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Chairman: Mr. Vahap AŞIROĞLU (Turkey).

AGENDA ITEM 74

Budget estimates for the financial year 1967 (con-
tinued) (A/6305, A/6307, A/6385, A/6457, A/C.5/
1054, A/C.5/1055 and Corr.1, A/C.5/1056 and
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General discussion (continued)

1. Mr. BOEY (Belgium) thought that while the financial crisis of the United Nations was a matter for concern, it had nevertheless had the salutary effect of making Member States realize the seriousness of the situation and undertake a general review of the financial aspect of the Organization's over-all activities. Everyone agreed that the United Nations must continue to develop its activities, particularly in the economic and social spheres. Everyone also agreed that waste of effort and means must be avoided and that in programming those activities account must be taken of the inevitable limitation of resources and consequently of the need to use them in the best and most rational manner.
2. The report of the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies (A/6343) and its recommendations were in every way remarkable, and his delegation hoped that the General Assembly would approve and implement them without delay. Some of those recommendations could be applied only gradually, but, in order not to waste time, as many as possible should be given effect forthwith, and a plan for gradual application should be drawn up for the rest. His delegation was pleased that the Secretary-General, who would have to execute the recommendations approved by the General Assembly, had promised to do his best, and it hoped that the Assembly would also request him to report on his endeavours to the twenty-second session. His delegation also felt that the Secretary-General could usefully present a first progress report to the Advisory Committee on Administrative and Budgetary Questions at its session in May-June 1967.
3. The Secretary-General's responsibility for applying the Ad Hoc Committee's recommendations in

no way diminished that of the heads of the specialized agencies and of Governments, especially as regards the proliferation of conferences and meetings and increase in the volume of documentation. In proposing or asking for specific action on the part of the United Nations, Member States should bear in mind the financial implications of such action and decide whether the anticipated results warranted that extra burden. They should also see to it that all United Nations organs and bodies on which they were represented respected the principles of economy and efficiency. At the same time, they would need some help. For that reason, the autonomous units should submit their programmes of work to their governing bodies before presenting them to the Advisory Committee, so that the States represented on those bodies could make such amendments as they thought necessary. That applied particularly to UNCTAD, which ought to examine its programme and budget in winter rather than in summer; it would also apply to UNOID, soon to be established. Moreover, such organs as the Economic and Social Council, the Trade and Development Board and the future Industrial Development Board could usefully take a more active part in preparing the budget of the United Nations.

4. Turning to the budget estimates for the financial year 1967, he noted with satisfaction that the presentation had been improved; in particular, annex I gave a clear idea of the relationship between the appropriations requested and the over-all activities of the United Nations. The Secretary-General had said that the budget estimates offered a pause and were conservative; nevertheless, they showed an increase of \$6.7 million over 1966, not counting the revised estimates, which amounted to more than \$900,000 and which stemmed from decisions taken by the Economic and Social Council. As still other requests for appropriations would no doubt be forthcoming, it was to be feared that the increase in expenditure would reach the customary level, suggesting that the United Nations was incapable of arresting that trend. Moreover, Member States were invited to make voluntary contributions in increasing amounts, but, no matter how rich they were, they could not meet those new requests if they were asked at the same time to make ever larger contributions to the regular budget. For all those reasons his delegation was in general agreement with the reductions proposed by the Advisory Committee.

5. Without waiting for the section-by-section examination of the budget estimates, his delegation wished to comment on what it considered to be an important point. It was stated in paragraphs 22 and 23 of document A/C.5/1056 and Corr.1 that the Secretary-General was asking for an additional appropriation

of \$24,000 to cover expenditure he had been unable to meet because of a shortage in voluntary contributions, and which was needed to carry out a resolution of the Economic and Social Council. His delegation wondered whether expenditures should be entered in the regular budget which, in the intention of those making the proposals, should have been covered by voluntary contributions.

6. The question of premises should be dealt with in the light of the two essential criteria—economy and efficiency—and the Secretary-General was perhaps somewhat hasty in rejecting the possibility of transferring certain services and in saying nothing about installing new services outside Headquarters. While his delegation had an open mind, it would like the Secretary-General's reasons to be explained to the Committee.

