including in the draft resolution to be recommended to the General Assembly a provision similar to that contained in operative paragraph 6 of resolution 2327 (XXII). Such consultations had proved useful and indeed valuable during the period between the Special Committee's 1967 and 1968 sessions. In the course of the consultations, it was observed by some representatives, it might even be possible to prepare working papers on controversial questions or draft texts accompanied by commentaries. Operative paragraph 5 of the draft resolution embodied the views expressed on this matter.

## 4. *Completion of work on the item and observance of the twenty-fifth anniversary of the United Nations*

70. A number of representatives expressed the hope that, if all delegations continued to adopt a constructive attitude, the Special Committee would be able to complete its work on the item within a reasonable period of time; they further stated that the adoption in 1970 of a declaration embodying the codification and progressive development of the principles of international law concerning friendly relations and co-operation among States would be an important contribution to the observance of the twenty-fifth anniversary of the United Nations.

## IV. **Voting and statement by the Chairman of the Sixth Committee**

71. At the 1099th meeting, on 17 December 1968, the Sixth Committee adopted unanimously the fifty-two-Power draft resolution (A/C.6/L.740 and Add.1) (see para. 6 above). Before the adoption of the draft resolution, the Chairman of the Sixth Committee made the following statement:

"If the Sixth Committee approves this draft resolution, it is on the understanding that there is consensus in the Committee on the following:

"First, the Special Committee should devote itself to completing the work on the formulations of the principle prohibiting the threat or use of force and the principle of equal rights and self-determination of peoples;

"Secondly, if any time is left, it should address itself to other work relating to other principles;

"Thirdly, the above understanding is wholly without prejudice to the positions of any delegations that have been taken with regard to any particular principle concerning friendly relations."

72. At the same meeting, the representatives of Israel, France, Italy and the Union of Soviet Socialist Republics gave explanations of their votes.

## **Recommendation of the Sixth Committee**

73. The Sixth Committee recommends to the General Assembly the adoption of the following draft resolution:

CONSIDERATION OF PRINCIPLES OF INTERNATIONAL LAW CONCERNING FRIENDLY RELATIONS AND CO-OPERATION AMONG STATES IN ACCORDANCE WITH THE CHARTER OF THE UNITED NATIONS

[Text adopted by the General Assembly without change. See "Action taken by the General Assembly" below.]

## DOCUMENT A/7465

## Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7429

## Report of the Fifth Committee

[Original text: English/Spanish  
[19 December 1968

1. At its 1294th meeting, on 19 December 1968, the Fifth Committee, in compliance with rule 154 of the rules of procedure of the General Assembly, considered the note by the Secretary-General (A/C.5/1227) on the administrative and financial implications of the draft resolution submitted by the Sixth Committee in its report (A/7429, para. 73). The Chairman of the Advisory Committee on Administrative and Budgetary Questions presented the report of that Committee in an oral statement.

2. Under the terms of operative paragraph 3 of the draft resolution, the General Assembly would decide to ask the Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States, as reconstituted by General Assembly resolution 2103 (XX), to meet in 1969 in New York, Geneva or any other suitable place for which the Secretary-General received an invitation, in order to continue and complete its work.

3. The Fifth Committee noted that, should the Special Committee meet in New York, no additional appropriation would be necessary. However, if the meetings of the Special Committee were held at Geneva, costs estimated at \$80,000 would arise. The Fifth Committee also noted that, should the Special Committee meet elsewhere, additional costs would be assumed by the host Government under the terms of General Assembly resolution 2116 (XX).

4. The Fifth Committee decided to inform the General Assembly that in view of the uncertainty as to the place of the proposed meeting, no additional appropriation would be necessary. Should the Special Committee meet at Geneva, the related costs might be met under the terms of the General Assembly resolution relating to unforeseen and extraordinary expenses for the financial year 1969.

## ACTION TAKEN BY THE GENERAL ASSEMBLY

At its 1751st plenary meeting, on 20 December 1968, the General Assembly adopted unanimously the draft resolution submitted by the Sixth Committee (A/7429, para. 73). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2463 (XXIII).

## CHECK LIST OF DOCUMENTS

NOTE. This check list includes the documents mentioned during the consideration of agenda item 87 which are not reproduced in the present fascicle.

Document No.	Title or description	Observations and references
A/7185	Report of the Special Committee on the Question of Defining Aggression	Replaced by A/7185/Rev.1
A/7185/Rev.1	Report of the Special Committee on the Question of Defining Aggression	<i>Official Records of the General Assembly, Twenty-third Session, agenda item 86</i>
A/7326	Report of the Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States	<i>Ibid.</i> , agenda item 87
A/AC.125/...	Documents of the 1968 Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States	Documents in this series are mimeographed
A/C.6/L.740 and Add.1	Afghanistan, Algeria, Austria, Burma, Cameroon, Canada, Ceylon, Chile, Congo (Democratic Republic of), Czechoslovakia, Dahomey, Ecuador, El Salvador, Ethiopia, Ghana, Greece, Guatemala, Haiti, India, Indonesia, Jamaica, Japan, Kenya, Kuwait, Lebanon, Liberia, Libya, Madagascar, Mexico, Mongolia, Netherlands, Nigeria, Pakistan, Panama, Peru, Philippines, Poland, Romania, Saudi Arabia, Somalia, Sudan, Syria, Tunisia, Uganda, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Uruguay, Venezuela, Yugoslavia and Zambia: draft resolution	Adopted without change. See A/7429 para. 6



**Agenda item 88:\* Report of the United Nations Commission on International Trade Law on the work of its first session\*\***

**C O N T E N T S**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
<b>Sixth Committee:</b>		
A/C.6/L.648	Establishment of a register of organizations and a register of texts in the field of international trade law—Administrative and financial implications of the proposal submitted by the United Nations Commission on International Trade Law in document A/7216 (para. 60): note by the Secretary-General . . . . .	1
A/C.6/L.673	Comments and recommendations of the Trade and Development Board at its seventh session: note by the Secretary-General . . . . .	5
<b>Seventh Committee:</b>		
A/C.5/1216	Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7408: note by the Secretary-General . . . . .	6
<b>Plenary Meetings:</b>		
A/7408	Report of the Sixth Committee . . . . .	6
A/7432	Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7408: report of the Fifth Committee . . . . .	10
<b>Action taken by the General Assembly . . . . .</b>		10
<b>Check list of documents . . . . .</b>		11

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Sixth Committee*, 1082nd to 1085th, 1096th and 1097th meetings; *ibid.*, *Fifth Committee*, 1288th meeting; and *ibid.*, *Plenary Meetings*, 1746th meeting.

\*\* The subject of international trade law was also discussed by the General Assembly at the twentieth session (agenda item 12) and the twenty-first session (agenda item 88).

**DOCUMENT A/C.6/L.648\*\*\***

**Establishment of a register of organizations and a register of texts in the field of international trade law—Administrative and financial implications of the proposal submitted by the United Nations Commission on International Trade Law in document A/7216 (para. 60)**

**Note by the Secretary-General**

[*Original text: English*]  
[8 October 1968]

**INTRODUCTION**

1. The United Nations Commission on International Trade Law, at its first session, held in New York from 29 January to 26 February 1968, approved, for inclusion in its report, a recommendation requesting the Secretary-General to set up a register of organizations describing the work of the organizations on certain topics in the field of international trade law and a register of texts relating to the same topics (see A/7216, para. 60).

2. In this connexion, the Commission decided to draw the attention of the General Assembly to the financial implications of the establishment of the registers and requested the Secretary-General to make a

detailed study of those financial implications<sup>1</sup> for submission to the General Assembly. This note has been prepared pursuant to the Commission's request.

**SCOPE OF THE REGISTERS**

3. In accordance with the Commission's recommendation, the register of organizations and the register of texts would, in the first instance, be concerned with the following fields:

- (a) The law of sale of goods (corporeal movables);
- (b) Standard trade terms;
- (c) Arbitration law;

<sup>1</sup> A preliminary statement of the administrative and financial implications (A/CN.9/L.5/Add.1) was submitted by the Secretary-General to the Commission during its first session (see A/7216, para. 59).

\*\*\* Document A/C.6/L.648/Add.1 was issued on 1 November 1968. See check list of documents below.



- (d) Negotiable instruments;  
 (e) Documentary credits and the collection of commercial paper.

4. The register of organizations would contain the names and a summary of the work of:

- (a) Organs of the United Nations;  
 (b) Specialized agencies and intergovernmental organizations; and

(c) International non-governmental organizations, in consultative status with the Economic and Social Council of the United Nations, which are actively engaged in work, in the subjects mentioned in paragraph 3 above, towards the progressive harmonization and unification of the law of international trade by promoting the adoption of international conventions, uniform laws, standard contract provisions, general conditions of sale, standard trade terms and other measures of a legal nature.

5. The register of texts would contain the following materials, also relating to the subjects mentioned in paragraph 3 above:

(a) The text of existing international conventions, model and uniform laws, customs and usages of a multilateral nature which have been published in written form, indicating, with respect to conventions, the status of signatures, ratifications, accessions, date of entry into force, reservations and depositaries, as well as the existence of explanatory notes;

(b) A brief summary of proposed international conventions, model and uniform laws, customs and usages of a multilateral nature which are in preparation and have been published in written form.

6. The information contained in the registers would be published and disseminated in the English, French, Russian and Spanish languages.

## SEPARATE REGISTERS AND SUPPLEMENTS

7. In view of the different scope, it would seem that the purposes of the register of organizations and the register of texts would best be served if these were published in two separate volumes.

8. In order to keep up to date the information on the work of organizations and to assist the Commission in carrying out its co-ordinating functions, it will be necessary to issue from time to time supplements to the register of organizations. Supplements to the register of texts will also have to be issued as new instruments or draft instruments are published in written form.

## COST ESTIMATE

9. On the basis of the details set out in the annex to the present note, and subject to any modification that may have to be made in the light of subsequent information or other factors, the administrative and financial implications of the establishment of the registers can be estimated as follows:

## A. REGISTER OF ORGANIZATIONS (36 pages)

	<i>United States dollars</i>
(a) Cost of translation (including typing) from English into French, Spanish and Russian	1,440
(b) Cost of printing in four languages:	
Typeset . . . . .	1,950
Offset . . . . .	1,325

## B. REGISTER OF TEXTS

The cost of translation and printing is estimated as follows:

	<i>Translation (including typing)</i>	<i>Printing</i>					
		<i>Internal offset at Headquarters<sup>a</sup></i>			<i>External typesetting<sup>b</sup></i>		
		<i>Typing<sup>a</sup></i>	<i>Printing</i>	<i>Total</i>	<i>Typing<sup>b</sup></i>	<i>Printing</i>	<i>Total</i>
<i>United States dollars</i>							
(a) English (901 pages of original text, 42 pages translated into English) . . . . .	1,050	4,715	6,600	11,315	1,200	11,000	12,200
(b) French (846 pages of original text, 97 pages translated into French) . . . . .	2,425	4,715	4,900	9,615	1,200	9,500	10,700
(c) Spanish (135 pages of original text, 808 pages translated into Spanish) . . . . .	20,200	4,715	4,500	9,215	1,200	9,000	10,200
(d) Russian (561 pages of original text, 372 pages translated into Russian) . . . . .	9,300	4,715	4,300	9,015	1,200	9,500	10,700
TOTAL	32,975			39,160			43,800

<sup>a</sup> Value of services performed internally, not necessarily representing actual out-of-pocket expenses.

<sup>b</sup> It is presumed that about 25 per cent of the original material would have to be typed before being sent to external printers.



RECAPITULATION

	<i>Offset</i>	<i>Typesetting</i>
	<i>United States dollars</i>	
Register of organizations (including translation and typing) . . . . .	2,765	3,390
Register of texts (including translation and typing) . . . . .	72,135	76,775
<b>TOTAL</b>	<b>74,900</b>	<b>80,165</b>

ANNEX I (continued)

	<i>Number of pages (summary of the work of the organization)</i>
<i>Other intergovernmental organizations</i>	
Asian-African Legal Consultative Committee	1
Benelux Economic Union	2
Council for Mutual Economic Assistance (CMEA)	2
Council of Europe . . . . .	2
Hague Conference on Private International Law	2
International Centre for Settlement of Investment Disputes	2
International Institute for the Unification of Private Law (UNIDROIT) . . . . .	6
League of Arab States . . . . .	1
Nordic Council	2
Organisation for Economic Co-operation and Development . . . . .	1
Organization of American States	3
<i>Non-governmental organizations in consultative status with the Economic and Social Council</i>	
International Association of Legal Science	2
International Chamber of Commerce . . . . .	4
International Law Association . . . . .	2
<b>TOTAL</b>	<b>36</b>

10. As indicated in regard to section 3 (Salaries and wages) in the budget estimates for the financial year 1969,<sup>2</sup> should the General Assembly approve the recommendation of the Commission for the establishment of the registers, the Office of Legal Affairs would require additional staff, namely, one Professional post at the P-4 level and one General Service post. The additional staff would be responsible for research and other work necessary for the preparation and publication of the registers—the scope of which, as mentioned in the Commission’s recommendation, may be reviewed and expanded at the second session of the Commission—and for keeping the information contained therein up to date through supplements.

<sup>2</sup> *Official Records of the General Assembly, Twenty-third Session, Supplement No. 5, p. 24, para. 32.*

**Annexes**

**ANNEX I**

**Register of organizations<sup>a</sup>**

	<i>Number of pages (summary of the work of the organization)</i>
<i>United Nations</i>	
Economic Commission for Asia and the Far East	1
Economic Commission for Europe . . . . .	3

<sup>a</sup> The organizations listed herein are those which, on the basis of information available to the Secretariat, are actively engaged in promoting the progressive harmonization and unification of international trade law in any of the subjects listed in paragraph 3 above. This list is subject to modifications in the light of subsequent information or directives given by the Commission or the General Assembly.

**ANNEX II**

**Register of texts<sup>a</sup>**

	<i>Number of pages</i>	<i>Languages</i>
I. TEXTS OF EXISTING INSTRUMENTS <sup>b</sup>		
1. <i>The law of sale of goods (corporeal movables)<sup>c</sup></i>		
(a) Convention relating to a Uniform Law on the International Sale of Goods (The Hague, 1964) . . . . .	29	English, French, Spanish
(b) Convention relating to a Uniform Law on the Formation of Contracts for the International Sale of Goods (The Hague, 1964) . . . . .	10	English, French, Spanish
(c) Convention on the Law Applicable to International Sales of Goods (The Hague, 1955) . . . . .	3	English, French
(d) Convention on the Law Applicable to the Transfer of Title in International Sales of Corporeal Movables (The Hague, 1958) . . . . .	4	English, French
(e) Convention on the Jurisdiction of an Agreed Court in International Sales of Corporeal Movables (The Hague, 1958) . . . . .	4	French
(f) Bustamante Code of Private International Law (Articles dealing with sale of goods) (Havana, 1928) . . . . .	13	English, French, Spanish
(g) General Conditions of Delivery of Goods between Foreign Trade Organizations of Member Countries of the Council for Mutual Economic Assistance (CMEA) (1958) <sup>d</sup> . . . . .	24	English, French, Russian
(h) General Conditions of the Performance of Erection Works and other Technical Services connected with Mutual Delivery of Plant and Machinery between Foreign Trade Organizations of Member Countries of the Council for Mutual Economic Assistance (CMEA) (1962) <sup>d</sup> . . . . .	16	Russian

## ANNEX II (continued)

	<i>Number of pages</i>	<i>Languages</i>
(i) Model Law on Sale of Goods (Nordic Council)	15	English
(j) Model Law on Sale by Instalments (Nordic Council)	5	English
(k) Draft Convention on a Uniform Law on International Sale of Tangible Personal Property (formulated by the Organization of American States)	17	English, Spanish
(l) Draft Uniform Law on the Protection of the Good Faith Purchaser of Goods (corporeal movables) (formulated by the International Institute for the Unification of Private Law (UNIDROIT))	3	French
(m) Draft Convention relating to a Uniform Law on the Contract of Commission on the International Sale or Purchase of Goods (formulated by UNIDROIT)	6	English, French
<b>2. Standard trade terms<sup>e</sup></b>		
(a) INCOTERMS, 1953 (International rules for the interpretation of trade terms) (formulated by the International Chamber of Commerce (ICC))	32	English, French
(b) Trade terms 1967 (International rules for the interpretation of the terms: (i) "Delivered at frontier..."; (ii) "Delivered...duty paid") (formulated by ICC)	9	English, French
(c) Standard contracts (formulated by CMEA)	9	Russian
(d) General conditions and standard contracts (formulated by the Economic Commission for Europe)		
(i) Plant and machinery	79	English, French, Russian
(ii) Cereals	305	English, French, Russian
(iii) Citrus fruits	10	English, French, Russian
(iv) Sawn softwood	8	English, French, Russian
(v) Hardwood logs	9	English, French, Russian
(vi) Durable consumer goods	13	English, French, Russian
<b>3. Arbitration law<sup>f</sup></b>		
(a) Protocol on Arbitration Clauses (Geneva, 1923)	2	English, French
(b) Convention on Execution of Foreign Arbitral Awards (Geneva, 1927)	3	English, French
(c) Bustamante Code of Private International Law (Articles 210, 211 and 423-435 dealing with arbitration) (Havana, 1928)	3	English, French, Spanish
(d) Treaty on International Procedural Law (Title III, dealing with enforcement of arbitral awards) (Montevideo, 1940)	4	English, Spanish
(e) Convention on the Recognition and Enforcement of Foreign Arbitration Awards, 1958	6	English, French, Russian, Spanish
(f) European Convention on International Commercial Arbitration, 1961	9	English, French, Russian
(g) Agreement relating to Application of the European Convention on International Commercial Arbitration, 1962	3	English, French
(h) European Convention providing a Uniform Law on Arbitration, 1962	22	English, French
(i) Convention on the Settlement of Investment Disputes between States and Nationals of Other States, 1965	26	English, French, Spanish
(j) Arbitration Rules of the United Nations Economic Commission for Europe, 1966	9	English, French, Russian
(k) Economic Commission for Asia and the Far East—Rules for International Commercial Arbitration, 1966	7	English
(l) Protocol on the Recognition and Enforcement of Arbitral Awards, 1967	2	English, French
(m) Draft Uniform Law on Inter-American Commercial Arbitration (formulated by the Inter-American Council of Jurists, 1956)	5	English, Spanish
(n) Arbitration in Private International Law (rules formulated by the Institute of International Law, Amsterdam, 1957, and Neuchatel, 1959)	5	French
(o) Draft Convention on the Protection of Foreign Property (formulated by the Organization for Economic Co-operation and Development, 1967)	4	English, French
(p) Draft Convention on International Commercial Arbitration (formulated by the Inter-American Juridical Committee, 1967)	3	English, Spanish
<b>4. Negotiable instruments</b>		
(a) Bustamante Code of Private International Law (Articles 263-273 dealing with negotiable instruments) (Havana, 1928)	2	English, French, Spanish
(b) Convention providing a Uniform Law for Bills of Exchange and Promissory Notes (Geneva, 1930)	23	English, French
(c) Convention for the Settlement of Certain Conflicts of Laws in connexion with Bills of Exchange and Promissory Notes (Geneva, 1930)	5	English, French
(d) Convention on the Stamp Laws in connexion with Bills of Exchange and Promissory Notes (Geneva, 1930)	3	English, French

## ANNEX II (continued)

	<i>Number of pages</i>	<i>Languages</i>
(e) Convention providing a Uniform Law for Cheques (Geneva, 1931) . . . . .	19	English, French
(f) Convention for the Settlement of Certain Conflicts of Laws in connexion with Cheques (Geneva, 1931) . . . . .	5	English, French
(g) Convention on the Stamp Laws in connexion with Cheques (Geneva, 1931)	3	English, French
5. <i>Documentary credits and the collection of commercial paper</i>		
(a) Uniform Customs and Practices for Documentary Credits (formulated by ICC) . . . . .	9	English, French
(b) Standard Forms for the opening of Documentary Credits (formulated by ICC) . . . . .	7	English, French
(c) Uniform Rules for the Collection of Commercial Paper (formulated by ICC) . . . . .	7	English, French
6. <i>Additional materials</i>		
(a) Information regarding the status of signatures, ratifications, accessions, date of entry into force, reservations and depositaries of the conventions listed above, as well as the existence of explanatory notes . . . . .	40 <sup>e</sup>	
(b) Allowance for additional instruments which may have to be included in the register in the light of subsequent information . . . . .	80 <sup>e</sup>	
II. SUMMARY OF PROPOSED INSTRUMENTS <sup>h</sup>		
1. <i>The law of sale of goods (corporeal movables)</i>		
(a) Draft for a Uniform Law on the Substantive Validity of Contracts of International Sale of Goods (UNIDROIT) . . . . .	2	English
(b) Approximation of legislations concerning instalment sales in the member countries of the European Economic Community . . . . .	2	English
TOTAL	943	

<sup>a</sup> The list of texts included herein is subject to modifications in the light of subsequent information or directives given by the Commission or the General Assembly.

<sup>b</sup> For the purpose of the register, this expression has been understood to comprise instruments (i.e. international conventions, model and uniform laws, customs and usages of a multilateral nature which have been published in written form) approved or adopted in final form by the organization, conference or other body concerned.

<sup>c</sup> For the purpose of the register, this expression has been understood to comprise international conventions, model and uniform laws or other instruments which, when adhered to or enacted by States, become legally binding as treaties or statutory law.

<sup>d</sup> Included in this category because, having been accepted by the States members of the Council for Mutual Economic Assistance, these General Conditions have been incorporated in the laws of the States concerned.

<sup>e</sup> For the purpose of the register, this expression has been understood to comprise trade terms, general conditions and standard contracts of a multilateral nature published in written

form. At this initial stage, the instruments included herein have been limited to those relating to the international sale of goods and formulated by intergovernmental organizations. The estimated number of pages will be substantially increased if it is decided to include also instruments formulated by other international or national organizations and used in international trade, or to cover also fields other than the international sale of goods (e.g., carriage of goods, insurance, etc.).

<sup>f</sup> For the purpose of the register, this expression has been understood to comprise international conventions and arbitration rules formulated by international organizations. The estimated number of pages will be substantially increased if it is decided to include also arbitration rules governing the procedure of permanent arbitral tribunals or centres.

<sup>g</sup> For the purpose of calculating the cost of translation shown in paragraph 9 above, it has been assumed that these additional materials will be available as follows: 115 pages in English, 104 pages in French, 13 pages in Spanish and 70 pages in Russian.

<sup>h</sup> For the purpose of the register, this expression has been understood to comprise instruments which are still in the preparatory stage.

## DOCUMENT A/C.6/L.673

## Comments and recommendations of the Trade and Development Board at its seventh session

## Note by the Secretary-General

[Original text: English]  
[22 October 1968]

1. Under section II, paragraph 10, of General Assembly resolution 2205 (XXI) of 17 December 1966, the United Nations Commission on International Trade Law is to "submit an annual report, including its recommendations, to the General Assembly". The report is to be "submitted simultaneously to the United Nations Conference on Trade and Development for comments". It is also provided in the above-mentioned resolution

that "any such comments or recommendations which the Conference or the Trade and Development Board may wish to make, including suggestions on topics for inclusion in the work of the Commission, shall be transmitted to the General Assembly in accordance with the relevant provisions of Assembly resolution 1995 (XIX) of 30 December 1964", and that "any other recommendations relevant to the work of the Commis-

sion which the Conference or the Board may wish to make shall be similarly transmitted to the General Assembly”.

2. The report of the United Nations Commission on International Trade Law on the work of its first session (A/7216) was before the Trade and Development Board at its seventh session.

3. The Board took note with appreciation of the report. It commended the Commission on its programme of work (*ibid.*, chapter IV) and stressed that the needs of developing countries should receive adequate attention. It also stressed the importance of co-operation between the United Nations Conference on Trade and Development and the Commission at the intergovernmental and secretariat levels. An account of the discussion at the Board's session on the report of the Commission appears in part two, chapter VII, of the annual report of the Board to the General Assembly (A/7214).

4. In connexion with the consideration of international shipping legislation at the seventh session of the Board, there was some discussion concerning the role of the Commission in this field. At the 173rd meeting of the Board, on 21 September 1968, the President stated that many representatives, in view of the importance of co-operation between the Conference and the Commission at the intergovernmental and secretariat levels, recommended that the Commission should take the necessary measures to deal with international shipping legislation as a priority topic in respect of subjects referred to it by the Committee on Shipping on the recommendation of the Working Group on International Shipping Legislation, which is to be established by the Committee on Shipping in accordance with resolution 46 (VII) of the Board (*ibid.*, annex 1). An account of the discussion at the Board's session on international shipping legislation appears in part two, chapter II (b), of the annual report of the Board to the General Assembly.

### DOCUMENT A/C.5/1216

#### Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7408

##### Note by the Secretary-General

[Original text: English]  
[16 December 1968]

1. At its 1097th meeting, held on 14 December 1968, the Sixth Committee adopted a draft resolution which it recommended for adoption by the General Assembly (see A/7408, para. 23).

2. Under the terms of the draft resolution, the General Assembly would: (a) take note with appreciation of the report of the United Nations Commission on International Trade Law on the work of its first session (A/7216); (b) note with approval the programme of work established by the Commission; (c) authorize the Secretary-General to establish a register of organizations in accordance with directives laid down by the Commission; (d) approve in principle the proposal to establish a register of the international instruments and other documents referred to in chapter V of the report of the Commission, and requests that the letter should consider further at its second session the precise nature and scope of such a register in the light of the notes by the Secretary-General (A/C.6/L.648 and Add.1) and the discussions on the registers at the twenty-third session of the General Assembly; and (e) authorize the Secretary-General to establish the register referred to in the preceding paragraph in accordance with the further directives to be given by the aforementioned Commission at its second session.

3. The establishment of the registers would entail additional costs in 1969 in respect of translation and typing, printing and staff (one Professional post at the P-4 level) and one secretarial post. Details of these requirements can be found in documents A/C.6/L.648 and Add.1). Based on the assumption that the printing of the registers could be done internally, using the offset method, an additional appropriation of \$21,600 would be required under section 11 (Printing) in the budget for the financial year 1969. An additional appropriation of \$53,300 would be required under section 3 (Salaries and wages), chapter III (Other temporary assistance), to meet the related translation and typing costs. In regard to the additional staff, the Secretary-General would endeavour to meet these requirements within the level of the appropriations to be made available for the financial year 1969. Accordingly, should the General Assembly adopt the draft resolution submitted by the Sixth Committee, additional appropriations would be required as follows:

	U.S. dollars
Section 3, chapter III . . . . .	53,300
Section 11 . . . . .	21,600
	TOTAL 74,900

### DOCUMENT A/7408\*

#### Report of the Sixth Committee

[Original text English and French]  
[13 December 1968]

CONTENTS	Paragraphs
I. INTRODUCTION . . . . .	1-5
II. PROPOSALS . . . . .	6
III. DEBATE . . . . .	7-21

	Paragraphs
A. The role and the work of the United Nations Commission on International Trade Law in general . . . . .	8-13
B. Programme of work of the United Nations Commission on International Trade Law . . . . .	14-16
C. International shipping legislation . . . . .	17

\* Incorporating document A/7408/Corr.1, dated 17 December 1968.

	<i>Paragraphs</i>
D. Establishment within the Secretariat of a register of organizations and a register of texts	18
E. Training and assistance in the field of international trade law	19
F. Collaboration with other organizations	20
G. Yearbook	21
VOTING	22
COMMENDATION OF THE SIXTH COMMITTEE	23

## I. INTRODUCTION

1. At its 1676th plenary meeting, on 27 September 1968, the General Assembly included as item 88 in the agenda of its twenty-third session, and allocated to the sixth Committee for consideration and report, the item entitled "Report of the United Nations Commission on International Trade Law on the work of its first session".

2. The Sixth Committee considered this item at its 1082nd to 1085th meetings, held from 27 November to 1 December 1968 and at its 1096th and 1097th meetings, held on 13 and 14 December 1968.

3. At the 1082nd meeting, on 27 November 1968, Mr. Dadzie (Ghana), Chairman of the United Nations Commission on International Trade Law at its first session, at the invitation of the Chairman, introduced the Commission's report on the work of that session (A/7216). At the 1096th meeting, on 13 December 1968, after hearing a statement by the representative of the Secretary-General on financial implications, the Committee decided that in the future the Commission's annual report should be introduced to the General Assembly by the Chairman of the Commission, or by another officer to be designated by him.

4. At the 1097th meeting, on 14 December 1968, the Rapporteur of the Sixth Committee raised the question whether the Committee wished to include in its report to the General Assembly a summary of the views expressed during the debate on agenda item 88. After referring to paragraph (f) of the annex to General Assembly resolution 2292 (XXII), the Rapporteur informed the Committee of the financial implications of the question. At the same meeting, the Committee decided that, in view of the nature of the subject-matter, the report on agenda item 88 should include a summary of the representative trends of opinion and not of the individual views of all delegations.

5. The report of the United Nations Commission on International Trade Law on the work of its first session, which was before the Sixth Committee, is divided into seven chapters as follows:

- I. Establishment and terms of reference of the Commission;
- II. Organization of the first session;
- III. General debate;
- IV. Programme of work of the Commission;
- V. Establishment within the Secretariat of a register of organizations and a register of texts;
- VI. Training and assistance in the field of international trade law;
- VII. Other decisions and conclusions of the Commission.

## II. PROPOSALS

6. At the 1096th meeting, on 13 December 1968, the representative of Ghana introduced a draft resolution sponsored by Argentina, Cameroon, Chile, Congo (Democratic Republic of), El Salvador, Ghana, Hungary, India, Japan, Netherlands, Nigeria, Pakistan, Romania, Spain, Syria, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania and Zambia (A/C.6/L.738/Rev.1 and Add.1-3), which read as follows:

*"The General Assembly,*

*"Having considered* the report of the United Nations Commission on International Trade Law on the work of its first session (A/7216),

*"Recalling its resolution 2205 (XXI)* of 17 December 1966, by which it established the United Nations Commission on International Trade Law and defined its object and terms of reference,

*"Noting* the chapter of the report of the Trade and Development Board on its seventh session (A/7214, part two, chapter VII) concerning the report of the United Nations Commission on International Trade Law on the work of its first session, and noting further that the Board expressed its appreciation of the Commission's report and commended the Commission for its programme of work,

*"Endorsing* the statement of the Trade and Development Board (*ibid.*, para. 165) emphasizing that the needs of developing countries should receive adequate attention in the programme of work of the United Nations Commission on International Trade Law and stressing the importance of co-operation between the United Nations Conference on Trade and Development and the Commission at the intergovernmental and secretariat levels,

*"Bearing in mind* the wish expressed by many members of the Trade and Development Board at its seventh session that the United Nations Commission on International Trade Law should add international shipping legislation to its list of priority topics (A/7214, para. 74), and bearing also in mind the activities of other agencies active in this field,

*"Noting with satisfaction* that the United Nations Commission on International Trade Law intends to carry out its work in co-operation with organs and organizations concerned with the progressive harmonization and unification of international trade law, and that such co-operation has already been initiated,

*"Convinced* that the harmonization and unification of international trade law, in reducing or removing legal obstacles to the flow of international trade, would significantly contribute to economic co-operation between countries and, thereby, to their well-being,

*"Having considered* the report of the Secretary-General concerning the financial and administrative implications of the establishment of a register of organizations and a register of texts in the field of international trade law (A/C.6/L.648 and Add.1),

*"1. Takes note with appreciation* of the report of the United Nations Commission on International Trade Law on the work of its first session;

*"2. Notes with approval* the programme of work established by the United Nations Commission on International Trade Law;

"3. *Authorizes* the Secretary-General to establish a register of organizations in accordance with directives laid down by the United Nations Commission on International Trade Law;

"4. *Approves in principle* the proposal to establish a register of the international instruments and other documents referred to in chapter V of the report of the United Nations Commission on International Trade Law, and requests that the Commission should consider further at its second session the precise nature and scope of such a register in the light of the report of the Secretary-General (*ibid.*) and the discussions at the twenty-third session of the General Assembly;

"5. *Authorizes* the Secretary-General to establish the register referred to in paragraph 4 above in accordance with the further directives to be given by the United Nations Commission on International Trade Law at its second session;

"6. *Recommends* that the United Nations Commission on International Trade Law should:

"(a) Continue its work on the topics to which it decided to give priority, that is, the international sale of goods, international payments and international commercial arbitration;

"(b) Consider the inclusion of international shipping legislation among the priority topics in its work programme;

"(c) Consider opportunities for training and assistance in the field of international trade law in the light of relevant reports of the Secretary-General;

"(d) Keep its programme of work under constant review, bearing in mind the interests of all peoples, and particularly those of the developing countries, in the extensive development of international trade;

"(e) Consider at its second session ways and means of promoting co-ordination of the work of organizations active in the progressive harmonization and unification of international trade law and of encouraging co-operation among them;

"(f) Consider, when appropriate, the possibility of issuing a yearbook which would make its work more widely known and more readily available;

"7. *Requests* the Secretary-General to forward to the United Nations Commission on International Trade Law the records of the discussions on the Commission's report at the twenty-third session of the General Assembly."

### III. DEBATE

7. The main trends of the Sixth Committee's debate on agenda item 88 are summarized in the following seven sections. The first section concerns the observations which were made on the role and the work of the Commission in general. The other six sections contain a summary of the observations relating more particularly to the report of the Commission on the work of its first session and are set out under the following headings: programme of work of the Commission, international shipping legislation, establishment within the Secretariat of a register of organizations and a register of texts, training and assistance in the field of international trade law, collaboration with other organizations, and publication of a yearbook.

#### A. *The role and the work of the Commission in general*

8. Several representatives characterized the Commission as the principal organ responsible for the progressive development of international trade law and for the co-ordination of the unificatory activities of other governmental and non-governmental organizations. Some of those representatives expressed the opinion that the task of the Commission should not be merely to encourage and co-ordinate work carried out elsewhere, but also to undertake work of its own order to reduce and remove legal obstacles to the flow of international trade. In doing so, the Commission should ensure the full participation of developing countries which, until now, had not taken an active part in the development and formulation of international trade law.

9. Many representatives commended the Commission for having obtained tangible results during its first session. It was noted with approval that it had decided to take its decisions as far as possible by consensus. They would permit the Commission, whose members were States with different social-economic systems, different levels of development, and different legal systems and historical traditions, to base its work on careful regard for proposals submitted and respect for mutual interests. Some representatives, while agreeing with the principle of consensus, nevertheless observed that consensus should not be ensured at all costs as if that were the essential objective of the Commission's discussions, nor should its purpose be merely to satisfy a dissident minority. In appropriate circumstances, decisions should be made by vote.

10. A number of representatives stressed the importance of Governments during their utmost to support the Commission in its work, *inter alia*, by responding promptly to requests for information and comments on topics on its agenda and by seeing to it that it remained foremost a body of experts. The view was expressed that the Commission should also have invited States other than its own members to submit studies on certain subjects, so as to enable it to work on a sufficiently broad basis. According to another view, owing to the universal character of the Commission's work, documents and inquiries emanating from the Commission should be transmitted to all States, whether or not they were Members of the United Nations or members of its specialized agencies.

11. One representative observed that, in electing the members of the Commission, the General Assembly had regrettably neglected to ensure representation of the Chinese legal system.

12. A number of representatives expressed approval that the Commission had not felt it necessary, at this stage of its work, to formulate a definition of international trade law and were of the opinion that it had acted wisely in taking practical considerations into account when drawing up its programme. It was observed by others, however, that it was unfortunate that the Commission had been unable to agree on a definition of international trade law; the Commission should not limit its work to the consideration only of questions of private law, since a significant number of the questions of international trade law which were of cardinal importance to all countries would then lie outside its field of activity.

13. Some representatives stressed the particular importance of the Commission's work for the developing countries. That work should fully reflect the principle

governing international trade relations and trade policies conducive to development, adopted at the first session of the United Nations Conference on Trade and Development.<sup>3</sup> Other representatives, however, emphasized the community of interest which both developed and developing countries had in the work of the Commission and cautioned against introducing into that work notions of a dichotomy of interest drawn from related but different contexts.

#### B. Programme of work of the Commission

14. Most representatives commended the Commission for its selection of priority topics, which covered three important fields of international trade law, i.e., the international sale of goods, international payments and international commercial arbitration. Some representatives expressed the wish that the Commission maintain a certain degree of flexibility in its programme of work, which should be revised from time to time to meet the requirements of the international community.

15. One representative questioned the choice of international commercial arbitration as a priority topic and deemed it preferable first to make a census of existing international instruments on the subject. It was also observed that the Commission could derive great advantage from the establishment of a collection of important arbitral awards handed down in the field of international trade.

16. The suggestion was made that other items, such as the question of the most-favoured-nation clause, the promotion of participation in the Convention on Transit Trade of Land-locked States and, as a matter of priority, the elimination of discrimination in laws affecting international trade, should also be considered by the Commission. However, some representatives, referring to the political implications which the consideration of the question of discrimination in laws affecting international trade might possibly involve, questioned the expediency of suggesting to the Commission that it should take up that item.

#### C. International shipping legislation

17. With regard to international shipping legislation, reference was made to the recommendation made by many members of the Trade and Development Board at its seventh session to the effect that the United Nations Commission on International Trade Law should take the necessary measures to deal, as a matter of priority, with international shipping legislation (see A/7214, part two, para. 74). Most of the representatives who spoke on this subject favoured an active involvement on the part of the Commission and said that they would welcome the inclusion of shipping legislation among the priority items. Some representatives, while agreeing that the Commission should consider the law of shipping, deemed it nevertheless advisable for it to defer its work on that subject until the Committee on Shipping of the Trade and Development Board had considered the scope of international shipping legislation and made its recommendations to the Commission. Other representatives drew attention to the activities of the United Nations Conference on Trade and Development and the Inter-Governmental Maritime Consultative Organization in the matter of

international shipping legislation and emphasized, in this connexion, that it was of increasing importance that the Commission should co-ordinate the various efforts made in this field so as to avoid, as far as possible, duplication of work.

#### D. Establishment within the Secretariat of a register of organizations and a register of texts

18. There was general recognition of the importance of a register of organizations, containing a survey of their activities, and a register of international instruments in certain fields of international trade law. The view was expressed that this would permit the Commission to keep abreast of the latest developments and collect the information necessary for its work. It was also stated that such registers would no doubt be useful to Governments and other organizations. Several representatives, however, expressed their hesitation in view of the financial implications and were of the opinion that the Commission should consider further the scope of the register of texts at its second session, taking into account the report of the Secretary-General on the administrative and financial implications of the registers (A/C.6/L.648 and Add.1) and the observations made thereon during the debates in the Sixth Committee. Some representatives were of the opinion that the aim pursued by the Commission could perhaps also be achieved by other means, such as by publishing a list of the titles and sources of the various instruments and documents, without reproducing the texts thereof. One representative entered a strong protest at the omission of Chinese from the list of official languages in which the registers were to be published.

#### E. Training and assistance in the field of international trade law

19. Many representatives supported the Commission's proposals concerning training and assistance in the field of international trade law (see A/7216, chapter VI). It was noted with approval that the Advisory Committee on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law had recommended that an appropriate place should be given to the activities concerning international trade law within the framework of the activities conducted under the Programme. It was suggested that the Commission, at its second session, should give careful consideration to training and assistance in international trade law on the basis of the report to be submitted by the Secretary-General. Some representatives urged that the Commission should take suitable steps to increase the opportunities for training experts, particularly in the developing countries, and to place at the disposal of the international community the juridical means of stimulating trade.

#### F. Collaboration with other organizations

20. A number of representatives referred to the problem of the waste of effort and the confusion caused by the existence of competing agencies in the work of unification. It was stressed, in this connexion, that the remedy would seem to lie in the Commission's functioning as a rallying-ground for unificatory activities and in its co-ordination and supervision of such activities. Some representatives stressed that the Commission should be the main co-ordinating and law-making international organ in the field of international trade law

<sup>3</sup> See *Proceedings of the United Nations Conference on Trade and Development*, vol. I, *Final Act and Report* (United Nations Publication, Sales No.: 64.II.B.11), annex A.I.1, p. 18.

and that it should maintain close co-operation with the specialized agencies and the intergovernmental and non-governmental organizations concerned. Other representatives emphasized that the work of the Commission should be complementary to the efforts that had been made and were being made by such organizations and that stimulating wider interest in, and particular work by, existing institutions was among the significant contributions that the Commission could make.

#### G. Yearbook

21. Several representatives deemed it desirable that the Commission should issue a yearbook similar to that of the International Law Commission. Most representatives, however, agreed that there was no need for the Sixth Committee to take a decision on the matter at this time and that it was for the United Nations Commission on International Trade Law to determine the desirability of such a step.

#### IV. VOTING

22. At the 1097th meeting of the Sixth Committee, held on 14 December 1968, it was decided, at the re-

quest of some representatives, to vote separately paragraphs 4 and 5 of the draft resolution (A/C.L.738/Rev.1 and Add.1-3). Paragraph 4 was adopted by 70 votes to 1, with 8 abstentions. Paragraph 5 was adopted by 60 votes to 4, with 16 abstentions. The draft resolution as a whole was adopted by 77 votes to none with 2 abstentions. Explanations of vote were given by the representatives of Australia, Bulgaria, Canada, China, France, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland and the United States of America.

#### Recommendation of the Sixth Committee

23. The Sixth Committee therefore recommends the General Assembly the adoption of the following draft resolution:

#### REPORT OF THE UNITED NATIONS COMMISSION ON INTERNATIONAL TRADE LAW

[Text adopted by the General Assembly without change. See "Action taken by the General Assembly" below.]

#### DOCUMENT A/7432

#### Administrative and financial implications of the draft resolution submitted by the Sixth Committee document A/7408

#### Report of the Fifth Committee

[Original text: English and Spanish  
[17 December 1968]]

1. At its 1288th meeting, held on 16 December 1968, the Fifth Committee, in compliance with rule 154 of the rules of procedure of the General Assembly, considered a note by the Secretary-General (A/C.5/1216) on the administrative and financial implications of the draft resolution recommended by the Sixth Committee for adoption (see A/7408, para. 23) on the report of the United Nations Commission on International Trade Law on the work of its first session (A/7216). The report of the Advisory Committee on Administrative and Budgetary Questions was presented by the Chairman of that Committee in an oral statement.

2. According to the draft resolution, the General Assembly would, *inter alia*, authorize the Secretary-General to establish a register of organizations, in accordance with directives laid down by the United Nations Commission on International Trade Law, as well as a register of international instruments and other documents referred to in chapter V of the report of the Commission.

3. The Secretary-General has estimated that an amount of \$53,300 would be required under section 3 (Salaries and wages), chapter III (Other temporary assistance), to meet translation and typing costs in

respect of the publication of the above-mentioned registers, and \$21,600 under section 11 (Printing) for printing expenses. As regards the additional staff required for the preparation of the register, the Secretary-General would endeavour to meet these requirements within the level of the appropriations under section for 1969.

4. The Chairman of the Advisory Committee, on the assumption that it might not be possible to presee all the related translation, typing and printing work for completion in 1969, recommended that an additional appropriation of \$50,000 might suffice, the distribution of this amount between the two budget sections involved to be left to the discretion of the Secretary-General.

5. One representative reiterated the objection raised by his delegation in the Sixth Committee during its discussion of this item in regard to the fact that publication of the registers would be made in all the official languages except Chinese.

6. Accordingly, the Fifth Committee decided to advise the General Assembly that the adoption of the draft resolution of the Sixth Committee would give rise to an additional appropriation of \$50,000, to be distributed between sections 3 and 11.

#### ACTION TAKEN BY THE GENERAL ASSEMBLY

At its 1746th plenary meeting, on 18 December 1968, the General Assembly, by a vote of 86 to none, with 2 abstentions, adopted the draft resolution submitted by the Sixth Committee (A/7408, para. 23). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2421 (XXIII).



## CHECK LIST OF DOCUMENTS

NOTE. This check list includes the documents mentioned during the consideration of agenda item 88 which are not reproduced in the present fascicle.

<i>Document No</i>	<i>Title or description</i>	<i>Observations and references</i>
A/7205	Budget estimates for the financial year 1969 and information annexes	<i>Official Records of the General Assembly, Twenty-third Session, Supplement No. 5</i>
A/7214	Report of the Trade and Development Board, 10 September 1967-23 September 1968	<i>Ibid., Supplement No. 14</i>
A/7216	Report of the United Nations Commission on International Trade Law on the work of its first session, 29 January-26 February 1968	<i>Ibid., Supplement No. 16</i>
A/C.6/L.648/ Add.1	Establishment of a register of organizations and a register of texts in the field of international trade law—Administrative and financial implications of the proposal submitted by the United Nations Commission on International Trade Law in document A/7216 (para. 60): note by the Secretary-General	Mimeographed
A/C.6/L.738	Chile, Ghana, India, Japan, Netherlands, Spain, Syria, United Arab Republic and United Kingdom of Great Britain and Northern Ireland: draft resolution	Replaced by A/C.6/L.738/Rev.1
A/C.6/L.738/ Rev.1 and Add.1-3	Argentina, Cameroon, Chile, Congo (Democratic Republic of), El Salvador, Ghana, Hungary, India, Japan, Netherlands, Nigeria, Pakistan, Romania, Spain, Syria, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania and Zambia: draft resolution	Adopted without change. See A/7408, para. 23.



**Agenda item 89:\* United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law: report of the Secretary-General\*\***

**CONTENTS**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
<b>Sixth Committee:</b>		
A/7305	Report of the Secretary-General . . . . .	1
<b>Fifth Committee:</b>		
A/C.5/1222	Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7436: note by the Secretary-General . . . . .	14
<b>Plenary Meetings:</b>		
A/7436	Report of the Sixth Committee . . . . .	15
A/7469	Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7436: report of the Fifth Committee . . . . .	17
<b>Decision taken by the General Assembly . . . . .</b>		<b>17</b>
<b>Check list of documents . . . . .</b>		<b>17</b>

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Sixth Committee*, 997th and 1098th meetings; *ibid.*, *Fifth Committee*, 1291st meeting; and *ibid.*, *Plenary Meetings*, 1751st meeting.

\*\* This question was also discussed by the General Assembly at the following sessions: seventeenth session (agenda item 5), eighteenth session (agenda item 72), twentieth session (agenda item 89), twenty-first session (agenda item 86), twenty-second session (agenda item 90).