7. His delegation also wished to express its views on three questions, the importance of which had been repeatedly stressed, namely, the proliferation of conferences and meetings and the increasing volume of documentation, the creation of autonomous units within the Secretariat, and the personnel problem.

8. The Belgian delegation took the view that the problem of conferences and documentation offered an example of the trend towards waste and inefficiency in United Nations activities. It did not question the usefulness of international conferences as such, but rather the usefulness of so heavy a programme of conferences that Member States were unable to cope with them and derive any benefit from them. The Ad Hoc Committee's recommendations in that regard agreed with those of the Advisory Committee. The latter had taken over a proposal made by the Special Committee on Co-ordination of the Economic and Social Council that the General Assembly should establish a committee to deal with the programme of meetings. His delegation fully supported that proposal, and also the recommendation regarding the excessive volume of documentation.

9. In connexion with the establishment of autonomous organizational units within the Secretariat, the Secretary-General had remarked on the dangers and emphasized the negative aspects of such a trend. His delegation nevertheless wondered whether it would not be useful for the United Nations to carry out a study on ways of avoiding that phenomenon by relying solely on the normal resources of the Secretariat and on ways of organizing the work of the autonomous units with a view to minimizing their disadvantages. Such a study could be carried out by the Advisory Committee or by an ad hoc committee.

10. With regard to the problem of personnel, which was basically one of increases in staff, he was concerned that the Secretary-General seemed to regard such increases as unavoidable in the light of experience of recent years. Whereas during those years there had been a particularly marked increase in the membership of the United Nations, that increase must inevitably slow down or even stop fairly soon; he therefore could not accept unreservedly estimates of staff needs based entirely on an extrapolation of the recent trends. His delegation was all the more concerned as the existing staff did not seem to be

fully utilized. The difficulty of recruiting qualified personnel resulted in posts being vacant for prolonged periods. Whereas new posts were created as new sectors of activity were opened up, it was a rare occurrence for the slowing down of work in other sectors to result in significant reductions in staff. Recalling that the Advisory Committee had asked the Secretary-General to see whether some needs could not be satisfied by reorganizing and regrouping staff resources, he asked whether a thorough study of the problem of staff should not be undertaken. Such a study, which could be carried out by the Secretary-General and submitted first to the Advisory Committee and then to the Assembly, would offer a basis, due account being taken of present staff, the activities of the United Nations and the recruitment problems, for a projection of future staff needs. That proposal was not intended to curtail the Secretary-General's staff resources. On the contrary, it was intended to enable him to define a real staff policy and, as all the other comments of the Belgium delegation, it was inspired by a desire to help the United Nations to achieve its purposes.

11. Mr. KOUYATE (Guinea) said that the crisis which might have destroyed the United Nations, had common sense not prevailed, had only seemingly disappeared. The financial crisis had been separated from budgetary policy following the Secretary-General's appeal urging Member States, at the twentieth session, to work towards a tighter budget policy. As a result, there had been a reduction in expenditure and an ad hoc committee had been established to make a complete study of the finances of the United Nations. The results of that Committee's work suggested that the time had come for a joint decision by Member States to put an end to the crisis which plagued the Organization.

12. His delegation associated itself with those delegations which considered that United Nations expenditures should be reduced through the suspension or reduction of expenses relating to certain activities which so far had not yielded any positive result, at a time when the chief problem to which the United Nations should devote its attention was the struggle against under-development, as the main cause of hunger, disease and ignorance. The Conference of the Eighteen-Nation Committee on Disarmament had cost over \$2,048,108 in the past three years, and it must be admitted that the results achieved in no way justified such expenditure, especially when Powers which should have their say in any disarmament agreement were either absent or left out. Similarly, in the past three years, the expenses of the International Court of Justice amounting to over \$3.5 million had produced a scandalous result whose consequences might be even more costly to the international community. A complete reorganization of the Court was imperative. The Court, while remaining aloof from political issues, should be a faithful reflection of the international community as it was today and not as it had been in the time of colonial and imperialist ventures.