**DOCUMENT A/7305**

**Report of the Secretary-General**

[Original text: English]  
[15 November 1968]

**CONTENTS**

	<i>Paragraphs</i>
I. INTRODUCTION . . . . .	1-10
A. Establishment of the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law and measures taken prior to the adoption of General Assembly resolution 2313 (XXII) . . . . .	1-7
B. General considerations . . . . .	8-10
II. ACTIVITIES OF THE UNITED NATIONS, THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION (UNESCO) AND THE UNITED NATIONS INSTITUTE FOR TRAINING AND RESEARCH (UNITAR) DURING 1968 . . . . .	11-61
A. Activities of the United Nations . . . . .	11-36
1. Register of experts and scholars in international law . . . . .	11
2. Co-operation with other organizations . . . . .	12-19
3. Scholarships and fellowships offered at national institutions . . . . .	20-22
4. Publicity . . . . .	23-26
5. Provision of legal publications . . . . .	27-30
6. Provision of the advisory services of experts . . . . .	31-36
B. United Nations Fellowship Programme in International Law, under the joint administration of the United Nations and UNITAR . . . . .	37-43
C. Activities of UNESCO . . . . .	44-51
1. Basic list of works on international law . . . . .	46
2. Study on the national associations of specialists in international law . . . . .	47
3. Participation in the Latin American Seminar at Quito . . . . .	48
4. Provision of fellowships and books . . . . .	49
5. Exchange of publications . . . . .	50
6. Study of the concept of peacefully living together . . . . .	51

CONTENTS ( <i>continued</i> )		<i>Paragraphs</i>
D. Activities of UNITAR		52-58
1. Studies		52
2. Seminars		53-56
3. Training and refresher courses		57
4. Fellowships		58
E. Geneva Seminar on International Law		59-61
III. THE PROGRAMME DURING 1969 AND SUBSEQUENT YEARS		62-87
A. Activities to be undertaken by UNESCO		62-67
B. Activities to be undertaken by UNITAR		68-69
C. Recommendations of the Secretary-General regarding the execution of the Programme		70-87
1. General observations		70-73
2. Steps to encourage and co-ordinate the activities of States, international organizations and other bodies		74-76
3. Forms of direct assistance		77-87
(a) Regional seminars and training courses		78-79
(b) Studies in international law		80
(c) Provision of legal publications		81-82
(d) Provision of the advisory services of experts		83-86
(e) International law fellowships		87
IV. MEETINGS OF THE ADVISORY COMMITTEE ON THE UNITED NATIONS PROGRAMME OF ASSISTANCE IN THE TEACHING, STUDY, DISSEMINATION AND WIDER APPRECIATION OF INTERNATIONAL LAW		88-90
V. ADMINISTRATIVE AND FINANCIAL IMPLICATIONS OF UNITED NATIONS PARTICIPATION IN THE PROGRAMME		91-94

#### ANNEX

	<i>Page</i>
Aide-mémoire: summary information provided by the General Secretariat of the Organization of American States with respect to some topics before the organs of the United Nations concerned with questions of international law	13

### I. Introduction

#### A. ESTABLISHMENT OF THE UNITED NATIONS PROGRAMME OF ASSISTANCE IN THE TEACHING, STUDY, DISSEMINATION AND WIDER APPRECIATION OF INTERNATIONAL LAW AND MEASURES TAKEN PRIOR TO THE ADOPTION OF GENERAL ASSEMBLY RESOLUTION 2313 (XXII)

1. At its twentieth session, on 20 December 1965, the General Assembly adopted resolution 2099 (XX), by which it established the United Nations Programme of Assistance in the Teaching, Dissemination and Wider Appreciation of International Law. By this resolution the Assembly delineated the Programme to be carried out in 1967 and 1968; authorized the Secretary-General to initiate preparatory work in conjunction with the United Nations Educational, Scientific and Cultural Organization (UNESCO); and established a ten-member Advisory Committee, the Advisory Committee on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law, to advise the Secretary-General concerning the substantive aspects of the Programme.<sup>1</sup> In addition, the General Assembly asked the

<sup>1</sup> On 20 December 1965, the General Assembly appointed the following States as members of the Advisory Committee for three years: Afghanistan, Belgium, Ecuador, France, Ghana, Hungary, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland, the United Republic of Tanzania and the United States of America.

United Nations Institute for Training and Research (UNITAR) to consider the ways in which international law might be given its proper place among the activities of the Institute.

2. The Secretary-General submitted a report to the General Assembly at its twenty-first session<sup>2</sup> describing the steps taken to implement resolution 2099 (XX). The report also contained the recommendations which were adopted by the Advisory Committee at its first session, held between 19 September and 12 October 1966,<sup>3</sup> and which were accepted by the Secretary-General in full.

3. By resolution 2204 (XXI) of 16 December 1966 the General Assembly, *inter alia*, authorized the Secretary-General to carry out the activities specified in his report and requested him to report to the General Assembly at its twenty-second session on the preparation and execution of items of the Programme for performance in 1967 and 1968 and, after consultation with the Advisory Committee, to submit recommendations regarding the execution of the Programme in subsequent years.

4. In September 1967, the Secretary-General submitted to the Advisory Committee a draft report on the Programme, describing the steps taken or proposed by the United Nations, UNESCO and UNITAR

<sup>2</sup> *Official Records of the General Assembly, Twenty-first Session, Annexes*, agenda item 86, documents A/6492 and Add.

<sup>3</sup> *Ibid.*, document A/6492, para. 74.

urtherance of the objectives of the Programme. The Secretary-General reported that, during August and September 1967, a regional training and refresher course in international law was held at Dar es Salaam at the invitation of the Government of the United Republic of Tanzania. The United Nations, UNESCO and UNITAR collaborated in the organization of the course. Other activities undertaken by the three organizations participating in the Programme included, *inter alia*, the provision of international law fellowships, advisory services of experts at the request of developing countries, and books and reference works in international law; the preparation and publication of a register of experts and scholars in international law, the book entitled *The Work of the International Law Commission*,<sup>4</sup> the "General Report on the Teaching of International Law"<sup>5</sup> and other reports and studies relating to international law; and co-operation with other organizations active in the field of international law, through the exchange of views and information.

5. The Advisory Committee, after considering the Secretary-General's draft report, adopted a series of recommendations regarding the Programme in 1968 and after.<sup>6</sup> The Advisory Committee recommended, *inter alia*, that the General Assembly authorize the Secretary-General to provide fifteen fellowships, the advisory services of five or more experts, and a set of United Nations legal publications to up to twenty institutions. In making these recommendations, the Advisory Committee emphasized the need to continue United Nations efforts to encourage and co-ordinate the activities of States and international organizations concerned in assisting the promotion of the objectives of the Programme. The Advisory Committee also considered that it was desirable to use as far as possible the resources and facilities which could be made available by international organizations, Member States and others, in accordance with the procedures and rules of the United Nations technical assistance programmes or other relevant rules.

6. The Secretary-General's report, revised to take account of these recommendations,<sup>7</sup> was considered by the Sixth Committee at its 1007th to 1009th meetings, held between 24 and 28 November 1967. At its 1009th meeting, the Sixth Committee unanimously adopted a draft resolution which embodied the recommendations of the Secretary-General's report.

7. At its 1631st plenary meeting, on 14 December 1967, the General Assembly unanimously adopted resolution 2313 (XXII), authorizing the Secretary-General to carry out in 1968 the activities specified in his report and approving in principle, subject to further consideration by the Advisory Committee, the Secretary-General's recommendations regarding the execution of the Programme after 1968. The Assembly also expressed its appreciation to UNESCO and UNITAR for their participation in the various items of the Programme, noted with thanks the offer of Ecuador to provide facilities for the 1968 Latin American seminar, reiterated its invitation to Member States, interested bodies and individuals to make voluntary contributions

towards the financing of the Programme, and expressed its appreciation to those Member States which had made voluntary contributions for this purpose.

## B. GENERAL CONSIDERATIONS

8. In accordance with paragraph 7 of General Assembly resolution 2313 (XXII), the present report describes the steps taken by the Secretary-General to implement the Programme during 1968. On the basis of the information supplied by UNESCO and UNITAR, the report also gives an account of the measures taken or planned by those two organizations in response to the invitation expressed in General Assembly resolutions on the Programme.

9. In addition, the report contains the recommendations of the Secretary-General regarding the Programme during 1969 and subsequent years, which have been put forward following consultations with the Advisory Committee.

10. For the sake of convenience, the various activities are described under the headings of the United Nations, UNESCO and UNITAR. The Secretary-General would like, however, to emphasize the fact that a number of these activities have been undertaken by the three organizations in collaboration with each other and often with the assistance offered by States and other international organizations and institutions. This co-operative relationship, achieved over the past two years, has prevented duplication of effort, which would dissipate the resources available for the over-all Programme.

## II. Activities of the United Nations, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the United Nations Institute for Training and Research (UNITAR) during 1968

### A. ACTIVITIES OF THE UNITED NATIONS

#### 1. Register of experts and scholars in international law

11. Since the report of the Secretary-General on the Programme was submitted last year, a further addendum (A/7293) has been issued by the Secretariat to the register of experts and scholars in international law.<sup>8</sup> A number of developing countries and international bodies, whose various projects for the benefit of the developing countries required the recruitment of legal experts and scholars, have expressed interest in the register.

#### 2. Co-operation with other organizations

12. During April 1968, the Secretary-General wrote to seventeen international organizations and institutions active in the field of international law, informing them of the topics before the following organs of the United Nations which are principally concerned with questions of international law: the Sixth Committee of the General Assembly; the International Law Commission; the United Nations Commission on International Trade Law; the Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States; the Legal Sub-Committee of the Committee on the Peaceful Uses of Outer Space; the Special Committee on the Question of Defining Aggression (established under General Assembly resolution 2330 (XXII)); and the Legal Working Group of the *Ad Hoc* Committee to Study the Peaceful Uses

<sup>4</sup> United Nations publication, Sales No.: 67.V.4.

<sup>5</sup> R. J. Dupuy, *International Law*, in the series "The university teaching of social sciences" (UNESCO, 1967), SS/66/VIII.1.13/A.

<sup>6</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 90, document A/6816, para. 68.

<sup>7</sup> *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 90, document A/6816.

<sup>8</sup> A/6677 and Add.1 (mimeographed).

of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction.

13. The Secretary-General also forwarded the text of resolutions relating to these topics and of other resolutions of legal interest, adopted by the General Assembly at its twenty-second session.

14. The organizations and institutions concerned, which were invited to communicate any comments or information they might have with respect to the topics, were the following: the Asian-African Legal Consultative Committee; the Council of Europe; the Institute of International Law; the Inter-American Institute for International Legal Studies; the International Association of Democratic Lawyers; the International Association of Legal Science; the International Bar Association; the International Commission of Jurists; the International Law Association; the International Institute for the Unification of Private Law; the League of Arab States; the Organization of African Unity; the Organization of American States; The Hague Academy of International Law; The Hague Conference on Private International Law; the World Federation of United Nations Associations; and the World Peace through Law Centre.

15. The General Secretariat of the Organization of American States provided an aide-mémoire, together with pertinent documents, succinctly describing the activities of the organization and of the various conferences and bodies under its auspices with respect to some of the topics listed in the Secretary-General's communication. The aide-mémoire is reproduced in the annex to the present report.<sup>9</sup>

16. In its reply, the Inter-American Institute of International Legal Studies stated that a report on the activities of the Institute having a bearing on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law was in the press and that it would be forwarded as soon as it was ready.

17. Correspondence was exchanged between the Secretary-General and the Legal Adviser of the Council of Europe with regard to a proposal for the compilation of a new treaty series containing the text of all the treaties concluded between 1648 and 1918 (the year with which the League of Nations *Treaty Series* begins). This project, which, in the view of some members of the Advisory Committee, could contribute to the dissemination of wider knowledge of international law, was under consideration by the Committee of Experts on the Publication of Digests of National State Practice in the field of Public International Law, which was established by the Committee of Ministers of the Council of Europe in March 1962.

18. The Council of Europe has also transmitted to the Secretary-General the text of resolution 68 (17) of the Committee of Ministers of the Council, containing a model plan for the classification of documents concerning State practice in the field of public international law, as a first contribution by the Council of Europe towards implementing General Assembly resolution 2099 (XX) on the Programme. The text of the resolution will, as requested, soon be communicated to the competent organs of the United Nations, as well as to all States Members of the United Nations.

19. In addition to the exchange of views and information described above, co-operation with some of the

<sup>9</sup> The documents referred to in the aide-mémoire are available for consultation upon request to the Secretariat.

above-mentioned and other organizations has been sought in the preparation and implementation of a number of other items of the Programme, such as the organization of seminars and training courses, the provision of legal publications and the fellowship programme. Reference is given to such co-operation in the appropriate sections of the present report.

### 3. Scholarships and fellowships offered at national institutions

20. During the debate in the Sixth Committee of the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law, at the twenty-second session of the General Assembly, representatives of several countries referred to scholarships and fellowships for study in the fields of international law, international organizations and international relations, which were offered at national institutions of higher learning in their respective countries.

21. One of these countries, namely, Czechoslovakia requested the Secretary-General to circulate a note giving information concerning five scholarships for the study of international relations, with emphasis on international law, at the University of 17th November and two fellowships for post-graduate study of international law at the Institute of State and Law of the Czechoslovak Academy of Science. A circular note, as requested, was sent to all States Members of the United Nations in January 1968.

22. More recently, the Government of Belgium has informed the Secretary-General of its offer of two fellowships for the study of international law at one of the Belgian universities. A circular note will be sent to Member States as soon as information concerning the terms of award and procedure for applying for the fellowships has been received from the Government of Belgium.

### 4. Publicity

23. Efforts have been maintained to give wider publicity to international law and to the legal work of the United Nations. Enlarged coverage has been given in the *UN Monthly Chronicle* to the work of the United Nations organs and conferences which are principally concerned with questions of international law.

24. Early in 1968, the book called *The Work of the International Law Commission*, which had been prepared and published in English during 1967, was published in French and Spanish. Also early this year, a document on resolutions of legal interest adopted by the General Assembly, which had been prepared and distributed in English during last year, was issued in French and Spanish, as well as in English.

25. From the comments received from United Nations Information Centres, it appears that the above-mentioned book and document have filled a definite need in the national institutions of higher learning which lack extensive library and other teaching facilities. The English version of the book, first published in June 1967, has already run out of sales stock, and a second printing may be considered.

26. During 1968, preliminary consultations were held between the Registry of the International Court of Justice, on the one hand, and the United Nations Office of Public Information and Office of Legal Affairs, on the other, regarding the preparation of a book on

the International Court of Justice of approximately the same length and nature as the book on the International Law Commission.

#### 5. Provision of legal publications

27. In accordance with paragraph 1 (c) of General Assembly resolution 2313 (XXII), the Secretary-General supplied, during 1968, a set of United Nations legal publications to twenty institutions in developing countries. The institutions were selected so as to ensure an equitable geographical distribution among recipients, regard being also paid to the relative degrees of need of different regions and countries. In terms of geographical distribution, the thirty-five recipient institutions (i.e., fifteen recipients chosen during 1967 under Assembly resolution 2204 (XXI) and twenty recipients chosen during 1968) are divided as follows: thirteen in Africa, thirteen in Asia and the Middle East, and nine in Latin America. The legal publications provided were those in the following series: *Yearbook of the International Law Commission*, *Repertory of Practice of United Nations Organs*, *Reports of International Arbitral Awards*, and various reports and studies, including volumes in the *United Nations Legislative Series*, Official Records of United Nations conferences on legal topics, and the *United Nations Juridical Yearbook*.

28. As in 1967, the International Court of Justice arranged to provide the institutions with a set of its *Reports of Judgements, Advisory Opinions and Orders* and its *Yearbooks*.

29. The Government of Greece continued to offer a series of publications, in English and French, of the Hellenic Institute of International and Foreign Law. The Government of Czechoslovakia also offered to provide twenty institutions in developing countries regularly with copies, in English and French, of *The Bulletin of Czechoslovak Law*. The Secretary-General accordingly made the list of selected institutions available to the two Governments, so that they might arrange for the direct distribution of the publications offered.

30. The Secretary-General would like to express his thanks to the Registry of the International Court of Justice and to the Governments of Czechoslovakia and Greece for their participation in this particular item of the Programme.

#### 6. Provision of the advisory services of experts

31. Under paragraph 1 (b) of General Assembly resolution 2313 (XXII), the Secretary-General was authorized to provide "the advisory services of experts, if requested by developing countries, within the framework of existing technical assistance programmes or from such voluntary contributions as may be received for that purpose". No cash contributions specially earmarked for this purpose have been received. Requests for the advisory services of experts in the legal field, therefore, have been processed and administered in accordance with established technical assistance procedures.

32. Apart from the provision of the advisory services of experts as a part of the existing technical assistance component of the United Nations Development Programme (UNDP), it will be recalled that, in his report last year, the Secretary-General referred to the possibility of providing increased legal assistance, by way of expert services, through the regional economic commissions. The Secretary-General stated in his report:

"Having regard to the increasing need which appears to exist for this form of assistance, the Secretary-General proposes to discuss during the coming year with the secretariats of the regional economic commissions for Africa, Asia and the Far East, and Latin America, the possibility of providing increased legal assistance through these commissions. Thus, consideration might be given to the stationing at these commissions of a limited number of legal experts who would be capable of providing assistance, both to the commissions and to individual countries in the region, regarding specialized legal topics which are of particular interest in those areas. The kind of topics in which such assistance might be given include such matters as transport law, legal arrangements relating to international rivers and the regulation of water resources, and customs regulations and the unification of national legislation relating to international trade. The Secretary-General intends to report next year on the results of his inquiries."<sup>10</sup>

33. In accordance with this proposal, the Secretary-General wrote in March 1968 to the Executive Secretaries of the three economic commissions concerned, i.e., the Economic Commission for Africa (ECA), the Economic Commission for Asia and the Far East (ECAFE) and the Economic Commission for Latin America (ECLA). In their replies, the Executive Secretaries of the commissions stated that they supported, in principle, the idea of stationing at the headquarters of the regional commissions legal experts in specialized fields of particular interest to the commission concerned. In each case, however, they drew attention to the financial limitations which would prevent the commissions themselves from financing the proposal.

34. The Executive Secretary of ECA declared that the currently authorized manning table would not permit the recruitment of the specialized experts required; nor, indeed, did it seem appropriate to recruit such experts against the manning tables, considering that the areas where legal advice was needed were varied and highly specialized. In his view, it would be more appropriate that the regional programme of technical assistance should be increased so as to accommodate the needs concerned.

35. The Executive Secretary of ECAFE drew attention to the financial limitations set by both the regular budget and the technical assistance programme, and suggested that funds for this purpose might be additionally provided under one or other of those heads.

36. The Executive Secretary of ECLA stated his belief that it would strengthen the work of ECLA if the services of a limited number of legal experts in specialized fields (such as water resources, development of river basins, customs codes, standardized legislation for industrial and tourist incentives, international trade legislation and unification of national customs regulations) could be stationed at the headquarters of the Commission and made available to the Governments of the region, at their request, for short-term missions. Unfortunately, the limitations of the regional UNDP and regular programme funds did not permit ECLA to establish new experts' posts. Any new post within the regional technical assistance programme would accordingly have to be financed with contingency or additional UNDP funds over and above the target for the regional programme. Having regard to the limita-

<sup>10</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 90, document A/6816, para. 36.

tions of funds and to the fact that demands for experts may not be permanent for the various regions, an alternative would be to appoint interregional experts stationed at United Nations Headquarters who could respond to requests received through the three regional economic commissions.

#### B. UNITED NATIONS FELLOWSHIP PROGRAMME IN INTERNATIONAL LAW, UNDER THE JOINT ADMINISTRATION OF THE UNITED NATIONS AND UNITAR

37. As envisaged in the Secretary-General's report last year,<sup>11</sup> the fifteen international law fellowships authorized under paragraph 1 (a) of General Assembly resolution 2313 (XXII) and up to five more international law fellowships offered by UNITAR were combined in a jointly administered fellowship scheme during 1968. All the fifteen United Nations fellowships were intended for persons from developing countries, while the UNITAR fellowships were for persons some of whom might be from more developed countries.

38. Early in 1968, the Secretary-General's note verbale, giving detailed information on the United Nations Fellowship Programme in International Law during 1968, was sent to all Members of the United Nations and to seven non-member States. The resident representatives of UNDP and all the United Nations Information Centres were asked to assist in the recruitment of qualified candidates. By 6 June 1968, when the Selection Panel made the final selection, sixty-three applications from forty-three developing countries had been received. In making the selection, due regard was paid to the need to ensure an equitable geographical distribution of successful candidates, as well as to the qualifications of individual applicants. Preference was given to candidates from countries other than those from which fellows had been selected in 1967.

39. The Panel selected nineteen candidates from the following countries: Brazil, Chile, Colombia, the Dominican Republic, Gabon, India, Iran, Iraq, Laos, Lesotho, Libya, Nepal, Nigeria, Sierra Leone, Singapore, Somalia, Thailand, Togo and Venezuela. (The candidates from Iraq and Singapore subsequently withdrew.) Those selected were mostly government officials from the Ministries of Foreign Affairs and Justice and some were university teachers in international law.

40. Four types of study schemes were offered to candidates in 1968:

(a) Attendance at the Geneva Seminar on International Law, which was organized by the United Nations Office at Geneva in connexion with the twentieth session of the International Law Commission (see paras. 59 and 60 below), from 8 to 26 July 1968, followed by attendance at the lecture course at The Hague Academy of International Law from 29 July to 15 August 1968. A total of seven participants followed this scheme.

(b) Attendance at The Hague Academy lecture course from 29 July to 15 August 1968, followed by participation in the research course on the law of treaties, offered at the Centre for Studies and Research in International Law and International Relations of The Hague Academy, from 20 August to 27 September 1968. Five academically-oriented fellows were selected for this scheme, while one was selected for a combination of schemes (a) and (b).

<sup>11</sup> *Ibid.*, paras. 37 and 62.

(c) Attendance at The Hague Academy lecture course, followed by practical training from 20 August to 31 December 1968 at the legal offices of the United Nations and associated agencies or at UNITAR. In view of candidates' stated preferences, only four fellows followed this scheme this year. Of them, two were assigned to UNITAR; one was assigned to the Legal Department of the International Bank for Reconstruction and Development, while the fourth received his training at the United Nations Office of Legal Affairs and subsequently at the Bank.

(d) Attendance at The Hague Academy lecture course, followed by study of international law at a institution of higher learning for a maximum period of ten months. This scheme was intended only for specially deserving cases. One candidate was selected for this scheme, under which he is pursuing a course in international law at the Institut Universitaire de Hautes Etudes Internationales at Geneva throughout the academic year 1968-1969.

41. During the three weeks' period from 29 July to 15 August 1968, a number of special seminars for the benefit of the fellows were organized. In these meetings, emphasis was placed on the practical aspect of the international legal issues which were of particular interest to developing countries.

42. The Secretary-General of the United Nations and the Executive Director of UNITAR wish to express their thanks to the officials of The Hague Academy, the Netherlands Foreign Ministry and the International Court of Justice for their kind cooperation in ensuring the successful organization of the fellows' study programme at The Hague. In addition, they wish to acknowledge the assistance given by a number of seminar leaders<sup>12</sup> for the special meetings.

43. The fellowship programme this year was designed to utilize to the maximum the short period of time which the Governments of developing countries could afford to grant their officials for additional training. Following the principle of last year's programme it also aimed at an effective combination of theoretical instruction at The Hague Academy and practical training at special seminars, as well as at the legal offices of the United Nations and its associated bodies.

#### C. ACTIVITIES OF UNESCO

44. UNESCO continued a long-term programme which it had launched in 1967 to promote the teaching and dissemination of public international law, in accordance with the aims expressed in General Assembly

<sup>12</sup> The following eminent jurists led the seminars: Baron von Boetselaar, Secretary-General, Netherlands Foreign Ministry; Mr. F. G. Boulonois, Deputy Director of the Treaties Division, Netherlands Foreign Ministry; Mr. F. Castberg, President of the Curatorium, The Hague Academy, and Professor and former Rector of the University of Oslo; Mr. R. J. Dupuy, Secretary-General, The Hague Academy and Professor in the Faculty of Law of Nice; Mr. A. Elkin, United Nations Legal Consultant to the Caribbean Development Bank and former Legal Adviser of the Organization for Economic Co-operation and Development; Mr. J. Haszard, First Secretary, Registry of the International Court of Justice; Sir Muhammad Zafrulla Khan, Judge of the International Court of Justice; Mr. M. Lachs, Judge of the International Court of Justice; Mr. O. J. Lissitzyn, Professor of Columbia University; Mr. O. Schachter, Deputy Executive Director and Director of Research, UNITAR; Mr. N. Valticos, Chief of the International Labour Standards Department, International Labour Organisation; Mr. A. Zarb, Professor in the Faculty of Law of Nice and former Legal Adviser of the World Health Organization.

esolutions 1968 (XVIII), 2090 (XX) and 2204 (XXI). In so doing, it has acted in the spirit of both general resolution 10 (Consideration of UNESCO's contribution to peace), adopted by the General Conference of UNESCO at its fourteenth session in 1966, and resolution 3.232, adopted at the same session, which authorized the Director-General of UNESCO to undertake, in conjunction with the United Nations, studies and surveys designed to promote a wider appreciation of international public law and the extension of teaching on this subject, to include such supporting disciplines as international politics and economics, and to take part in the relevant activities of Member States, at their request".

45. Within its own area of competence, which comprises education and science, UNESCO endeavours to carry out these directives by furthering the study of international law at the academic level through the development of university teaching and research. In pursuit of this objective, UNESCO participates in the relevant items of the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law, in close collaboration with the United Nations and UNITAR, as well as universities, research centres and similar bodies.

#### 1. *Basic list of works on international law*

46. In pursuance of resolution 3.232, UNESCO included in its programme of activities for 1968 the compilation of a basic list of 100 to 150 works on public international law. This list will be drawn up following consultations with the bodies mentioned above and especially with The Hague Academy of International Law and the International Law Association. It will be made available to interested universities and research centres and could be used in the preparation of "Collections of Works on Basic International Law", the distribution of which could perhaps be financed from extra-budgetary resources yet to be decided upon.

#### 2. *Study on the national associations of specialists in international law*

47. Specialists in international law have been encouraged to form national associations which could subsequently apply for affiliation with large international associations. With this end in view, UNESCO requested the International Law Association to carry out a study of the present organization of such groups of specialists in African countries. The International Law Association chose for this task Mr. Henri Cochaux, *Avocat* at the Court of Brussels, former President and present Vice-President of the Association, who left on 30 July 1968 to visit the following countries: Ethiopia, Ghana, the Ivory Coast, Kenya, Nigeria, Senegal, Sudan, Tunisia, Uganda, the United Arab Republic and the United Republic of Tanzania. In connexion with his mission, Mr. Cochaux will also make a preliminary study of conditions which would be suitable for the possible establishment of a chair of international law or a specialized documentation centre in an African country.

#### 3. *Participation in the Latin American seminar at Quito*

48. UNESCO also collaborates with UNITAR in organizing the regional seminar in international law which the Institute is planning to hold in Latin America, at Quito, Ecuador. UNESCO is undertaking

to pay the fees and travelling expenses of an expert, Mr. Pierre Vellas, Professor in the Faculty of Law and Economic Sciences and Director of the Institute of International and Developing Country Studies, Toulouse, who is to lecture on multilateral public enterprises, with particular reference to the economic integration of Latin America.

#### 4. *Provision of fellowships and books*

49. Under its programme of participation in the activities of member States, UNESCO has granted a fellowship to each of the following countries: Bulgaria and Israel, where the recipients have already been chosen, and Gabon and Mauritania, where the recipients have yet to be chosen. Also under this programme, equipment, including supplies of books, has been given to Trinidad and Tobago for use at the Institute of International Relations of the University of the West Indies.

#### 5. *Exchange of publications*

50. With regard to publications in general, UNESCO is continuing its efforts to promote the exchange of publications by encouraging its member States to adhere to the two relevant Conventions adopted by the General Conference at its tenth session in 1958, namely, the Convention concerning the Exchange of Official Publications and Government Documents between States,<sup>13</sup> and the Convention concerning the International Exchange of Publications.<sup>14</sup> In the period 1967-1968 the number of States parties to these two Conventions increased considerably.<sup>15</sup>

#### 6. *Study of the concept of peacefully living together*

51. In 1968 UNESCO undertook a study of the concept of peacefully living together in the teaching of public international law, international relations and other academic disciplines. The study has been placed under the direction of Mr. R. J. Dupuy, Secretary-General of The Hague Academy of International Law and Professor in the Faculty of Law of Nice. Professor Dupuy has secured the co-operation of a number of experts, who had already taken part in the preparation of the "General Report on the Teaching of International Law", published by UNESCO in 1967, in English and French, in the series "The university teaching of social sciences", and of several other social science specialists. The manuscript of this work, which will include a number of national reports and a general survey, should be completed by the end of 1968.

<sup>13</sup> United Nations, *Treaty Series*, vol. 398 (1961), No. 5715.

<sup>14</sup> United Nations, *Treaty Series*, vol. 416 (1961), No. 5995.

<sup>15</sup> The Convention concerning the Exchange of Official Publications and Government Documents between States entered into force on 30 May 1961. By 1 October 1968, the following twenty-nine States had deposited their instruments of ratification or acceptance or given notification of accession (in chronological order): Ceylon, Israel, France, Guatemala, Ecuador, China, United Kingdom, Italy, Panama, USSR, United Arab Republic, Byelorussian SSR, Hungary, Ukrainian SSR, Spain, New Zealand, Bulgaria, Cuba, Czechoslovakia, Ghana, Denmark, Romania, Malta, Indonesia, Finland, United States, Luxembourg, Morocco and Norway. The Convention concerning the International Exchange of Publications entered into force on 23 November 1961. By 1 October 1968, the following twenty-eight States had deposited their instruments of ratification or acceptance (in chronological order): Israel, France, Guatemala, Ecuador, China, United Kingdom, Italy, Panama, USSR, United Arab Republic, Byelorussian SSR, Hungary, Ukrainian SSR, Spain, New Zealand, Bulgaria, Cuba, Czechoslovakia, Ghana, Brazil, Denmark, Romania, Indonesia, Finland, United States, Luxembourg, Malta and Morocco.



## D. ACTIVITIES OF UNITAR

### 1. Studies

52. At its fourth session, held in September 1966, the Board of Trustees of UNITAR responded affirmatively to the invitation of the General Assembly contained in resolution 2099 (XX) that UNITAR undertake studies relating to the progressive development and codification of international law. The first study under this heading, a research project dealing with impediments to the wider acceptance of multilateral treaties,<sup>16</sup> will be completed by the end of 1968. A part of the research in this project was used in the preparation of the UNITAR study entitled "Acceptance of human rights treaties"<sup>17</sup> submitted to the International Conference on Human Rights, held at Teheran in April 1968.

### 2. Seminars

53. UNITAR envisages the conduct of regional seminars and training courses in international law in co-operation with the United Nations Office of Legal Affairs, UNESCO and other institutions concerned with international law. Following an offer from the Government of Ecuador to provide the necessary facilities, UNITAR will be holding at Quito the first of the series of regional seminars envisaged in the annex to General Assembly resolution 2099 (XX).

54. In the organization of the seminar, UNITAR has benefited from the advice of a Consultative Panel drawn from diplomats and jurists from the region, as well as from co-operation with the United Nations Office of Legal Affairs, UNESCO and the Organization of American States. The seminar, which was originally to convene in the first two weeks in December 1968, will take place from 13 to 25 January 1969. The decision to postpone the seminar for one month, which was taken after discussions with the Consultative Panel and with the agreement of the Government of Ecuador, was prompted by the fact that other meetings in December would have made it difficult for a number of participants to attend the seminar at that time.

55. The following subjects have been selected for consideration at the seminar:

- (a) Legal and institutional problems of multinational water development schemes;
- (b) Multinational public enterprises, with particular reference to the economic integration of Latin America;
- (c) Regional problems for Latin America arising out of treaties relating to the resources of the sea.

56. Arrangements have been made for the preparation of background papers and for the participation of expert consultants from within and outside the region. All countries in the region are being invited to participate. Specialized agencies and other international organizations and institutions with an interest in the subject-matter of the seminar have been invited to participate as observers.

### 3. Training and refresher courses

57. During 1968, UNITAR has provided professional assistance for short periods to teach international law and international relations at the Seminar on the

Foreign Policies of Caribbean States held at the University of the West Indies, Trinidad, and at the Carnegie Course in Diplomacy held at Makerere College, University of East Africa, Uganda. Preparatory work is being done for the regional training and refresher course to be held in Asia in 1969.

### 4. Fellowships

58. The Board of Trustees of UNITAR at its sixth session, held in September 1967, authorized the award of up to five fellowships in international law for the year 1968. The joint administration of these fellowships with the United Nations has already been dealt with in paragraphs 37 to 43 above. During 1968, some of the UNITAR/Adlai E. Stevenson Memorial fellowships were engaged in studies in the field of international law. UNITAR also provided opportunities to a few interns and junior fellows to work at the Institute on questions of international law.

## E. GENEVA SEMINAR ON INTERNATIONAL LAW

59. The United Nations Office at Geneva organized a fourth session of the Seminar on International Law for advanced students and young government officials responsible in their respective countries for dealing with questions of international law, to take place during the twentieth session of the International Law Commission.<sup>18</sup> The Seminar, which held thirteen meetings between 8 and 26 July 1968, was attended by twenty-nine participants, all from different countries. Participants also attended meetings of the Commission during that period. They heard lectures by nine members of the Commission, one professor from the University of Geneva, the Legal Adviser of the International Labour Organisation (ILO) and one member of the Secretariat. Lectures were given on various subjects connected with the work of the International Law Commission, such as the problem of the development of international law in the United Nations; various problems related to the codification of the law of treaties including the results of the first session of the United Nations Conference on the Law of Treaties; the question of special missions; the question of permanent missions to international organizations; and recent developments relating to the breadth of the territorial sea. One lecture was devoted to the question of international trade law and the United Nations Commission on International Trade Law (UNCITRAL) and one to the ILO and international labour law.

60. The Governments of Denmark, Finland, the Federal Republic of Germany, Israel, the Netherlands, Norway and Sweden offered scholarships for participants from developing countries. Nine candidates (from Argentina, Cameroon, Chile, Cyprus, Indonesia, Iraq, Korea, Mexico and Turkey) were chosen to be beneficiaries of the scholarships. In addition, seven participants (from Brazil, Laos, Lesotho, Nepal, Somaliland, Togo and Venezuela) held fellowships under the United Nations Fellowship Programme in International Law jointly administered by the United Nations and UNITAR (see paras. 37-43 above). This increased number of scholarships and fellowships in 1968 made

<sup>16</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 45, document A/6875, annex I, paras. 59-69.

<sup>17</sup> A/CONF.32/15.

<sup>18</sup> It will be recalled that, in resolution 2272 (XXII) of 1 December 1967, the General Assembly expressed the wish "that, in conjunction with future sessions of the International Law Commission, other seminars might be organized, which should continue to ensure the participation of a reasonable number of nationals of developing countries".

it possible to further the aim of admitting a larger number of nationals from developing countries. Other participants came from Australia, Austria, Belgium, Czechoslovakia, France, Japan, Nigeria, Poland, Romania, Sweden, Thailand, the Union of Soviet Socialist Republics and Yugoslavia. It should be noted, however, that the number of participants was found to be slightly too high for a fruitful participation in the debate following the lectures and that in the future the number of participants should be limited to twenty-four.

61. The Governments of Denmark, Israel and Norway have offered scholarship aid in the amount of \$1,500, \$1,000 and 10,500 Norwegian crowns (approximately \$1,470), respectively, for participants from developing countries in the Seminar on International Law which may be organized in connexion with the twenty-first session of the International Law Commission in 1969.

### III. The Programme during 1969 and subsequent years

#### A. ACTIVITIES TO BE UNDERTAKEN BY UNESCO

62. A brief outline of the activities which UNESCO plans to undertake in the coming years is given below. These activities are, however, subject to the approval of the General Conference of UNESCO, and are therefore only tentatively referred to here.

63. In general, it may be expected that UNESCO will continue to carry out the long-term project established by the General Conference at its fourteenth session in 1966. To that end, it will expand its public international law programme and strengthen its activities concerning the promotion of the teaching, study, dissemination and wider appreciation of international law, paying due attention to supporting disciplines, such as economics and political science, including peace research. The size of this programme, not including technical assistance, is indicated by the allocation of the sum of \$100,000 under the organization's regular programme in the UNESCO *Draft Programme and Budget for 1969-1970*.<sup>19</sup>

64. UNESCO will give particular attention to the training of specialists in public international law. For that purpose, it will organize a seminar in Asia designed to give further training to teachers, specialists and advanced students, under the UNDP technical assistance regional programme. In addition, about ten fellowships will be offered to enable advanced students to spend a year at a university, followed by a training period at The Hague Academy of International Law. Member States are also invited to request assistance, under the UNDP technical assistance country programme, in the form of fellowships awarded for post-graduate study abroad leading to a teaching career.

65. In order to promote a wider use of the existing fellowship programmes carried out by States, international bodies and national institutions, consideration will be given to the preparation of a register of fellowships, scholarships and research assistantships for international studies. Such a register would contain information on the objective, scope and terms of award, as well as the procedure for the submission of applications.

66. With regard to the teaching of public international law at the university level, UNESCO wishes to

assist in the establishment of new chairs in international law and, where appropriate, of specialized documentation centres. The information compiled by the International Law Association (see para. 47 above) will make possible a preliminary assessment of the present situation in the teaching of public international law in Africa, which could then be followed by more extensive consultations. Assistance will also be available to Member States, upon their request and in accordance with the normal procedure, under the UNDP technical assistance country programme, in the form of experts' services for advice on organizing university departments of social sciences or research institutes specializing in public international law. It is expected that in 1969-1970 the following Member States will probably request such assistance: Cameroon, the Democratic Republic of the Congo, Dahomey, Ethiopia, India, the United Republic of Tanzania and Zambia. UNESCO will also continue to consider the possibility of preparing studies and monographs on various aspects of modern public international law.

67. As part of a systematic, long-term programme of comparative studies, UNESCO set up in June 1968 a Committee of Experts to study the equivalence and comparability of certificates, diplomas and degrees awarded in higher education. The Committee has recommended that UNESCO undertake research designed to encourage international comparisons of degrees and other qualifications through studies of curricula and of the requirements for obtaining degrees in certain selected fields, including public international law. The launching of a pilot study in the field of public international law is included in the *Draft Programme and Budget* to be submitted to the General Conference of UNESCO at its fifteenth session.

#### B. ACTIVITIES TO BE UNDERTAKEN BY UNITAR

68. UNITAR will undertake further studies connected with the progressive development and codification of international law, particularly with regard to those subjects which are of direct relevance to the problems of developing countries. A discussion of these issues took place at the seventh session of the Board of Trustees in September 1968 (see A/7263, para. 3) and the Board of Trustees approved the proposals put forward by the Executive Director (*ibid.*, para 5). Consultations with the United Nations Office of Legal Affairs will take place before the programme is finalized. UNITAR is also giving consideration to future studies relating to procedures in the peaceful settlement of disputes and the enforcement of international obligations (*ibid.*, paras. 58 and 59).

69. UNITAR will organize a training and refresher course in Asia in 1969, in co-operation with the Office of Legal Affairs, UNESCO and possibly The Hague Academy of International Law. As stated in the Secretary-General's report for 1967, UNITAR intends to hold seminars and training courses alternately in successive years in Africa, Asia, and Latin America, as envisaged by resolution 2099 (XX).<sup>20</sup> UNITAR would also provide, in 1969, up to five international law fellowships, in addition to those which may be awarded by the United Nations.

<sup>19</sup> See UNESCO, *Draft Programme and Budget for 1969-1970* (UNESCO, 1968), CFS.68/II.15A, paras. 1163-1166.

<sup>20</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 90, document A/6816, para. 56.

C. RECOMMENDATIONS OF THE SECRETARY-GENERAL  
REGARDING THE EXECUTION OF THE PROGRAMME

1. *General observations*

70. In paragraph 6 of its resolution 2313 (XXII), the General Assembly approved in principle, subject to further consideration by the Advisory Committee on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law before the twenty-third session of the General Assembly, the Secretary-General's recommendations regarding the execution of the Programme after 1968, which had been set forth in his 1967 report.<sup>21</sup> In paragraph 7 of the same resolution, the Secretary-General was asked to submit, following consultations with the Advisory Committee, recommendations regarding the execution of the Programme in 1969. The Secretary-General has accordingly prepared a number of recommendations, which are set out below and which were considered by the Advisory Committee during its third session, held between 7 and 14 October 1968.

71. From the time that the General Assembly decided by resolution 2099 (XX) to establish a programme of assistance and exchange in the field of international law, it recognized that both UNESCO, as a specialized agency, and UNITAR, as part of the immediate United Nations context, could play an important part in the eventual implementation of the programme. By paragraph 6 of that resolution, UNESCO was invited to participate in its implementation. By paragraph 7, UNITAR, then in its organizational stage, was requested by the General Assembly to consider the ways in which international law might be given its proper place among the activities of the Institute.

72. Experience in the actual implementation of the Programme over the last two years has shown that the initial hopes placed in co-operation with UNESCO and UNITAR have been more than amply justified. Experience has also shown that, by the nature of their functions, UNESCO and UNITAR are the bodies best suited for carrying out the operational aspects of the Programme, particularly the organization of seminars and training and refresher courses and the preparation of studies in international law. Within the immediate United Nations context, UNITAR is becoming a centre for the promotion, development, dissemination and wider appreciation of international law. It may therefore be anticipated that increasingly in the future the role of the Secretary-General will be one of co-ordination rather than of furnishing direct assistance, such assistance being provided to the greatest possible extent by UNESCO and UNITAR. This natural development is reflected in the recommendations which follow in the present report. The Advisory Committee will, of course, continue to advise the Secretary-General on the substantive aspects of the Programme proposed for each year, and over-all supervision will continue to be exercised by the General Assembly.

73. Under paragraph 2 of resolution 2099 (XX), the Programme, as originally envisaged, was divided into two fields of endeavour: the first relating to steps to encourage and co-ordinate existing international law programmes carried out by States and by organizations and institutions; and the second dealing with forms of direct assistance which were to be made available, particularly to the developing countries.

<sup>21</sup> *Ibid.*, paras. 59-66.

2. *Steps to encourage and co-ordinate the activities of States, international organizations and other bodies*

74. The various activities in the first field of endeavour, undertaken in the past three years by the United Nations, UNESCO and UNITAR, appear to have been generally effective. This area of endeavour however, may still offer a variety of prospects. The Secretary-General considers that the efforts of the United Nations, particularly with regard to such items as the register of experts and scholars in international law (to which addenda will be issued as necessary) co-operation with other organizations, fellowships offered at national institutions, publicity, and the provision of legal publications (see paras. 11-30 above), should be continued, with a view to the further improvement and development of the activities. The Geneva Seminar on International Law will also continue, in so far as this is possible.

75. In this connexion, reference may appropriately be made to the fact that, at its first session, held in January and February 1968, UNCITRAL noted the special importance of increasing the opportunities for the training of experts in the field of international trade law, particularly in many of the developing countries. Mindful of the activities being undertaken within the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law, and of the work of the Advisory Committee, UNCITRAL considered that it should establish close and co-operative contact with the United Nations agencies, organizations and other bodies having responsibilities or concerns in the field of assistance related to international trade law, particularly training and research. UNCITRAL accordingly requested the Secretary-General to prepare a report with a view to establishing such co-operative relations, to be considered by UNCITRAL at its second session (see A/7216, paras. 64-68). In the preparation of the report, the Secretary-General will take fully into account the Advisory Committee's recommendation that an appropriate place should be given to the activities concerning international trade law within the framework of the activities conducted under the Programme (see para. 89 below).

76. It may also be noted that during 1969 a United Nations postage stamp imprinting the words "Peace through International Law" will be issued. The year 1969 is considered particularly suitable, because the International Law Commission will have completed twenty years of its work and the United Nations Conference on the Law of Treaties is expected to adopt a codification convention of far-reaching effect.

3. *Forms of direct assistance*

77. Under the original pattern for the Programme, as contained in the annex to General Assembly resolution 2099 (XX), the forms of direct assistance included the following items which were to be carried out on an annual basis: one regional item (either a regional training and refresher course or a regional seminar), the award of fellowships, and the provision of the advisory services of experts. Two other items mentioned in the annex, namely, the preparation and publication of a survey of the codification and progressive development of international law and the provision of a set of United Nations legal publications to a total of thirty-five institutions during 1967 and 1968, were presumably not intended to be carried on indefinitely. Having regard

to these considerations and to the way in which the Programme has evolved with the active participation of UNESCO and UNITAR, the Secretary-General proposes that the execution of the forms of direct assistance in 1969 and subsequent years should proceed on the lines indicated below. The recommendations of the Secretary-General are based on the principle of functional competence of the three participating organizations and on the need to retain a measure of flexibility in this still experimental stage of development of the Programme.

(a) *Regional seminars and training courses*

78. UNITAR intends to conduct regional seminars and training courses alternately in successive years, and for this purpose preparatory work is being done for the regional training and refresher course to be held in Asia in 1969 (see para. 69 above). UNESCO, for its part, also plans to organize a seminar in Asia for the training of specialists in international law (see para. 64 above). In view of the desirability of co-ordinating activities in the same area, the Secretary-General has expressed the hope to the two organizations that appropriate collaboration will be developed between them regarding this item of the Programme. It is also hoped that, in accordance with the wish expressed by the Advisory Committee at its second and third sessions, United Nations efforts towards the codification and progressive development of international law—and, in so far as appropriate, the legal thinking of the principal legal systems of the world—will be reflected in the organization and conduct of regional seminars and training courses.

79. The Secretary-General considers that the United Nations should continue to co-ordinate the conduct by UNITAR and UNESCO of future regional seminars and training courses and provide assistance when necessary. The form of such assistance would depend on the particular request which might be made either by UNITAR or by UNESCO and on the appropriate authorization of the General Assembly.

(b) *Studies in international law*

80. In view of the fact that UNESCO and UNITAR have undertaken to conduct a number of studies falling within the scope of the Programme (see paras. 47, 51 and 66-68 above), the Secretary-General considers that the United Nations should not itself plan to conduct any further studies. The United Nations, however, might prepare from time to time a publication (such as *The Work of the International Law Commission*) providing an over-all survey, with sufficient references, on the legal work of certain United Nations organs. For the immediate future, the preparation of a book on the International Court of Justice (see para. 26 above) will be undertaken during 1969, with a view to eventual publication in 1970.

(c) *Provision of legal publications*

81. A set of United Nations legal publications was supplied to fifteen institutions in 1967 and to twenty additional institutions in 1968. Since the stocks of United Nations legal publications (particularly earlier volumes) have now been considerably depleted, it would be difficult to provide an adequate set of all the volumes concerned for a large number of additional institutions in the future. Accordingly, it is suggested that in 1969 fifteen additional institutions should be added to the list, thus bringing the total number of the recipient

institutions to fifty. It is also proposed that the thirty-five institutions which have already received the publications in 1967 and 1968 should also receive the additional new volumes published since a set of United Nations legal publications was supplied to them. In 1970 and subsequent years, arrangements might be made for all fifty institutions to continue receiving new volumes in the legal publications series as they are issued. It is also expected that the International Court of Justice will continue its co-operation by providing a set of its *Reports* and *Yearbooks* to the institutions selected to receive United Nations legal publications.

82. The Government of Hungary and the American Society of International Law have recently informed the Secretary-General that they would participate in this part of the Programme, as Czechoslovakia and Greece had done, by offering legal periodicals to the institutions selected as recipients of United Nations legal publications. The Government of Hungary offers the *Hungarian Law Review*, published in English and French by the Hungarian Lawyers' Association; the American Society of International Law offers the *American Journal of International Law*, *Proceedings of the American Society of International Law* and *International Legal Materials*. It is hoped that other Member States, international bodies and national institutions will make similar offers in the future.

(d) *Provision of the advisory services of experts*

83. Apart from concurring in the Advisory Committee's recommendation regarding this item of the Programme during 1969 (see para. 89), the Secretary-General does not propose to make any other specific recommendations at the present time. The Secretary-General, however, wishes to submit the following observations, so that the representatives of Member States may assess the situation for themselves before deciding what further action should be taken on this particular item of the Programme.

84. In the light of past efforts to provide expert services, the following general conclusions may be drawn. As the tables listing the requests of individual countries contained in the Secretary-General's 1967 report indicate, developing countries demonstrated their desire to receive, through the United Nations, expert legal services.<sup>22</sup> Such expert services are required, moreover, in emerging fields of applied international law, rather than in those of traditional international law; the concern of developing countries is for expert services in areas such as international river law, transport law, unification of customs regulations and trade law, to name some of the main centres of interest. However, there is evidence to suggest that, in a number of instances, these services have not been provided, because the developing countries, in submitting their requests for technical assistance, have not given sufficiently high priority to this type of expert services.

85. In view of the increasing need for this form of assistance which was yet to be filled, the Secretary-General, in 1968, approached the three regional economic commissions operating in developing parts of the world. The Executive Secretaries of these commissions endorsed the proposal to provide increased legal assistance to groups of States within the region by the stationing of a limited number of legal experts at the offices of the commissions, but pointed to the limitations of resources which would prevent them from proceeding

<sup>22</sup> *Ibid.*, paras. 31 and 32.

to implement the proposal. One alternative which has been suggested is that interregional experts might be appointed at United Nations Headquarters who should respond to requests coming through the three regional economic commissions (see paras. 33-36 above).

86. Having regard to these facts and to the efforts which he has made over the past three years to explore all the possibilities, the Secretary-General has been led to the conclusion that, in so far as the provision of expert services is to be covered by the existing technical assistance programmes and the developing countries do not give higher priority to this item in their requests, it will continue to be very difficult for the Organization to give full effect to the provision of successive resolutions of the General Assembly authorizing the "provision of the advisory services of experts" in international law.

(e) *International law fellowships*

87. There proved to be a strong desire for this form of assistance; over sixty applications were received for a maximum of twenty fellowships offered by the United Nations and UNITAR during 1968.<sup>23</sup> The flexibility regarding both the variation of study schemes and duration of individual fellowships and the special emphasis laid on the group training at The Hague proved to be useful innovations over the 1967 fellowship programme. It is proposed that the United Nations Fellowship Programme in International Law should be maintained largely on the same lines as in 1968, with certain modifications and improvements which might be added as appropriate. For subsequent years, the selection of candidates and the planning of the Fellowship Programme will continue to be the joint responsibility of the United Nations Office of Legal Affairs and UNITAR, the day-to-day administrative responsibilities being undertaken by UNITAR.

**IV. Meetings of the Advisory Committee on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law**

88. The third session of the Advisory Committee was convened by the Secretary-General on 7 October 1968. As in previous years, the representative of Ghana acted as Chairman. Meetings of the Committee were attended by the representatives of Afghanistan, Belgium, Ecuador, France, Ghana, Hungary, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland, the United Republic of Tanzania and the United States of America. The Advisory Committee had before it the Secretary-General's draft report on the Programme. Statements were made by the representatives of the Secretary-General, Representatives of UNESCO and UNITAR, who were invited to attend, also made statements and answered questions raised by members of the Advisory Committee.

89. The Advisory Committee held three meetings, on 7, 9 and 14 October 1968. Following its consideration of the Secretary-General's draft report, the Advisory Committee expressed its general approval of the contents of that report and thanked the Secretariat of the United Nations and the secretariats of UNESCO

<sup>23</sup> See paras. 37-39 above. In the consideration of the total number of fellowships under this Programme, reference should be made to paragraphs 49 and 64 above concerning fellowships offered by UNESCO.

and UNITAR for the work they had carried out. The Advisory Committee unanimously adopted the following recommendations regarding the Programme

(1) The Advisory Committee recommended that the Secretary-General should recommend to the General Assembly that the Assembly note with appreciation the increasing participation by UNESCO and UNITAR in the Programme, particularly in the organization of seminars and training course and in the preparation of studies in international law;

(2) The Advisory Committee noted with appreciation that the Secretary-General intends to continue his efforts to encourage and co-ordinate the activities of States and international organizations concerned in assisting the promotion of the teaching, study, dissemination and wider appreciation of international law;

(3) The Advisory Committee, having noted the desire of the United Nations Commission on International Trade Law to establish close and co-operative contact with the United Nations agencies, organizations and bodies, and with other intergovernmental and non-governmental organizations having responsibilities or concerns in the field of assistance related to international trade law, particularly training and research recommended that an appropriate place should be given to the activities concerning international trade law within the framework of the activities conducted under the Programme;

(4) The Advisory Committee recommended that the Secretary-General should transmit to the organizations concerned the wish, as expressed in General Assembly resolution 2313 (XXII) that, in the organization and conduct of regional seminars and training and refresher courses, due regard should be paid to reflecting United Nations efforts towards the codification and progressive development of international law, and, in so far as appropriate, the thinking of the principal legal systems of the world;

(5) With regard to the Programme for 1969 outlined in the Secretary-General's report, the Advisory Committee recommended that:

(a) *Regional training course*

The Secretary-General should recommend that the General Assembly express the hope that UNESCO and UNITAR will be able to hold jointly a regional training course in Asia;

(b) *The award of fellowships*

(i) The Secretary-General should be authorized to award fifteen fellowships at the request of the Governments of developing countries;

(ii) The Secretary-General should recommend that the General Assembly note with appreciation that UNESCO and UNITAR will continue to offer fellowships;

(iii) The Secretary-General should also recommend that the General Assembly note with appreciation that, while the selection of candidates and planning of the United Nations Fellowship Programme in International Law will be the joint responsibility of the Secretary-General and of UNITAR, the latter will undertake the day-to-day administrative responsibilities of that Programme as a whole;

(c) *The provision of advisory services of experts*

The Secretary-General should be authorized to provide the advisory services of experts within the framework of existing technical assistance programmes, or on the basis of voluntary contributions for that purpose;

(d) *The provision of United Nations legal publications*

The Secretary-General should be authorized to provide a set of United Nations legal publications to up to fifteen institutions in developing countries and to furnish current legal publications to institutions which have previously received a set of United Nations legal publications in 1967 and 1968 under the present Programme;

(e) *Studies in international law*

The Secretary-General should recommend that the General Assembly express its appreciation to UNESCO and UNITAR for continuing to conduct studies in international law;

(6) The Advisory Committee recommended that the Secretary-General should recommend to the General Assembly that, subject to further consideration by the Advisory Committee before the Assembly's twenty-fourth session, the Assembly should approve in principle the Secretary-General's recommendations regarding the conduct of the Programme after 1969;

(7) The Advisory Committee recommended that the Secretary-General should recommend to the General Assembly that the Assembly should reiterate its request for voluntary contributions from Member States and others; the Assembly should approve the application, in the first instance, of any voluntary contributions of Member States and others to meet the costs of the items of the Programme to be conducted by the United Nations in 1969; to the extent that these resources prove insufficient, the Secretary-General should use such credits for this purpose as are included in his budget estimates for the financial year 1969;

(8) The Advisory Committee considered that, while carrying out the Programme, it is desirable to use as far as possible the resources and facilities which could be made available by the international organizations concerned, Member States and others, in accordance with the administrative and financial procedures and rules of United Nations technical assistance programmes or other relevant rules and consistent with the purposes and direction of the Programme.

90. The Secretary-General has concurred in these recommendations of the Advisory Committee. In accordance with the recommendations contained in paragraphs (1), (5), (6), (7) and (8) above, the Secretary-General would like to take this opportunity to draw the attention of Members of the General Assembly to the proposals in question and to recommend that appropriate action be taken by the Assembly.

## V. Administrative and financial implications of United Nations participation in the Programme

91. The Secretary-General recommends in paragraph 81 of the present report that in 1969 fifteen additional institutions should be added to the list of institutions which receive copies of United Nations legal publications free of charge. This action would bring the total number of recipient institutions to fifty. He also suggests that the thirty-five institutions which have already received the publications in 1967 and 1968 should receive the additional new volumes published since a set of United Nations legal publications was supplied to them. In 1970 and subsequent years, arrangements might be made for all fifty institutions to continue receiving new volumes in the legal publications series as they are issued. The Secretary-General estimates the cost of implementing this recommendation at \$2,500, required for shipping the sets of legal publications. This amount could, if necessary, be absorbed within the level of the initial estimates already submitted by the Secretary-General under section 10 (General expenses) of the budget estimates for 1969.

92. In paragraph 87 of the present report, the Secretary-General proposes that the United Nations Fellowship Programme in International Law should be maintained largely on the same lines as in 1968. For this purpose an amount of \$50,000 would be required to provide for fifteen fellowships to be awarded at the request of the Governments of developing countries.

93. The General Assembly, in resolutions 2099 (XX) and 2204 (XXI), invited Member States and others to make voluntary contributions towards the financing of the Programme. During 1966 and 1967, voluntary cash contributions totalling \$11,883 were pledged and paid by the Governments of Cyprus, Gabon, Ghana, India, Jamaica, Nigeria and Yugoslavia and by an individual. In accordance with the General Assembly's instructions that voluntary contributions should be used for the Programme before recourse is had to the regular budget, this sum of \$11,883 was applied in 1967 towards meeting the United Nations share of the cost of the regional training and refresher course financed jointly with UNESCO.<sup>24</sup>

94. The General Assembly, in its resolution 2313 (XXII) of 14 December 1967, reiterated its invitation to Member States, interested bodies and individuals to make voluntary contributions towards the financing of the Programme. By 25 October 1968, one pledge in the amount of £100 had been made by the Government of Cyprus. Unless additional voluntary contributions are made in the near future, the Secretary-General would request provision under chapter VI, section 12 (Special expenses), of the regular budget in the amount of \$50,000 to carry out the Programme.

<sup>24</sup> See *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 90, document A/6816, paras. 70 and 71.

## ANNEX

### Aide-mémoire

SUMMARY INFORMATION PROVIDED BY THE GENERAL SECRETARIAT OF THE ORGANIZATION OF AMERICAN STATES WITH RESPECT TO SOME TOPICS BEFORE THE ORGANS OF THE UNITED NATIONS CONCERNED WITH QUESTIONS OF INTERNATIONAL LAW

#### 1. *Declaration on Territorial Asylum (General Assembly resolution 2312 (XXII))*

There are four inter-American conventions on asylum. These conventions are: Convention fixing the Rules to be observed for the Granting of Asylum, adopted by the Sixth International Conference of American States, Havana, on 20 February 1928, now in force among fourteen American States; Convention on Political Asylum, signed at the Seventh International Conference of American States, Montevideo, in December 1933, at present in force among fourteen countries; Convention on Territorial Asylum, signed at the Tenth Inter-American Conference, Caracas, in March 1954, in force among eight countries; and Convention on Diplomatic Asylum, signed at the same Conference, in force among eleven countries.

#### 2. *United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law (General Assembly resolution 2313 (XXII))*

In 1967, the General Secretariat of the Organization of American States (OAS) organized a joint meeting of Deans of Law Schools of Latin America and the Inter-American Juridical Committee. This meeting was held in September 1967 at Rio de Janeiro, and it approved some recommendations on co-operative relations between the Law Schools and the Juridical Committee, as well as on the legal aspects of the Declaration of the Presidents of America signed at Punta del Este in 1967. A report on this meeting was published in Spanish in January 1968.<sup>a</sup>

<sup>a</sup> *Informe sobre la Primera Reunión Conjunta de Decanos de Facultades de Derecho y Miembros del Comité Jurídico Interamericano, Rio de Janeiro, 13 al 16 de septiembre de 1967 — Derecho y Desarrollo* (Washington, D.C., Unión Panamericana, 1968).



3. *Question of diplomatic privileges and immunities*  
(General Assembly resolution 2328 (XXII))

On 15 May 1949, an Agreement on Privileges and Immunities of the Organization of American States<sup>b</sup> was signed. This Agreement has been ratified by eight member States of the Organization.

A Committee of the Council of the Organization of American States is preparing the draft of a new agreement or convention on the privileges and immunities of OAS.

The General Secretariat of OAS has prepared a publication on privileges and immunities, with special reference to OAS.<sup>c</sup> It will be issued in Spanish and English editions.

4. *State responsibility*

In 1961, the Inter-American Juridical Committee prepared a report entitled *Contribution of the American Continent to the principles of international law that govern the responsibility of States*.<sup>d</sup>

This report was considered by the Inter-American Council of Jurists at its meeting held at San Salvador in 1965. The Council of Jurists recommended to the Inter-American Juridical Committee that it expand its study by incorporating the contribution of all the American States.<sup>e</sup>

At its 1966th meeting, the Juridical Committee prepared a new report on this topic,<sup>f</sup> in accordance with the recommendation of the Inter-American Council of Jurists. This report and the previous one were sent to the International Law Commission of the United Nations.

<sup>b</sup> The text of this Agreement appears in *Law and Treaty Series, No. 31* (Washington, D.C., Pan American Union, 1949).

<sup>c</sup> See *Documents and Notes on Privileges and Immunities, with special reference to the Organization of American States* (Washington, D.C., Pan American Union, 1968).

<sup>d</sup> OAS Official Documents, OEA/Ser.I/VI.2 (CIJ-61).

<sup>e</sup> *Ibid.*, OEA/Ser.C/IV.5 (CIJ-77), p. 25.

<sup>f</sup> *Ibid.*, OEA/Ser.I/VI.2 (CIJ-78).

5. *International payments: (a) negotiable instruments, (b) banker's commercial credit, (c) guarantees and securities*

On 24 May 1968, the Inter-American Committee of the Alliance for Progress sent to the Council of OAS a draft uniform law on negotiable instruments in Latin America which had been prepared under the auspices of the Institute for Latin American Integration of the Inter-American Development Bank. The Committee requested the Council to forward this material to the Inter-American Juridical Committee and to ask the latter Committee to prepare the studies and draft conventions that it considers necessary to regulate this matter. The Council agreed with this request. The studies and drafts that the Juridical Committee will prepare will be sent to the Governments concerned for their observations.

6. *International commercial arbitration*

At its 1967th meeting, the Inter-American Juridical Committee prepared a report and a draft convention on international commercial arbitration.<sup>g</sup> These documents were sent to the Governments of the member States in November 1967, for their observations.

7. *Legal problems which may arise in the exploration and use of outer space (the elaboration of an agreement on liability for damage caused by launching of objects into outer space)*

The Special Legal Committee of the Inter-American Nuclear Energy Commission, an entity of OAS, has prepared two alternative texts of an inter-American convention on civil liability for peaceful uses of nuclear energy.<sup>h</sup>

<sup>g</sup> *Work accomplished by the Inter-American Juridical Committee during its 1967 regular meeting* (OAS Official Documents, OEA/Ser.I/VI.1 (CIJ-91)), pp. 31-58.

<sup>h</sup> See *Report of the Special Legal Committee on Civil Liability in the Field of Nuclear Energy* (Washington, D.C., Pan American Union, 1967).

## DOCUMENT A/C.5/1222

### Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7436

#### Note by the Secretary-General

[Original text: English]  
[17 December 1968]

1. At its 1098th meeting, on 17 December 1968, the Sixth Committee unanimously adopted a draft resolution on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law (see A/7436, para. 9).

2. Under the terms of operative paragraph 4, the General Assembly would authorize the Secretary-General to carry out in 1969 the activities specified in his report (A/7305), and in particular to provide:

(a) Fifteen fellowships at the request of Governments of developing countries;

(b) The advisory services of experts, if requested by developing countries, within the framework of existing technical assistance programmes or from such voluntary contributions as may be received for that purpose;

(c) A set of United Nations legal publications for up to fifteen institutions in developing countries and current United Nations legal publications for the institutions which have previously received a set of United Nations legal publications in 1967 and 1968 under the present Programme.

3. Under the terms of operative paragraph 5, the General Assembly would reiterate its request to Member States and interested bodies and individuals to make voluntary contributions towards the financing of the Programme and express its appreciation to those Member States which have made voluntary contributions for this purpose.

4. By resolution 2313 (XXII), of 14 December 1967, the General Assembly, while reiterating its invitation for voluntary contributions towards the financing of the Programme, approved in principle certain recommendations by the Secretary-General regarding the execution of the Programme after 1968, subject to further consideration by the Advisory Committee on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law, before the twenty-third session of the General Assembly. The Secretary-General was requested to report to the Assembly at that session on the implementation of the Programme during 1968 and, following consultations with the Advisory Committee on the Programme, to submit recommendations regarding activities in 1969. Pending the outcome of

its deliberations and the submission of the Secretary-General's report, provision was made *pro memoria* under section 12 (Special expenses), chapter VI, of the budget estimates for the financial year 1969.<sup>25</sup> The Advisory Committee on the Programme—as stated in paragraphs 88 to 90 of the Secretary-General's report—expressed its general approval of the recommendations of the Secretary-General. In paragraphs 91 to 94 of his report, the Secretary-General dealt with the financial implications of his recommendations, which have been included in the programme of work as set out under the terms of operative paragraph 4 of the draft resolution.

5. For the implementation of operative paragraph 4, sub-paragraph (a), of the draft resolution, an amount of \$50,000 would be required to provide for fifteen fellowships to be awarded at the request of Governments of developing countries. The costs relating to the implementation of the activities contemplated under sub-paragraph (b) would, under the terms of

<sup>25</sup> *Official Records of the General Assembly, Twenty-third Session, Supplement No. 5* and erratum.

that sub-paragraph, be met from within the framework of existing technical assistance programmes or from such voluntary contributions as may be received for that purpose. The costs of implementing sub-paragraph (c) are estimated at \$2,500. The Secretary-General will, however, endeavour to meet these costs from within the level of the credits to be made available under section 10 (General expenses) of the budget for the financial year 1969.

6. As of 17 December 1968, voluntary contributions in a total amount of \$1,437 had been pledged and paid for use in the Programme during the financial year 1968. No contributions have been pledged or paid in respect of the financial year 1969. Accordingly, should the General Assembly adopt the draft resolution submitted by the Sixth Committee it will be necessary to make provision for an amount of \$50,000 under section 12, chapter VI, of the budget for the financial year 1969. Any voluntary contributions which may be received towards the conduct of the Programme in 1969 will be applied as a first credit against the cost of the Programme.

## DOCUMENT A/7436

### Report of the Sixth Committee

[Original text: English and French]  
[17 December 1968]

#### I. INTRODUCTION

1. At its 1676th plenary meeting, on 27 September 1968, the General Assembly included the item entitled "United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law: report of the Secretary-General" in the agenda of its twenty-third session as agenda item 89 and allocated the item to the Sixth Committee.

2. The item had been included in the provisional agenda of the twenty-third session in pursuance of paragraph 8 of General Assembly resolution 2313 (XXII) of 14 December 1967. By that resolution, the General Assembly, *inter alia*, authorized the Secretary-General to carry out in 1968 the activities specified in his report on the implementation of the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law,<sup>26</sup> requested him to report to the General Assembly at its twenty-third session on the implementation of the Programme during 1968, and asked him to submit, following consultations with the Advisory Committee on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law, recommendations regarding the execution of the Programme in 1969.

3. The draft report of the Secretary-General, giving an account of the steps taken or planned by the United Nations, by the United Nations Educational, Scientific and Cultural Organization and by the United Nations Institute of Training and Research in furtherance of the objectives of the Programme, was considered by the Advisory Committee at its third session, held between

7 and 14 October 1968. The Advisory Committee adopted a number of recommendations, in which the Secretary-General concurred. The Secretary-General's report, having been revised to take account of the proceedings of the Advisory Committee, was issued on 15 November 1968 and submitted to the Sixth Committee as document A/7305. The Sixth Committee also had before it a note by the Secretary-General on the appointment of the members of the Advisory Committee (A/C.6/391) and an addendum to the register of experts and scholars in international law (A/7293), prepared by the Secretariat.

4. The Sixth Committee considered the item at its 1097th and 1098th meetings, held on 14 December and 17 December 1968 respectively.

#### II. PROPOSAL

5. At the 1097th meeting, on 14 December 1968, the representative of the Secretary-General introduced the report of the Secretary-General (A/7305) and drew the attention of the Sixth Committee to paragraphs 91 to 94 thereof, in which the financial implications of the Programme for 1969 were recorded. He also noted that the Government of Cyprus had paid a voluntary contribution in the amount of \$237 and that the Government of Jordan had paid a voluntary contribution in the amount of \$1,200.

6. At the same meeting, the representative of Ghana introduced a draft resolution, which was eventually sponsored by Afghanistan, Cyprus, Ecuador, Ghana, Hungary, India, Pakistan, Panama, the Philippines and the United Republic of Tanzania (A/C.6/L.739 and Add.1 and 2).

#### III. VOTING

7. At the 1098th meeting, on 17 December 1968, the Sixth Committee adopted unanimously the draft

<sup>26</sup> *Ibid.*, *Twenty-second Session, Annexes*, agenda item 90, document A/6816.



resolution contained in document A/C.6/L.739 and Add.1 and 2 (see para. 9 below). The representative of Israel explained his delegation's vote.

IV. APPOINTMENT OF THE MEMBERS OF THE ADVISORY COMMITTEE ON THE UNITED NATIONS PROGRAMME OF ASSISTANCE IN THE TEACHING, STUDY, DISSEMINATION AND WIDER APPRECIATION OF INTERNATIONAL LAW

8. At the 1098th meeting, on 17 December 1968, the Sixth Committee agreed without objection to the Chairman's suggestion regarding the Member States to be proposed to the General Assembly for its confirmation as the members of the Advisory Committee for the period 1 January 1969 to 31 December 1971 (see para. 10 below).

**Recommendations of the Sixth Committee**

9. The Sixth Committee recommends to the General Assembly the adoption of the following draft resolution:

“UNITED NATIONS PROGRAMME OF ASSISTANCE IN THE TEACHING, STUDY, DISSEMINATION AND WIDER APPRECIATION OF INTERNATIONAL LAW

“*The General Assembly,*

“*Recalling* its resolutions 2099 (XX) of 20 December 1965, 2204 (XXI) of 16 December 1966 and 2313 (XXII) of 14 December 1967 regarding the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law,

“*Noting with appreciation* the report of the Secretary-General on the implementation of the Programme (A/7305) and the recommendations made to the Secretary-General by the Advisory Committee on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law, which are contained in that report (*ibid.*, chapter IV),

“*Considering* that, in the conduct of the Programme, it is desirable to use as far as possible the resources and facilities made available by the international organizations concerned, by Member States and others,

“*Considering* that, in the organization and conduct of regional seminars and training courses, due regard should be paid to reflecting United Nations efforts towards the codification and progressive development of international law and, in so far as appropriate, the thinking of the principal legal systems of the world,

“1. *Expresses its appreciation* to the United Nations Educational, Cultural and Scientific Organization and the United Nations Institute for Training and Research for their increasing participation in the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law, particularly in the organization of regional seminars and training courses, in the preparation of studies in international law and in the conduct of fellowship programmes;

“2. *Notes with satisfaction* that the Secretary-General intends to continue his efforts to encourage and co-ordinate the activities of States and international organizations concerned in furtherance of the objectives of the Programme;

“3. *Expresses the hope* that the United Nations Educational, Cultural and Scientific Organization and the United Nations Institute for Training and Research will be able to hold jointly a regional training course in Asia in 1969;

“4. *Authorizes* the Secretary-General to carry out in 1969 the activities specified in his report, and in particular to provide:

“(a) Fifteen fellowships at the request of Governments of developing countries;

“(b) Advisory services of experts, if requested by developing countries, within the framework of existing technical assistance programmes or from such voluntary contributions as may be received for that purpose;

“(c) A set of United Nations legal publications for up to fifteen institutions in developing countries and current United Nations legal publications for the institutions which have previously received a set of United Nations legal publications in 1967 and 1968 under the present Programme;

“5. *Reiterates its request* to Member States and interested bodies and individuals to make voluntary contributions towards the financing of the Programme and expresses its appreciation to those Member States which have made voluntary contributions for this purpose;

“6. *Approves* in principle, subject to further consideration by the Advisory Committee on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law before the twenty-fourth session of the General Assembly, the Secretary-General's recommendations regarding the execution of the Programme after 1969;

“7. *Requests* the Secretary-General to report to the General Assembly at its twenty-fourth session on the implementation of the Programme during 1969 and, following consultations with the Advisory Committee, to submit recommendations regarding the execution of the Programme in 1970;

“8. *Decides* to include in the provisional agenda of its twenty-fourth session an item entitled ‘United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law.’”

10. The Sixth Committee also recommends that the General Assembly should confirm the appointment of the following Member States as the members of the Advisory Committee on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law for the period 1 January 1969 to 31 December 1971: Belgium, Ecuador, France, Ghana, Hungary, Iraq, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland, the United Republic of Tanzania and the United States of America.

**DOCUMENT A/7469****Administrative and financial implications of the draft resolution submitted by the Sixth Committee in document A/7436****Report of the Fifth Committee**

[Original text: English/Spanish]  
[20 December 1968]

1. At its 1291st meeting, on 18 December 1968, the Fifth Committee considered, in compliance with rule 154 of the rules of procedure of the General Assembly, the note by the Secretary-General (A/C.5/1222) on the administrative and financial implications of the draft resolution contained in the report of the Sixth Committee (A/7436, para. 9) and recommended to the General Assembly for its approval. The Chairman of the Advisory Committee on Administrative and Budgetary Questions presented the report of that Committee in an oral statement. The Advisory Committee recommended that, in the light of the expenditure likely to be incurred in 1969 on the Programme in question, an appropriation of \$40,000 would be required under section 12 (Special expenses), chapter VI (United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law), of the budget for the financial year 1969.

2. The Fifth Committee decided to inform the General Assembly accordingly.

**ACTION TAKEN BY THE GENERAL ASSEMBLY**

At its 1751st plenary meeting, on 20 December 1968, the General Assembly adopted unanimously the draft resolution submitted by the Sixth Committee (A/7436, para. 9). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2464 (XXIII).

At the same meeting, the Assembly confirmed the appointments to the Advisory Committee on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law recommended by the Sixth Committee (A/7436, para. 10).

**CHECK LIST OF DOCUMENTS**

NOTE. This check list includes the documents mentioned during the consideration of agenda item 89 which are not reproduced in the present fascicle.

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/7216	Report of the United Nations Commission on International Trade Law on the work of its first session (29 January-26 February 1968)	<i>Official Records of the General Assembly, Twenty-third Session, Supplement No. 16</i>
A/7263	United Nations Institute for Training and Research: report of the Executive Director	<i>Ibid.</i> , <i>Twenty-third Session</i> , agenda item 43 (issued separately)
A/7293	Addendum to the register of experts and scholars in international law	Mimeographed
A/C.6/391	Appointment of the members of the Advisory Committee on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law: note by the Secretary-General	Ditto
A/C.6/L.739 and Add.1 and 2	Afghanistan, Cyprus, Ecuador, Ghana, Hungary, India, Pakistan, Panama, Philippines and United Republic of Tanzania: draft resolution	Adopted without change. See A/7436, para. 9



**Agenda item 90:\* Need to impart to the teaching staff of primary and secondary schools a knowledge of the United Nations and its specialized agencies, with particular reference to the Universal Declaration of Human Rights**

**CONTENTS**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
A/7141	Italy: request for the inclusion of an item in the provisional agenda of the twenty-third session	1
	<b>Action taken by the General Assembly</b>	<b>3</b>
	<b>Check list of documents</b>	<b>3</b>

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Third Committee*, 1646th meeting; and *ibid.*, *Plenary Meetings*, 1748th meeting.

**DOCUMENT A/7141**

**Italy: request for the inclusion of an item in the provisional agenda of the twenty-third session**

[*Original text: French*]  
 [8 July 1968]

*Note verbale* DATED 5 JULY 1968 FROM THE PERMANENT MISSION OF ITALY TO THE UNITED NATIONS ADDRESSED TO THE SECRETARY-GENERAL

The Permanent Mission of Italy to the United Nations presents its compliments to the Secretary-General and has the honour to propose, pursuant to rule 13 of the rules of procedure of the General Assembly, that the following item be placed on the agenda of the twenty-third session of the General Assembly:

“Need to impart to the teaching staff of primary and secondary schools a knowledge of the United Nations and its specialized agencies, with particular reference to the Universal Declaration of Human Rights”.

In compliance with rule 20 of the rules of procedure, an explanatory memorandum and draft resolution are attached.

EXPLANATORY MEMORANDUM

1. The experience of over twenty years has demonstrated how inadequate is the world's knowledge of the recent phenomenon of the international organization—the most important embodiment of which is considered to be the United Nations and its specialized agencies—or, worse still, how poorly understood its essence, its principles and its active existence are.

2. This lack of knowledge and understanding, as United Nations circles well know, inevitably has an unfavourable effect on the political, economic and social life of nations, and on relations among the peoples of different countries.

3. Experience has also shown how resistant the older generations are to changes in ideas and customs, and to the elimination of false, deeply entrenched prejudices.

4. It is accordingly to the young generations that one must chiefly look in order to overcome the inertia of psychological forces which are, at times, formidable.

5. In speaking of the young, we mean in this instance the truly young, those who attend primary school and then continue their studies at secondary schools. It is precisely at this stage of education, coinciding as it does with the beginning of one's career—with that time of life when the mind, as yet fresh, is more easily moulded—that such training, reflecting the new ideas and realities, must be unremittingly pursued.

6. The young people entering the universities today are already precociously mature men and women. Hence apart from the fact that only a minority of young people have access to university studies, it would be too late to begin their training at that stage. Although they can indeed apprehend the concept, they could only with difficulty understand its innovatory spirit and assimilate the principle of it to the extent of applying it spontaneously in their daily public and private lives.

7. It is here that the problem arises. Who can acquaint young people with the phenomenon of the international organization, that living reality which permeates national and international life today, often without that fact being perceived by individuals? Who can inculcate in young people the principles of agreement, tolerance and understanding among nations with a view to achieving that minimum of general well-being, moral and material, which is the essential prerequisite for world peace and security? Who can teach them in such a way that their minds assimilate those “human rights” which have been proclaimed and endorsed by the United Nations as the very basis of all human society?

8. Who, then, is to do this if their teachers themselves know little or nothing of what it is all about?

9. This is a vicious circle which must be broken at all costs.

10. The young people themselves are eager to know; they want to be in a position to judge and act in full knowledge of the facts. They are dissatisfied with the society into which they were born and in which they are growing up. Their dissatisfaction and impatience are exploding throughout the world as never before. They are rallying in revolt under different flags, but there are few among them rallying under the banner of these innovatory principles. They are not even familiar with this banner, or else they know it only superficially and remain sceptical.

11. It would indeed be worth while, we believe, to offer them from childhood, from their first youth onwards, the means of knowing that banner, of understanding its true value and countless opportunities, of endeavouring to bend their wills in its service.

12. There are only two ways of doing this, one complementary to the other, which the General Assembly could commend to the attention of Member States:

(a) To establish as a compulsory subject in all university faculties and any other institutions intended for the training of teaching personnel for primary and secondary schools the study of the international organization, with reference primarily to the United Nations and its specialized agencies and to the principles proclaimed in the Universal Declaration of Human Rights;

(b) To introduce into the curricula of primary and secondary schools progressive instruction in the subject in question, inviting teachers to seize every opportunity provided by the teaching of certain subjects (such as history and geography, for example) to draw the attention of their pupils to the profound transformation which the international community is undergoing today as a result of the development of the international organization and the principles upon which it is founded.

13. Furthermore, since the question of instruction about the United Nations and the specialized agencies has frequently been discussed and has been the subject of resolutions of the United Nations, the specialized agencies (particularly the United Nations Educational, Scientific and Cultural Organization) and other international organizations, it is desirable that the General Assembly should request the Secretary-General to prepare a summary of the resolutions on this subject adopted by the United Nations, the specialized agencies and the International Atomic Energy Agency, and of the opinions, objections and suggestions of States expressed in the discussions relating to it.

#### DRAFT RESOLUTION

NEED TO IMPART TO THE TEACHING STAFF OF PRIMARY AND SECONDARY SCHOOLS A KNOWLEDGE OF THE UNITED NATIONS AND ITS RELATED AGENCIES, WITH PARTICULAR REFERENCE TO THE UNIVERSAL DECLARATION OF HUMAN RIGHTS

*The General Assembly,*

*Recalling* its resolutions 137 (II) of 17 November 1947 and 1511 (XV) of 12 December 1960 concerning

the teaching of the purposes and principles, the structure and activities of the United Nations and its related agencies in the schools of Member States,

*Considering* that such teaching is not yet sufficiently widespread throughout the world, especially in primary and secondary schools, in which it is sometimes non-existent,

*Conscious* of the need for a great intensification of efforts if the training of the young generations is to reflect the principles proclaimed by the Charter of the United Nations and the Universal Declaration of Human Rights,

*Convinced* that such training must, in order to achieve the desired results, begin at the first stage of education which coincides with that phase of life when the mind still fresh, is more easily moulded,

*Conscious* of the fact that young people will never receive a training which meets the requirements of a world in which interdependence is increasing ever more rapidly if their educators are themselves uninstructed in the subject of international organization,

*Convinced* that this is a vicious circle which must ultimately be broken,

1. *Urges* the Governments of the States Members of the United Nations and members of the specialized agencies and of the International Atomic Energy Agency, the competent authorities of the component States of federal States and the authorities responsible for private universities to take the necessary measures to introduce, in all university faculties and any other institutions intended for the training of teaching staff for primary and secondary schools, the study, on a compulsory basis for teaching purposes, of the phenomenon of the international organization, with particular reference to the United Nations and its related agencies and to the principles proclaimed in the Universal Declaration of Human Rights;

2. *Urges* the States Members of the United Nations and members of the specialized agencies and of the International Atomic Energy Agency and the competent authorities of the component States of federal States to introduce into the curricula of their primary and secondary schools progressive instruction in the subject in question, inviting teachers to seize every opportunity provided by the teaching of certain subjects (such as history and geography, for example) to draw the attention of their pupils to the profound transformation which the international community is today undergoing as a result of the development of the international organization and the principles upon which it is founded

3. *Requests* the United Nations Educational, Scientific and Cultural Organization to continue and encourage the study of appropriate ways and means of promoting the achievement of the aims envisaged in paragraphs 1 and 2 above;

4. *Requests* the Secretary-General to prepare: (a) a list of resolutions dealing with the subject of this resolution which have been adopted by the United Nations and its related agencies; (b) a summary of the opinions, objections and suggestions expressed in the discussions on this subject; (c) a list of reports, studies, etc., concerning this subject.

---

**ACTION TAKEN BY THE GENERAL ASSEMBLY**

At its 1748th plenary meeting, on 19 December 1968, the General Assembly disposed of agenda item 90 by the adoption of the draft resolution entitled "Teaching in schools of the purposes and principles of the Charter of the United Nations and the structure and activities of the United Nations and the specialized agencies, with particular reference to human rights", submitted by the Third Committee in its report relating to agenda item 62 (A/7433, para. 157, draft resolution V). The draft resolution was adopted by a vote of 105 to none, with 12 abstentions. For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2445 (XXIII).

---

**CHECK LIST OF DOCUMENTS**

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/7433	International Year for Human Rights: report of the Third Committee	See <i>Official Records of the General Assembly, Twenty-third Session, Annexes</i> , agenda item 62



**Agenda item 91:\* The problems of human environment**

**C O N T E N T S**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
A/7291	Note by the Secretary-General	1
A/C.5/1197	Administrative and financial implications of the draft resolution contained in document A/L.553: note by the Secretary-General	2
A/L.553 and Add.1-4	Afghanistan, Algeria, Argentina, Australia, Austria, Cameroon, Canada, Chile, Colombia, Congo (Brazzaville), Denmark, Ecuador, El Salvador, Ethiopia, Finland, Guatemala, Iceland, India, Indonesia, Iran, Ireland, Italy, Ivory Coast, Jamaica, Kenya, Kuwait, Libya, Madagascar, Malta, Mexico, Morocco, Nepal, Nigeria, Norway, Pakistan, Panama, Philippines, Romania, Rwanda, Senegal, Sierra Leone, Singapore, Somalia, Sudan, Sweden, Syria, Thailand, Turkey, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Uruguay, Venezuela, Yugoslavia and Zambia: draft resolution	3
<b>Action taken by the General Assembly</b>		<b>4</b>

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Fifth Committee, 1273rd meeting*; and *ibid., Plenary Meetings, 1732nd and 1733rd meetings*.

**DOCUMENT A/7291**

**Note by the Secretary-General**

[Original text: English]  
[6 November 1968]

1. At the twenty-second session of the General Assembly, when the question of convening a new conference on the peaceful uses of atomic energy was considered,<sup>1</sup> it was noted during the discussions (1629th plenary meeting) that the report of the Scientific Advisory Committee,<sup>2</sup> in addition to recommending the convening of an international conference on the peaceful uses of atomic energy, had pointed out that other United Nations conferences might usefully be held on such topics as the impact of new technologies on human relations and on society. During the debate, this was referred to as problems of the human environment.

2. The question of convening an international conference on the problems of the human environment was subsequently raised at the forty-fourth session of the Economic and Social Council in May 1968 and, as a result, it was decided to include an item on the subject in the agenda for the forty-fifth session of the Council entitled "Question of convening an international conference on the problems of the human environment".<sup>3</sup>

3. To assist in the consideration of this item by the Economic and Social Council, the Secretariat prepared a document<sup>4</sup> in which it was attempted to outline as far as possible the work of the various organizations

and programmes within the United Nations relevant to the problems of the human environment. Note was taken of the arrangements for the Intergovernmental Conference of Experts on the Scientific Basis for Rational Use and Conservation of the Resources of the Biosphere, which was organized by the United Nations Educational, Scientific and Cultural Organization with the participation of the United Nations, the Food and Agriculture Organization of the United Nations and the World Health Organization, and in association with the International Union for the Conservation of Nature and the International Biological Programme.

4. There was general agreement on the importance and urgency of the problem and accordingly the Economic and Social Council unanimously adopted resolution 1346 (XLV), the operative paragraphs of which read as follows:

"The Economic and Social Council,  
..."

"1. *Recommends* that the General Assembly, at its twenty-third session, consider ways and means to further the objectives set out above including, in particular, the desirability of convening a United Nations conference on problems of the human environment, taking into consideration, *inter alia*, the views expressed during the forty-fifth session of the Economic and Social Council and the results of the Intergovernmental Conference of Experts on the Scientific Basis for Rational Use and Conservation of the Resources of the Biosphere;

"2. *Considers* that, in order to assure the success of a conference, should its convening be decided by

<sup>1</sup> Agenda item 27 of the twenty-second session of the General Assembly.

<sup>2</sup> *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 27, document A/6886, annex.

<sup>3</sup> Agenda item 12 of the forty-fifth session of the Economic and Social Council.

<sup>4</sup> *Official Records of the Economic and Social Council, Forty-fifth Session, Annexes*, agenda item 12, document E/4553.

the General Assembly, detailed and careful preparations would be necessary and *recommends* that the General Assembly request the Secretary-General, after obtaining the views of Governments of Member States and those of the Advisory Committee on the Application of Science and Technology to Development, in co-operation with the appropriate organizations in the United Nations system, including the regional economic commissions and the United Nations Economic and Social Office in Beirut, to submit to the Council at its forty-seventh session a report concerning:

“(a) The scope and progress of work already being done on the main problems of the human environment by international and national organizations, at the intergovernmental, governmental and non-governmental levels, and the principal areas which require international co-operation;

“(b) The areas which might with particular advantage be considered at an international conference on problems of the human environment and a suggested programme of work for a conference;

“(c) Alternative methods for adequate preparations for a conference, and the length of time necessary for such preparations;

“(d) A possible time and place for a conference;

“(e) The possible range of financial implications for the United Nations of the holding of a conference;

“3. *Proposes* to the General Assembly that it include in the agenda of its twenty-third session an item entitled ‘The problems of human environment.’”

5. Subsequent to the forty-fifth session of the Economic and Social Council, the Intergovernmental Conference of Experts on the Scientific Basis for Rational Use and Conservation of the Resources of the Biosphere was held in Paris from 4 to 13 September 1968. The Conference noted the resolution of the Economic and Social Council mentioned above. A number of delegations indicated that “much remained to be done before an answer could be found to all the problems involved in the rational use and conservation of the

environment, but that at the same time a great deal of what was already known had not been properly applied”.<sup>5</sup> Many delegations welcomed the idea of an international conference “such as the one referred to in the Economic and Social Council resolution, it being understood that the outcome of such a conference could not fail to encourage joint action by all the organizations of the United Nations system”.<sup>6</sup> Some delegations pointed out that the decision to convene such a conference lies exclusively with the United Nations General Assembly.

6. At the conclusion of the debate, the Biosphere Conference adopted the following recommendation (No. 17):

“*The Conference,*

“*Being informed* that the Economic and Social Council of the United Nations at its forty-fifth session approved a resolution on the question of convening an International Conference on the problems of human environment, on which the United Nations General Assembly is going to decide,

“*Recommends* that in its deliberations, the United Nations General Assembly might:

“1. Take into consideration the recommendations of the Conference on the biosphere, and

“2. Consider the advisability of a Universal Declaration on the Protection and Betterment of the Human Environment.”

7. The recommendations adopted by the Biosphere Conference will be found in the annex.

#### ANNEX

#### Recommendations of the Intergovernmental Conference of Experts on the Scientific Basis for Rational Use and Conservation of the Resources of the Biosphere

[For the text of the recommendations see the mimeographed version of document A/7291.]

<sup>5</sup> The United Nations Educational, Scientific and Cultural Organization, final draft report of the Conference (document SC/BIOS/13 (prov.)), para. 120.

<sup>6</sup> *Ibid.*

### DOCUMENT A/C.5/1197

#### Administrative and financial implications of the draft resolution contained in document A/L.553<sup>7</sup>

#### Note by the Secretary-General

[Original text: English]  
[3 December 1968]

1. In accordance with rule 154 of the rules of procedure of the General Assembly, the Fifth Committee is required to inform the Assembly of the effect on the budget estimates in the event of the adoption of the draft resolution (A/L.553) currently before the General Assembly in plenary meeting.

2. Under operative paragraph 1 of the draft resolution, the General Assembly would decide to hold a United Nations Conference on Human Environment in 1972. In operative paragraph 2, the General Assembly would request the Secretary-General to submit

to the Assembly at its twenty-fourth session, through the Economic and Social Council at its forty-seventh session, a report concerning:

“(a) The nature, scope and progress of work at present being done in the field of the human environment;

“(b) The main problems facing developed and developing countries in this area, which might with particular advantage be considered at such a conference, including the possibilities for increased international co-operation, especially as they relate to economic and social development, in particular of the developing countries;

“(c) Possible methods of preparing for the Conference and the time necessary for such preparations;

<sup>7</sup> The report of the Fifth Committee on this subject was submitted orally by the Rapporteur of the Committee to the General Assembly in plenary meeting (see 1733rd meeting).

"(d) A possible time and place for the Conference ;

"(e) The range of financial implications for the United Nations of the holding of the Conference."

3. Operative paragraph 3 of the draft resolution would further request the Secretary-General, in preparing the report, "to consult Governments of States Members of the United Nations and members of the specialized agencies and of the International Atomic Energy Agency and appropriate organizations of the United Nations system, and to draw on contributions from appropriate intergovernmental and non-governmental organizations".

4. Should the General Assembly adopt this draft resolution, the Secretary-General would approach the specialized agencies concerned for staff assistance in the preparation of the report. In addition, however, it would be necessary to provide the Director for Science and Technology, who will have central responsibility for the co-ordination and supervision of the work, with the services of consultants. According to the estimates it will be necessary to provide for twelve man-months of consultants' services for the drafting and reviewing of sections of the report and the

services of a secretary for six months. Appropriate provisions will also have to be made in 1969 for the travel of staff and consultants in connexion with the consultations to be carried out with Governments, specialized agencies and other organizations, as requested in operative paragraph 3 of the draft resolution.

5. On the above basis, it is estimated that the implementation of the draft resolution will give rise to total additional expenditures in 1969 in the amount of approximately \$25,000 as follows:

	<i>U.S. dollars</i>
Travel and fees of consultants for 12 man-months	20,500
Travel and subsistence of staff	1,000
Services of a secretary for 6 months	3,500
TOTAL	<u>25,000</u>

6. The Secretary-General would endeavour to meet these expenses within the level of appropriations already recommended by the Advisory Committee for Administrative and Budgetary Questions under sections 3 (Salaries and wages) and 5 (Travel of staff) of the budget for 1969.

#### DOCUMENTS A/L.553 AND ADD.1-4\*

**Afghanistan, Algeria, Argentina, Australia, Austria, Cameroon, Canada, Chile, Colombia, Congo (Brazzaville), Denmark, Ecuador, El Salvador, Ethiopia, Finland, Guatemala, Iceland, India, Indonesia, Iran, Ireland, Italy, Ivory Coast, Jamaica, Kenya, Kuwait, Libya, Madagascar, Malta, Mexico, Morocco, Nepal, Nigeria, Norway, Pakistan, Panama, Philippines, Romania, Rwanda, Senegal, Sierra Leone, Singapore, Somalia, Sudan, Sweden, Syria, Thailand, Turkey, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Uruguay, Venezuela, Yugoslavia and Zambia: draft resolution**

[Original text: English]  
[22 November 1968]

*The General Assembly,*

*Noting* that the relationship between man and his environment is undergoing profound changes in the wake of modern scientific and technological developments,

*Aware* that these developments, while offering unprecedented opportunities to change and shape the environment of man to meet his needs and aspirations, also involve grave danger if not properly controlled,

*Noting*, in particular, the continuing and accelerating impairment of the quality of the human environment caused by such factors as air and water pollution, erosion and other forms of soil deterioration, waste, noise and the secondary effects of biocides, which are accentuated by rapidly increasing population and accelerating urbanization,

*Concerned* about the consequent effects on the condition of man, his physical, mental and social well-being, his dignity and his enjoyment of basic human rights, in developing as well as developed countries,

*Convinced* that increased attention to problems of human environment is essential for sound economic and social development,

*Expressing the strong hope* that the developing countries will, through appropriate international co-operation, derive particular benefit from the mobilization of knowledge and experience about the problems of human environment, enabling them, *inter alia*, to forestall the occurrence of many such problems,

*Having considered* Economic and Social Council resolution 1346 (XLV) of 30 July 1968 on the question of convening an international conference on the problems of human environment,

*Bearing in mind* the important work on some problems of the human environment at present being undertaken by organizations in the United Nations system, in particular the United Nations (including the Economic Commission for Europe), the International Labour Organisation, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization, the World Meteorological Organization, the Inter-Governmental Maritime Consultative Organization and the International Atomic Energy Agency, as referred to in the report of the Secretary-General on activities of United Nations organizations and programmes relevant to the human environment,<sup>8</sup>

*Aware* of the important work being done on problems of the human environment by Governments as well as by intergovernmental organizations such as

\* Additions to the list of sponsors to the draft resolution were as follows: document A/L.553/Add.1, dated 27 November 1968, added the Ivory Coast and Singapore; document A/L.553/Add.2, dated 29 November 1968, added India and Rwanda; A/L.553/Add.3, dated 2 December 1968, added the United Kingdom of Great Britain and Northern Ireland and document A/L.553/Add.4, dated 3 December 1968, added Cameroon, Chile and Ecuador.

<sup>8</sup> See foot-note 4.



the Organization of African Unity and non-governmental organizations such as the International Union for Conservation of Nature and Natural Resources, the International Council of Scientific Unions and the International Biological Programme,

*Bearing in mind* the recommendations of the Intergovernmental Conference of Experts on the Scientific Basis for Rational Use and Conservation of the Resources of the Biosphere (A/7291, annex), convened by the United Nations Educational, Scientific and Cultural Organization, with the participation of the United Nations, the Food and Agriculture Organization of the United Nations and the World Health Organization,

*Convinced* of the need for intensified action at the national, regional and international level in order to limit and, where possible, to eliminate the impairment of the human environment and in order to protect and improve the natural surroundings in the interest of man,

*Desiring* to encourage further work in this field and to give it a common outlook and direction,

*Believing* it desirable to provide a framework for comprehensive consideration within the United Nations of the problems of human environment in order to focus the attention of Governments and public opinion on the importance and urgency of this question and also to identify those aspects of it that can only or best be solved through international co-operation and agreement,

1. *Decides*, in furtherance of the objectives set out above, to convene in 1972 a United Nations Conference on Human Environment;

2. *Requests* the Secretary-General, in consultation with the Advisory Committee on the Application of Science and Technology to Development, to submit to the General Assembly at its twenty-fourth session, through the Economic and Social Council at its forty-seventh session, a report concerning:

(a) The nature, scope and progress of work at present being done in the field of human environment;

(b) The main problems facing developed and developing countries in this area, which might with particular advantage be considered at such a conference, including the possibilities for increased international co-operation especially as they relate to economic and social development, in particular of the developing countries;

(c) Possible methods of preparing for the Conference and the time necessary for such preparations;

(d) A possible time and place for the Conference;

(e) The range of financial implications for the United Nations of the holding of the Conference;

3. *Further requests* the Secretary-General, in preparing the report, to consult Governments of States Members of the United Nations and members of the specialized agencies and of the International Atomic Energy Agency and appropriate organizations of the United Nations system, and to draw on contributions from appropriate intergovernmental and non-governmental organizations.

#### ACTION TAKEN BY THE GENERAL ASSEMBLY

At its 1733rd plenary meeting, on 3 December 1968, the General Assembly adopted without objection the draft resolution presented by fifty-five countries (A/L.553 and Add.1-4). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2398 (XXIII).



**Agenda item 92:\* One day of war for peace**

**C O N T E N T S**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
A/7183 and Add.1	Cambodia, Gabon and Madagascar: request for the inclusion of a supplementary item in the agenda of the twenty-third session . . . . .	1
A/7393	Report of the Second Committee . . . . .	2
<b>Action taken by the General Assembly . . . . .</b>		<b>3</b>
<b>Check list of documents . . . . .</b>		<b>3</b>

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Second Committee*, 1236th, 1237th, 1239th and 1243rd meetings; and *ibid.*, *Plenary Meetings*, 1745th meeting.

**DOCUMENTS A/7183 AND ADD.1**

**Cambodia, Gabon and Madagascar: request for the inclusion of a supplementary item in the agenda of the twenty-third session**

**DOCUMENT A/7183**

[Original text: French]  
[24 August 1968]

LETTER DATED 22 AUGUST 1968 FROM THE REPRESENTATIVES OF CAMBODIA, GABON AND MADAGASCAR TO THE SECRETARY-GENERAL

On instructions from our Governments, we have the honour to request you to have the question entitled "One day of war for peace" included as a special item in the agenda of the twenty-third session of the General Assembly.

In accordance with rule 20 of the rules of procedure of the General Assembly, an explanatory memorandum will be sent to you in the very near future.

(Signed) HUOT SAMBATH (Cambodia)  
Marcel SANDOUNGOUT (Gabon)  
Blaise RABETAFIKA (Madagascar)

**DOCUMENT A/7183/Add.1**

[Original text: French]  
[24 September 1968]

LETTER DATED 24 SEPTEMBER 1968 FROM THE REPRESENTATIVES OF CAMBODIA, GABON AND MADAGASCAR TO THE SECRETARY-GENERAL

Further to our letter dated 22 August 1968 (A/7183), we have the honour to send you herewith an explanatory memorandum on the question entitled "One day of war for peace".

(Signed) HUOT SAMBATH (Cambodia)  
Marcel SANDOUNGOUT (Gabon)  
Blaise RABETAFIKA (Madagascar)

**EXPLANATORY MEMORANDUM**

1. At its eighth session the General Assembly unanimously adopted resolution 724 A (VIII) of

7 December 1953 concerning an undertaking by Member countries to devote a portion of the savings made possible by disarmament to the development and reconstruction of the under-developed countries.

2. In this connexion, mention should be made of General Assembly resolutions 1378 (XIV) of 20 November 1959, 1516 (XV) of 15 December 1960 and 1837 (XVII) of 18 December 1962. In the latter resolution entitled "Declaration on the conversion to peaceful needs of the resources released by disarmament", the General Assembly recognized that "diversion to peaceful uses of the resources now in military use can be accomplished in a manner which will benefit all countries and will lead to the improvement of economic and social conditions throughout the world". This declaration implied that all States should first reach agreement

on general and complete disarmament and at least begin to put it into effect.

3. The development of the situation in recent years indicates that the disarmament which the United Nations and all the peoples of the world desire is still, and will doubtless remain for a long time, an empty wish. We note sadly that arsenals of nuclear and conventional weapons continue to grow and are swallowing up vast resources. In 1966 (according to a rough estimate) these resources amounted to \$US150,000 million as against \$US120,000 million in 1962, or in other words they amounted to 10 per cent of the gross national product of the developed countries. This arms race constitutes a growing danger for the maintenance of world peace.

4. The Governments of Cambodia, Gabon and Madagascar, like other Governments which consider peace to be one of the highest and most urgent aspirations of the world, believe that it is desirable and possible, in the interests of relaxing tension and establishing a lasting world peace, to slow down the rate of increase of military expenditure with a view to general and complete disarmament.

5. The resources released by this process would without any doubt serve the interests of all countries and would lead to an improvement of economic and social conditions throughout the world. We share the sentiment that it would be desirable if a fair portion of these resources was devoted to international aid in all its forms on a parallel with the national utilization of such resources.

6. We draw the attention of all Member States to the urgent need to resolve the grave problems which

beset many hundreds of millions of men. These problems concern, in particular, on the one hand, the struggle against infectious and endemic diseases, hunger and illiteracy, and, on the other hand, economic advancement.

7. It is essential that the United Nations should be concerned over the fate of any human being who does not have a minimum standard of living or who is suffering from diseases which disappeared from the developed countries more than a century ago. We wish to pay tribute, of course, to international efforts on behalf of the most needy countries and peoples, but it must be admitted that the means have never been sufficient for their needs. It is generally admitted, moreover, that the gap between prosperous countries and poor countries is not one of the minor threats to stability and peace and that the efforts of the international community towards economic and social advancement are among the best guarantees for the maintenance of peace.

8. Consequently, we should like to propose that the twenty-third session of the General Assembly should launch an appeal to the effect that one day's allocation to military expenditure under the annual budget should be devoted to easing the suffering of mankind.

9. Such a contribution would make it possible to accomplish a considerable amount of work which would do honour to our Organization and which would emphasize the interdependence between peace and development. We leave it to the Assembly to determine, within the framework of international co-operation, the form in which this solidarity fund would be administered and distributed.

## DOCUMENT A/7393

### Report of the Second Committee

[Original text: English]  
[16 December 1968]

1. At its 1699th plenary meeting, on 17 October 1968, the General Assembly allocated to the Second Committee agenda item 92, entitled "One day of war for peace".

2. In considering the item, the Committee had before it two letters, dated 22 August and 24 September 1968, from the representatives of Cambodia, Gabon and Madagascar to the Secretary-General (A/7183 and Add.1).

3. At the 1236th meeting, on 29 November 1968, the representative of Cambodia, on behalf of the delegations of Cambodia, Cameroon, the Central African Republic, Chad, Congo (Brazzaville), Gabon, Ghana, Ivory Coast, Madagascar, Mauritania, Mauritius, Niger, Rwanda, Senegal and Togo, introduced a draft resolution (A/C.2/L.1029), which read as follows:

*"The General Assembly,*

*"Reiterating its determination to encourage social progress and establish better living conditions in all countries,*

*"Noting with concern the present social situation in certain less developed countries,*

*"Recalling its resolutions 724 A (VIII) of 7 December 1953 and 1837 (XVII) of 18 December*

1962 on the conversion to peaceful needs of the resources released by disarmament,

*"Noting that the constant growth of stockpiles of nuclear and conventional weapons is an ever more serious danger to international peace and security,*

*"Conscious of the imperative need to take specific steps to promote the relaxation of international tension, such as the reduction of military expenditure,*

*"1. Invites all Member States to devote one day to peace and to pay each year on that occasion one day's military expenditure to a special United Nations peace fund for combating epidemic and endemic diseases, hunger, poverty and illiteracy;*

*"2. Decides to entrust the Secretary-General, in consultation with the executive heads of the specialized agencies concerned, with the task of determining priorities and the corresponding distribution of the contributions received;*

*"3. Requests the Secretary-General to report to the General Assembly at its twenty-fourth session on the implementation of this resolution."*

4. The Committee considered the matter at its 1237th, 1239th and 1243rd meetings, held on 2, 3 and 9 December 1968.

5. At its 1243rd meeting, the Committee agreed, without objection, to postpone the consideration of the item until the twenty-fourth session of the Assembly.

## ONE DAY OF WAR FOR PEACE

*The General Assembly,*

*Having considered* the draft resolution submitted to the Second Committee under the item "One day of war for peace" (A/C.2/L.1029),

*Decides* to postpone the consideration of the item until the twenty-fourth session.

**Recommendation of the Second Committee**

6. The Second Committee therefore recommends to the General Assembly the adoption of the following draft resolution:

---

**ACTION TAKEN BY THE GENERAL ASSEMBLY**

At its 1745th plenary meeting, on 17 December 1969, the General Assembly adopted without objection the draft resolution submitted by the Second Committee (A/7393, para. 6). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2418 (XXIII).

---

**CHECK LIST OF DOCUMENTS**

NOTE. This check list includes the documents mentioned during the consideration of agenda item 92 which are not reproduced in the present fascicle.

*Document No.*  
A/C.2/L.1029

*Title or description*  
Cambodia, Cameroon, Central African Republic, Chad, Congo (Brazzaville), Gabon, Ghana, Ivory Coast, Madagascar, Mauritania, Mauritius, Niger, Rwanda, Senegal and Togo: draft resolution

*Observations and references*  
See A/7393, para. 3



**Agenda item 93:\* Restoration of the lawful rights of the People's Republic of China in the United Nations\*\***

**CONTENTS**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
A/7222	Albania, Algeria, Cambodia, Congo (Brazzaville), Cuba, Guinea, Mali, Mauritania, Romania, Syria and Southern Yemen: request for the inclusion of an additional item in the agenda of the twenty-third session . . . . .	1
A/7335	Letter dated 18 November 1968 from the representative of Belgium to the President of the General Assembly . . . . .	2
A/L.548 and Add.1	Australia, Bolivia, Brazil, Colombia, Gabon, Italy, Japan, Madagascar, New Zealand, Nicaragua, Philippines, Thailand, Togo and United States of America: draft resolution . . . . .	3
A/L.549 and Add.1	Albania, Algeria, Cambodia, Congo (Brazzaville), Cuba, Guinea, Mali, Mauritania, Pakistan, Romania, Southern Yemen, Sudan, Syria, United Republic of Tanzania, Yemen and Zambia: draft resolution . . . . .	3
A/L.550	Belgium, Chile, Iceland, Italy and Luxembourg: draft resolution . . . . .	4
<b>Action taken by the General Assembly . . . . .</b>		<b>4</b>

\*For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Plenary Meetings*, 1711th to 1722nd and 1724th meetings.

\*\* Since 1962, this question has been discussed by the General Assembly at the following sessions: seventeenth session (agenda item 92), eighteenth session (agenda item 80), twentieth session (agenda item 102), twenty-first session (agenda item 90), twenty-second session (agenda item 93).

**DOCUMENT A/7222**

**Albania, Algeria, Cambodia, Congo (Brazzaville), Cuba, Guinea, Mali, Mauritania, Romania, Syria and Southern Yemen: request for the inclusion of an additional item in the agenda of the twenty-third session**

[*Original text: French*]  
[16 September 1968]

LETTER DATED 16 SEPTEMBER 1968 FROM THE REPRESENTATIVES OF ALBANIA, ALGERIA, CAMBODIA, CONGO (BRAZZAVILLE), CUBA, GUINEA, MALI, MAURITANIA, ROMANIA, SYRIA AND SOUTHERN YEMEN TO THE SECRETARY-GENERAL

TOURÉ Hady  
*Guinea*

Mohamed Mahmoud OULD ALY  
*Mali*

Taki OULD SIDI  
*Mauritania*

Gheorghe DIACONESCU  
*Romania*

Abdallah EL-ATTRASH  
*Syria*

Ali Saleh MUSAIBLI  
*Southern Yemen*

On the instructions of our Governments, we have the honour to request you to include an item entitled "Restoration of the lawful rights of the People's Republic of China in the United Nations" in the agenda of the twenty-third regular session of the General Assembly, as being a question of an urgent character.

In accordance with rule 20 of the rules of procedure of the General Assembly, we enclose an explanatory memorandum.

(Signed) Sokrat PLAKA  
*Albania*

Hadj Benabdelkader AZZOUT  
*Algeria*

HUOT Sambath  
*Cambodia*

Jean MOMBOULI  
*Congo (Brazzaville)*

José Raúl VIERA LINARES  
*Cuba*

**EXPLANATORY MEMORANDUM**

1. The Governments of Albania, Algeria, Cambodia, Congo (Brazzaville), Cuba, Guinea, Mali, Mauritania, Romania, Syria and Southern Yemen consider that the question of the restoration of the lawful rights of the People's Republic of China in the United Nations is vital for the future of the Organization. They remain firmly convinced of the justice of the position which they have unceasingly defended and supported.

2. Ever since joining the United Nations, these Governments have unceasingly decried and protested against the hostile and discriminatory policy followed by several Governments with regard to the lawful Government of China. That Government, the sole genuine representative of the remarkable Chinese people, which is heir to an ancient civilization, today has irresistibly embarked on the path of progress. The refusal to restore to the People's Republic of China the seat which belongs to it by right is not only an extremely grave denial of justice but is also inconsistent with one of the essential principles of our Organization, namely, that of universality. Nothing could be further from the spirit which guided the creation of our Organization than this refusal, which is based on considerations which are entirely political.

3. With a population of more than 700 million, China, which is, moreover, a founding Member of the United Nations and a permanent member of the Security Council, has since 1949 been refused by petty artifices the right to occupy the seat to which a natural right entitles it. Entrusting the representation of the Chinese people to the Chiang Kai-shek clique is nothing less than an obstinate, deliberate and absurd refusal to recognize realities.

4. There is hardly any need to recall that in the field of international relations the Government of the People's Republic of China has always followed a policy aimed at settling by peaceful means all disputes which may exist or arise between independent States. The best possible example of this policy is furnished by its scrupulous observance of the Geneva Agreements of 1954 on Indo-China and those of 1962 on Laos, to which it is a signatory.

5. China has amply demonstrated that it earnestly desires peace and peaceful coexistence with all countries on a basis of equality and mutual respect and has always expressed support for those peoples struggling against colonialism in all its forms in order to exercise their right to self-determination and independence in conformity with the principles of the United Nations Charter.

6. By opposing the restoration to the People's Republic of China of its rights in the United Nations, on the fallacious pretext that that country rejects all international co-operation and would be an irreconcilable enemy of those countries which do not share its ideology, the United States of America is *ipso facto* violating the principles and purposes of the Charter. Our Governments are in a position to contradict such assertions. By maintaining friendly relations with China, as with most States of the international community, and by doing so despite the differences in their political, economic and social systems, our States

daily prove the baselessness of such an accusation. In this connexion, it should be noted that the People's Republic of China has always displayed full respect for the independence and dignity of other countries.

7. The "quarantine" policy which certain Powers have pursued for many years with regard to the People's Republic of China is unrealistic and dangerous, because it is recognized that no important international problem can be solved without the participation of that country. It has been amply demonstrated that it is impossible to exclude China, a great nuclear Power, from major decisions while at the same time requiring it to subscribe to the obligations imposed by agreements which it had no part in concluding. It is impossible simultaneously to recognize, on the one hand, the international role of the People's Republic of China and to dispute, on the other hand, its lawful place in the United Nations, whose main purpose is a common search for solutions to the problems which arise in the world. This is an untenable position.

8. The reality of the existence of the People's Republic of China cannot be changed to suit the myth of a so-called "Republic of China" fabricated out of a portion of Chinese territory. It is well known that the unlawful authorities installed in the island of Taiwan, who somewhat naively claim to represent China, remain there only because of the permanent presence of the armed forces of the United States of America.

9. It is in the fundamental interest of the United Nations promptly to put an end to this unacceptable *de facto* situation which some continue to impose for purposes which are becoming increasingly clear and in defiance of all principles. This attitude, through the unhappy precedent which it creates, cannot but give rise to uncertainty regarding the future of the national and territorial unity of many Member States.

10. Our Governments are convinced that the restoration to the People's Republic of China of its lawful rights in the United Nations and in all its subsidiary bodies, and the recognition of the representatives of the Government of the People's Republic of China as the sole legitimate representatives of China in the United Nations is absolutely and urgently necessary in order to strengthen the authority and prestige of the Organization. This implies the immediate expulsion of the representatives of Chiang Kai-shek's clique from the seat which they unjustly occupy in the United Nations and in all the bodies affiliated to it. Our Governments consider that unduly to delay this inevitable move would only help further to weaken the authority of the United Nations in the eyes of the international community at a time in its history when it is in such need of this authority in order to achieve its principal objectives.

## DOCUMENT A/7335

### Letter dated 18 November 1968 from the representative of Belgium to the President of the General Assembly

[Original text: French]  
[21 November 1968]

Draft resolution A/L.550 which Belgium, together with Chile, Iceland, Italy and Luxembourg, has the honour to submit to the Assembly for its consideration, provides for the establishment by the General Assembly of a committee to study the question of the representation of China in all its aspects.

My Government has requested me to inform you of the motives which prompted it to associate itself with this procedural proposal, and of its general views on the problem itself. As the Belgian Minister of Foreign Affairs said on 10 October 1968, in the course of the general debate [1689th meeting], we want the

voluntary or imposed isolation of mainland China to come to an end. But does mainland China wish to participate in the work of the United Nations and observe its rules and principles? Furthermore, how can we ensure that the Republic of China (Taiwan), which for many years has demonstrated that it fulfils all the normal conditions for recognition as a State, will be able, if it so desires, to continue to participate as a full Member in the work of the United Nations?

The proposed study should be undertaken so that Member States may arrive at a decision in full knowledge of the facts. This proposal does not in any way prejudge possible solutions to the problem: it is merely a procedural proposal designed to throw light on the problems and difficulties involved.

To avoid all ambiguity and to dispel any idea that the draft resolution we are co-sponsoring is intended to make it more difficult for the People's Republic of China to participate in our work, the Belgian Government wishes to make known its opinion on the substance of the problem. Should the reply of the People's Republic of China prove favourable, Belgium considers that that country should be recognized as entitled to

the rights conferred by the Charter on the representative of China. The Republic of China (Taiwan) would retain the rights held by all States in our Organization that are not permanent members of the Security Council.

Draft resolution A/L.549 and Add.1 does not seem to us to satisfy these considerations, since it simplifies the question by prohibiting the Republic of China (Taiwan) from participating in our work from the moment when the People's Republic of China takes its seat.

The Belgian Government hopes, by its procedural proposal and by its attitude on the substance of the matter, to help in solving a question which has divided us for many years and which handicaps the efforts our Organization must make for peace.

I should be grateful if this letter could be circulated to Member States as a document of the General Assembly.

(Signed) C. SCHUURMANS  
Permanent Representative of Belgium  
to the United Nations

#### DOCUMENTS A/L.548 AND ADD.1\*\*\*

**Australia, Bolivia, Brazil, Colombia, Gabon, Italy, Japan, Madagascar, New Zealand, Nicaragua, Philippines, Thailand, Togo and United States of America: draft resolution**

[Original text: English]  
[29 October 1968]

*The General Assembly,*

*Recalling* the recommendation contained in its resolution 396 (V) of 14 December 1950 that, whenever more than one authority claims to be the Government entitled to represent a Member State in the United Nations and this question becomes the subject of controversy in the United Nations, the question should be considered in the light of the purposes and principles of the Charter of the United Nations and the circumstances of each case,

*Recalling further* its decision in resolution 1668 (XVI) of 15 December 1961, in accordance with Article 18 of the Charter, that any proposal to change the representation of China is an important question, which, in General Assembly resolutions 2025 (XX) of 17 November 1965, 2159 (XXI) of 29 November 1966 and 2271 (XXII) of 28 November 1967, was affirmed as remaining valid,

*Affirms again* that this decision remains valid.

\*\*\* Document A/L.548/Add.1, dated 12 November 1968, added Italy to the list of sponsors of the draft resolution.

#### DOCUMENTS A/L.549 AND ADD.1\*\*\*\*

**Albania, Algeria, Cambodia, Congo (Brazzaville), Cuba, Guinea, Mali, Mauritania, Pakistan, Romania, Southern Yemen, Sudan, Syria, United Republic of Tanzania, Yemen and Zambia: draft resolution**

[Original text: French]  
[7 November 1968]

*The General Assembly,*

*Recalling* the principles of the Charter of the United Nations,

*Considering* that the restoration of the lawful rights of the People's Republic of China is essential both for the protection of the Charter of the United Nations and for the cause that the United Nations must serve under the Charter,

*Recognizing* that the representatives of the Government of the People's Republic of China are the only lawful representatives of China to the United Nations,

\*\*\*\* Document A/L.549/Add.1, dated 11 November 1968, added Yemen to the list of sponsors of the draft resolution.

*Decides* to restore all its rights to the People's Republic of China and to recognize the representatives of its Government as the only lawful representatives of China to the United Nations, and to expel forthwith the representatives of Chiang Kai-shek from the place which they unlawfully occupy at the United Nations and in all the organizations related to it.

#### DOCUMENT A/L.550

##### **Belgium, Chile, Iceland, Italy and Luxembourg: draft resolution**

[Original text: English, French and Spanish]  
[11 November 1968]

*The General Assembly,*

*Having considered* the question of the representation of China,

*Believing* that a solution of the question of Chinese representation, which accords with the principles of the Charter of the United Nations and the aim of universality, would further the purposes of the United Nations and strengthen its ability to maintain international peace and security,

*Believing* that the complexities of this question require the most searching consideration in order to pave the way to an appropriate solution, taking into account the existing situation and the political realities of the area,

1. *Decides* to establish a Committee of Member States, to be appointed by the General Assembly, with the mandate of exploring and studying the situation in all its aspects in order to make the appropriate recommendations to the General Assembly at its twenty-fourth session for an equitable and practical solution to the question of the representation of China in the United Nations, in keeping with the purposes and principles of the Charter of the United Nations;

2. *Appeals* to all Governments concerned to give assistance to the Committee in its search for such a solution.

---

#### **ACTION TAKEN BY THE GENERAL ASSEMBLY**

At its 1724th plenary meeting, on 19 November 1968, the General Assembly, by a vote of 73 to 47, with 5 abstentions, adopted the draft resolution submitted by fourteen countries (A/L.548 and Add.1). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18, resolution 2389 (XXIII)*.

At the same meeting, the General Assembly, by a vote of 58 to 44 with 23 abstentions, rejected the draft resolution submitted by sixteen countries (A/L.549 and Add.1).

At the same meeting, the General Assembly, by a vote of 67 to 30, with 27 abstentions, rejected the draft resolution submitted by five countries (A/L.550).





**Agenda item 95: \* The situation in the Middle East\*\***

**DOCUMENT A/7292**

**Letter dated 22 October 1968 from the representative of Bulgaria to the Secretary-General**

[Original text: French]  
[25 October 1968]

In reply to your letter EC/113/52(5), I have the honour to inform you that in view of the fact that, as a consequence of the acts of aggression by Israel against the Arab countries, and above all as a consequence of the prolonged illegal occupation of the territories of the Arab States, the situation of the Arab refugees in the Near East continues to deteriorate, the Government of the People's Republic of Bulgaria has decided to provide direct supplementary assistance to the refugees in the territory of the United Arab Republic, Syria and Jordan through the Bulgarian Red Cross.

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Plenary Meetings, 1752nd meeting*.

\*\* This question was discussed by the General Assembly at its fifth emergency special session (agenda item 5) and its twenty-second session (agenda item 94).

In addition to the aid provided last year, consisting of food, clothing and medicine valued at over \$4 million, the Bulgarian Government will provide, as soon as possible, supplementary assistance in the form of 3,000 tons of sugar, 2,000 tons of flour and other items to a total value of 500,000 levas.

The Bulgarian Government is convinced that the most effective way of helping the Arab refugees would be to compel Israel to carry out the decisions of the United Nations and enable the Arab refugees to return to their homes, to return their property and to compensate them for the loss and damage suffered.

I should be grateful if you would have this letter circulated as a document of the General Assembly.

(Signed) M. TARABANOV  
*Permanent Representative of Bulgaria  
to the United Nations*

**ACTION TAKEN BY THE GENERAL ASSEMBLY**

At its 1752nd plenary meeting, on 21 December 1968, the General Assembly decided to include the item entitled "The situation in the Middle East" in the provisional agenda of the twenty-fourth session.

**CHECK LIST OF DOCUMENTS**

NOTE. This check list includes documents mentioned during the consideration of agenda item 95 which are not reproduced in the present fascicle.

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/7262	Letter dated 10 October 1968 from the representative of Jordan to the Secretary-General	For the text of this document, see <i>Official Records of the Security Council, Twenty-third Year, Supplement for October, November and December 1968</i> , document S/8845
A/7266	Letter dated 11 October 1968 from the representative of Syria to the Secretary-General	<i>Idem</i> , document S/8847
A/7267	Letter dated 11 October 1968 from the representative of Israel to the Secretary-General	<i>Idem</i> , document S/8848
A/7274	Letter dated 15 October 1968 from the representative of Jordan to the Secretary-General	<i>Idem</i> , document S/8856
A/7275	Letter dated 15 October 1968 from the representative of Syria to the Secretary-General	<i>Idem</i> , document S/8857
A/7282	Letter dated 21 October 1968 from the representative of Israel to the Secretary-General	<i>Idem</i> , document S/8862
A/7283	Letter dated 21 October 1968 from the representative of Israel to the Secretary-General	<i>Idem</i> , document S/8863

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/7287	Letter dated 22 October 1968 from the representative of Kuwait to the Secretary-General	<i>Idem</i> , document S/8864
A/7297	Letter dated 28 October 1968 from the representative of Syria to the Secretary-General	<i>Idem</i> , document S/8873
A/7298	Letter dated 28 October 1968 from the representative of Lebanon to the Secretary-General	<i>Idem</i> , document S/8872
A/7299	Letter dated 29 October 1968 from the representative of Lebanon to the Secretary-General	<i>Idem</i> , document S/8874
A/7300	Letter dated 30 October 1968 from the representative of Israel to the Secretary-General	<i>Idem</i> , document S/8876
A/7307	Letter dated 5 November 1968 from the representative of Syria to the Secretary-General	<i>Idem</i> , document S/8887
A/7309	Letter dated 6 November 1968 from the representative of Jordan to the Secretary-General	<i>Idem</i> , document S/8890
A/7315	Letter dated 6 November 1968 from the representative of Syria to the Secretary-General	<i>Idem</i> , document S/8892
A/7316	Letter dated 7 November 1968 from the representative of Syria to the Secretary-General	<i>Idem</i> , document S/8893
A/7346	Letter dated 21 November 1968 from the representative of Syria to the Secretary-General	<i>Idem</i> , document S/8904
A/7362	<i>Note verbale</i> dated 28 November 1968 from the representative of Sudan to the Secretary-General	<i>Idem</i> , document S/8909
A/7382	Letter dated 9 December 1968 from the representative of Jordan to the Secretary-General	<i>Idem</i> , document S/8923
A/7390	Letter dated 12 December 1968 from the representative of Syria to the Secretary-General	<i>Idem</i> , document S/8928
A/7391	Letter dated 12 December 1968 from the representative of Jordan to the Secretary-General	<i>Idem</i> , document S/8929
A/7392	Letter dated 12 December 1968 from the representative of Jordan to the Secretary-General	<i>Idem</i> , document S/8930
A/7399	Letter dated 13 December 1968 from the representative of Jordan to the Secretary-General	<i>Idem</i> , document S/8932
A/7450	Letter dated 18 December 1968 from the representative of Jordan to the Secretary-General	<i>Idem</i> , document S/8935



**Agenda item 97:\* Celebration of the twenty-fifth anniversary of the United Nations**

**C O N T E N T S**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
A/7225 and Add.1	Austria, Bulgaria, Byelorussian Soviet Socialist Republic, Canada, Ghana, Guatemala, Guinea, Guyana, India, Iran, Italy, Lebanon, Peru, Philippines, Somalia, Sweden, Togo and Trinidad and Tobago: request for the inclusion of an additional item in the agenda of the twenty-third session	1
A/BUR/172	Note by the Secretary-General	2
<b>Action taken by the General Assembly</b>		<b>3</b>
<b>Check list of documents</b>		<b>3</b>

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, Plenary meetings*, 1710th, 1714th and 1749th meetings.

**DOCUMENTS A/7225 AND ADD.1\***

**Austria, Bulgaria, Byelorussian Soviet Socialist Republic, Canada, Ghana, Guatemala, Guinea, Guyana, India, Iran, Italy, Lebanon, Peru, Philippines, Somalia, Sweden, Togo and Trinidad and Tobago: request for the inclusion of an additional item in the agenda of the twenty-third session**

[30 October 1968]

[Original text: English, French and Spanish]

LETTER DATED 30 OCTOBER 1968, ADDRESSED TO THE  
SECRETARY-GENERAL

On the instructions of our Governments, we have the honour to request you to include an additional item entitled "Celebration of the twenty-fifth anniversary of the United Nations" in the agenda of the twenty-third regular session of the General Assembly.

In accordance with rule 20 of the rules of procedure, an explanatory memorandum is enclosed.

(Signed)

*Austria*  
Heinrich HAYMERLE

*Bulgaria*  
Milko TARABANOV

*Byelorussian Soviet Socialist Republic*  
G. G. TCHERNOUCHTCHENKO

*Canada*  
George IGNATIEFF

*Ghana*  
Richard Maximilian AKWEI

*Guatemala*  
Francisco LOPEZ URZUA

\* Document A/7255/Add.1, dated 31 October 1968, indicated the addition of Guinea and the Philippines to the list of signatories of the request for inclusion of the item in the agenda.

(Signed)

*Guinea*  
Hady TOURE

*Guyana*  
John CARTER

*India*  
Gopalaswami PARTHASARATHI

*Iran*  
Mehdi VAKIL

*Italy*  
Piero VINCI

*Lebanon*  
Edouard GHORRA

*Peru*  
Luis ALVARADO

*Philippines*  
Privado G. JIMENEZ

*Somalia*  
Abdulrahim Abby FARAH

*Sweden*  
Sverker C. ÅSTRÖM

*Togo*  
Alexandre J. OHIN

*Trinidad and Tobago*  
P. V. J. SOLOMON

## EXPLANATORY MEMORANDUM

1. At the end of the introduction to his annual report on the work of the Organization, the Secretary-General called attention to the need to renew our efforts to promote the cause of international understanding and rededicate ourselves to the principles of international order and morality set out in the Charter. He added:

“It seems to me that such an occasion for rededication will present itself to all Member States as we approach the twenty-fifth anniversary of the founding of the United Nations. I believe that Member States would wish to celebrate this occasion with due solemnity and I should like to suggest that, very early in the twenty-third session, the President of the General Assembly may, after due consultations, appoint a Committee of Member States with a re-

quest to them to submit their report for consideration by the Assembly before the close of the present session. I hope that the Assembly will be able to adopt recommendations which will make it possible to celebrate, in a most fitting manner, the twenty-fifth anniversary of the United Nations.”<sup>1</sup>

2. Welcoming this initiative of the Secretary-General our delegations would like to suggest that the President of the General Assembly should establish for this purpose a small Committee which could be a sub-committee of the General Committee to report to the Assembly by 15 December 1968 on the measures to be taken for the appropriate celebration of the twenty-fifth anniversary of the United Nations.

<sup>1</sup> *Official Records of the General Assembly, Twenty-third Session, Supplement No. 1A (A/7201/Add.1), para. 205.*

## DOCUMENT A/BUR/172

## Note by the Secretary-General

[Original text: English]  
[5 December 1968]

1. At its 1714th plenary meeting, on 12 November 1968, the General Assembly endorsed the President's proposal that the General Committee be entrusted with the task of considering measures to be taken for the appropriate celebration of the twenty-fifth anniversary of the United Nations in 1970. At the same meeting, the President requested delegations which are not members of the General Committee to submit in writing any suggestions they might have, not later than 29 November 1968. Suggestions were made by several delegations, one of which is a member of the General Committee. The Secretary-General also received proposals from other sources, including some of his colleagues in the Secretariat.

2. Taking all these suggestions into account, the Secretary-General would like to propose that the General Committee recommend to the General Assembly to decide that the twenty-fifth anniversary of the United Nations shall be commemorated in an appropriate manner at Headquarters and at other United Nations offices as well as at the national level in all Member States. The General Committee might also wish to recommend that the General Assembly should appoint a Preparatory Committee for the Twenty-fifth Anniversary of the United Nations, consisting of Member States designated by the President on the basis of equitable geographical distribution, to be entrusted with the task of preparing recommendations and plans for the anniversary, which would be submitted to the Assembly in the very early part of its twenty-fourth session.

3. Should the above proposal meet with the agreement of the General Committee and the General Assembly, the Secretary-General would spare no effort in assisting the intersessional Preparatory Committee to discharge the important task to be assigned to it. All proposals received would then be placed before the Preparatory Committee together with the Secretary-General's own recommendations.

4. There are, however, a number of ideas and observations which the Secretary-General would like to share with the General Committee. He believes that, as the Charter was signed on 26 June 1945, the week ending on 26 June 1970 might be the most appropriate time for the commemoration; it might be proclaimed as United Nations Week. The Preparatory Committee might be asked to draw up plans and present recommendations designed to dedicate that week, among other activities, to a solemn universal reaffirmation of the principles and purposes of the Charter. This should perhaps be done at two levels.

5. At United Nations Headquarters, consideration might be given to the desirability of organizing a special meeting to be attended by as many Heads of State and Government as possible. The Preparatory Committee might also be asked to explore the possibility of preparing for the General Assembly's approval a declaration of historical importance which would reflect the progress made by the United Nations in its various fields of activity, indicate the major remaining problems in each field and the prospects for their solution.

6. At the national level, each country might be requested to prepare plans for the celebration of United Nations Week with the over-all aim of bringing the Organization closer to the peoples in whose name the Charter was written so that they might better appreciate both its potentialities and its limitations. Here again the Preparatory Committee could be instrumental, in presenting concrete proposals for the consideration of Member States.

7. The Secretary-General further believes that the Preparatory Committee should be as compact as possible, with due regard to the requirements of geographical distribution. Finally, the General Assembly might wish to request all major United Nations organs and bodies, as well as the specialized agencies, to extend to the Preparatory Committee their full co-operation.

---

**ACTION TAKEN BY THE GENERAL ASSEMBLY**

At its 1749th plenary meeting, on 19 December 1968, the General Assembly decided to establish a Preparatory Committee for the Twenty-fifth Anniversary of the United Nations.

---

**CHECK LIST OF DOCUMENTS**

NOTE. This check list includes the documents mentioned during the consideration of agenda item 97 which are not reproduced in the present fascicle.

<i>Document No.</i>	<i>Title</i>	<i>Observations and references</i>
A/7250/Add.5	Sixth report of the General Committee	See <i>Official Records of the General Assembly, Twenty-third Session, Annexes</i> , agenda item 8



**Agenda item 98:\* Enlargement of the Committee on Contributions**

**C O N T E N T S**

<i>Document No.</i>	<i>Title</i>	<i>Page</i>
A/7226	Congo (Democratic Republic of the), Ethiopia, Ghana, Libya, Nigeria, Pakistan, Somalia, Southern Yemen, Spain, Sudan, Trinidad and Tobago, United Arab Republic and United Republic of Tanzania: request for the inclusion of an additional item in the agenda of the twenty-third session . . . . .	1
A/7349	Report of the Fifth Committee . . . . .	2
<b>Action taken by the General Assembly . . . . .</b>		<b>3</b>
<b>Check list of documents . . . . .</b>		<b>3</b>

\* For the discussion of this item, see *Official Records of the General Assembly, Twenty-third Session, General Committee, 177th meeting; ibid., Fifth Committee, 1262nd meeting; and ibid., Plenary Meetings, 1722nd and 1726th meetings.*

**DOCUMENT A/7226**

**Congo (Democratic Republic of the), Ethiopia, Ghana, Libya, Nigeria, Pakistan, Somalia, Southern Yemen, Spain, Sudan, Trinidad and Tobago, United Arab Republic and United Republic of Tanzania: request for the inclusion of an additional item in the agenda of the twenty-third session**

[Original text: English]  
[8 November 1968]

LETTER DATED 1 NOVEMBER 1968 ADDRESSED TO THE  
THE SECRETARY-GENERAL

Upon instructions of our Governments, we have the honour to request you to include an item entitled "Enlargement of the Committee on Contributions" in the agenda of the twenty-third session of the General Assembly, as being a question of an important and urgent character.

In accordance with rule 20 of the rules of procedure of the General Assembly, an explanatory memorandum is attached.

*The representatives of the following Member States:*

- |   |   |
|---|---|
| <i>(Signed)</i>   | <i>(Signed)</i>   |
| Théodore IDZUMBUIR<br><i>Democratic Republic<br/>of the Congo</i> | Abdurahim A. FARAH<br><i>Somalia</i>                          |
| Endalkatchew MAKONNEN<br><i>Ethiopia</i>                          | Ismail S. NOAMAN<br><i>Southern Yemen</i>                     |
| Richard M. AKWEI<br><i>Ghana</i>                                  | Jaime de PINIÉS<br><i>Spain</i>                               |
| Wahbi EL BOURI<br><i>Libya</i>                                    | FAKHREDDINE Mohamed<br><i>Sudan</i>                           |
| Edwin Ogebe OGBU<br><i>Nigeria</i>                                | P. V. J. SOLOMON<br><i>Trinidad and Tobago</i>                |
| Agha SHAHI<br><i>Pakistan</i>                                     | Mohamed A. EL KONY<br><i>United Arab Republic</i>             |
|   | Akili B. C. DANIELI<br><i>United Republic of<br/>Tanzania</i> |

EXPLANATORY MEMORANDUM

1. In February 1946, when the General Assembly, by its resolution 14 (I), established the Committee on Contributions, the United Nations comprised 51 Member States, or less than one-half of the present membership. At that time it was considered that a Committee comprising 10 members would provide adequate geographical representation.

2. Since that time the number of Member States had increased to 125. The question therefore arises, whether the size of the Committee, as initially established on the basis of the membership of the Organization in 1946, could still be considered large enough to provide adequate geographical representation. There is not a single representative of an African State in the Committee on Contributions as it is presently constituted.

3. Since the General Assembly has to determine the size and composition of its subsidiary advisory organs, this memorandum is submitted with a view to recommending to the General Assembly the extension of the membership of the Committee to include representatives of African Member States. The sponsors of the present proposal believe that the enlargement of the Committee on Contributions to include representatives from African Member States is an important and urgent matter. In the draft resolution appearing below, the sponsors propose to enlarge the Committee on Contributions by the inclusion of two additional members to be elected from among the African Member States.

4. In proposing the addition of two members to the present composition of the Committee, the sponsors believe that such an increase, while taking into account the principle of equitable geographical representation, would in no way detract from the advantages inherent in a limited composition of the Committee as an expert body of the General Assembly.

*Draft resolution*

*The General Assembly,*

Recalling its resolution 14 (I) of 13 February 1946 by which the membership of the Committee on Contributions was established at ten members,

Noting that the membership of the United Nations has increased substantially since the adoption of that resolution,

*Noting further* that the African Member States at present constitute a large percentage of the total membership of the United Nations and that the present membership of the Committee on Contributions does not include any nationals of African Member States,

1. *Decides* to increase the membership of the Committee on Contributions from ten to twelve members;

2. *Decides* to amend rule 159 of the rules of procedure of the General Assembly to read as follows:

*“Rule 159*

*“The General Assembly shall appoint an expert Committee on Contributions, consisting of twelve members.”*

## DOCUMENT A/7349

### Report of the Fifth Committee

[*Original text: Spanish*]  
[22 November 1968]

1. By a letter dated 1 November 1968 (A/7226), the representatives of the Democratic Republic of the Congo, Ethiopia, Ghana, Lybia, Nigeria, Pakistan, Somalia, Southern Yemen, Spain, the Sudan, Trinidad and Tobago, the United Arab Republic and the United Republic of Tanzania requested the inclusion of an additional item entitled “Enlargement of the Committee on Contributions” in the agenda of the twenty-third session of the General Assembly. A draft resolution was attached to the request.

2. At its 1722nd plenary meeting, on 18 November 1968, the General Assembly decided to include the item in its agenda and to allocate it to the Fifth Committee (see A/C.5/1191).

3. The Fifth Committee considered this item at its 1262nd meeting, on 20 November 1968.

4. In the course of the discussion on the item, its sponsors pointed out that rule 160 of the rules of procedure of the General Assembly, which sets out the composition of the Committee on Contributions, states that its members should be selected on a broad geographical basis. Since the initial establishment of the Committee, the membership of the Organization, and particularly the African membership, had more than doubled. The size of the Committee on Contributions had remained unchanged with no representative from a single African State. The African Member States were anxious to participate in and contribute to the work of the Committee.

5. It was not only on the basis of equitable geographical representation, however, that the sponsors were requesting the enlargement. As an expert body, it was important that the Committee on Contributions retain its technical character. The African States were aware of the high standards it called for and would do their utmost to present qualified candidates.

6. Some of the delegations, which fully endorsed the addition of two members representing the African Member States, pointed out that this enlargement of the Committee on Contributions to twelve members would make it equal in size to the Advisory Committee

on Administrative and Budgetary Questions. They were very strongly of the opinion that the size of the two bodies had now reached a maximum and should not be allowed to increase further if they were to function as competent expert bodies. Increased size might result in upsetting the delicate financial balance of the Organization and even paralyse the work of the two Committees.

7. During the discussion, certain changes suggested by the delegations of Brazil and India were included in the original proposal. Moreover, Chile, Iran, Syria, and Yugoslavia asked to be associated with the sponsorship of the proposal.

8. The Committee decided unanimously to recommend that the General Assembly should decide to enlarge the Committee on Contributions to include two experts, nationals of African Member States.

### *Recommendation of the Fifth Committee*

9. The Fifth Committee therefore recommends to the General Assembly the adoption of the following draft resolution:

ENLARGEMENT OF THE COMMITTEE ON CONTRIBUTIONS: AMENDMENT TO RULE 159 OF THE RULES OF PROCEDURE OF THE GENERAL ASSEMBLY

*The General Assembly,*

Recalling its resolution 14 (I) of 13 February 1946, by which the membership of the Committee on Contributions was established at ten members,

Noting that the membership of the United Nations has increased substantially since the adoption of that resolution and that the present membership of the Committee on Contributions does not include any nationals of African Member States,

*Noting further* that the principle of broad geographical representation should be taken into account in the composition of the Committee on Contributions,

1. *Decides* to increase the membership of the Committee on Contributions from ten to twelve members;

2. *Decides* to amend, with effect from 1 January 1969, rule 159 of the rules of procedure of the General Assembly to read as follows:

*"Rule 159*

*"The General Assembly shall appoint an expert Committee on Contributions, consisting of twelve members."*

---

**ACTION TAKEN BY THE GENERAL ASSEMBLY**

At its 1726th plenary meeting, on 25 November 1968, the General Assembly unanimously adopted the draft resolution submitted by the Fifth Committee (A/7349, para. 9). For the final text, see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 18*, resolution 2390 (XXIII).

---

**CHECK LIST OF DOCUMENTS**

NOTE. This check list includes the documents mentioned during the consideration of agenda item 98 which are not reproduced in the present fascicle.

<i>Document No.</i>	<i>Title or description</i>	<i>Observations and references</i>
A/7250/Add.3	Fourth report of the General Committee	<i>Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 8</i>
A/C.5/1191	Note by the Chairman of the Fifth Committee containing a letter from the Secretary-General and the attachments (A/7226) thereto	Mimeographed