13. With regard to the United Nations staff, his delegation welcomed the Secretary-General's constant

efforts to achieve an equitable geographical distribution of posts, but noted an imbalance which was particularly unfavourable to the new Member States of the third world, including Africa, and which was due to the fact that certain criteria for recruitment to the higher posts prevented those States from having a greater number of their nationals on the Secretariat staff. The fact that the majority of trained Africans had received only primary and secondary education was to be blamed on the colonial Powers. Nevertheless, experience had shown that trained Africans did efficient work in both national and international organizations. His delegation therefore hoped that the Secretary-General would continue to strive for equitable geographical distribution, taking into account the recommendations of the various Governments.

14. The increase in the appropriations under section 18 (Office of the United Nations High Commissioner for Refugees) of the budget estimates was another matter of concern to his delegation. While the Advisory Committee recommended an appropriation of \$3,225,000, the High Commissioner estimated that the sum required for the execution of his regular programme would exceed \$4 million for the year 1967. While it was far from opposing United Nations support for genuine refugees, his delegation nevertheless strongly objected to any appropriations in favour of so-called refugees, fugitives in fact, who had left their country by illegal means and were directing from abroad subversive activities against their own country. Unlike Governments which encouraged such manoeuvres, the United Nations should consider the establishment of a control organ. Refugee status ought to be granted only to those who fled from colonialism, neo-colonialism, racism and other forms of oppression and repression.

15. His delegation, on assuming the chairmanship of the Special Committee on the Policies of Apartheid of the Government of the Republic of South Africa, had proposed the opening of two information centres, one in Lesotho and the other in Botswana, to disseminate information about the policies of apartheid of the Government of South Africa. As well as being information centres, they would serve to guarantee the territorial integrity of the two countries against South African ambitions and to publicize the advantages of non-racial democratic societies. His delegation therefore urged an appropriation for the establishment of those two centres.

16. His delegation considered that the volume of documentation should be reduced quantitatively without, however, affecting its quality. Concerned also at the increased appropriations in sections 3, 4, 5 and 6 for staff costs and related expenditure, his delegation would support all measures designed to fix a ceiling for expenditure and to rationalize the work within the available resources and without creating an excessive number of new posts.

17. He reaffirmed his delegation's support for the Secretary-General's recommendations to enlarge the Organization's premises and to strengthen the resources of the Centre for Industrial Development and of the United Nations Conference on Trade and Development.

18. Mr. CHURCH (United States of America) said that the growth of United Nations activities had not always followed an orderly pattern and that the time had come to review the Organization's administrative and budgetary procedures to enable it to discharge its responsibilities more effectively.

19. One of the most important actions taken by the General Assembly at its twentieth session had been the establishment of the Ad Hoc Committee of Experts for the purpose of examining the finances of the United Nations and the budgetary problems of the United Nations family. The Ad Hoc Committee had achieved outstanding and constructive results. Its first report (A/6289 and Add.1 and 2) had revealed, inter alia, the true size of the United Nations budget deficit and it was to be hoped that the countries which had not contributed to certain peace-keeping operations would make voluntary contributions to restore the Organization's solvency in accordance with the consensus reached at the 1331st plenary meeting of the General Assembly, on 1 September 1965.

20. The Ad Hoc Committee's second report (A/6343) dealt more particularly with the means of planning and co-ordinating the activities of the United Nations and the specialized agencies so as to secure the most effective use of the limited resources which the Member States made available to them. Among the many important recommendations contained in the report, the most significant, in his delegation's view, related to a system of long-term planning, programme development and budget preparation for the United Nations family. Because of the growing demands on the limited resources of the United Nations it was essential to establish a rational system of priorities to ensure that the most pressing needs were met. The Ad Hoc Committee had also recommended that the United Nations family of organizations should improve their programme evaluation techniques so that past experience could be taken into account in the planning of new projects. Another recommendation called for the establishment of a small inspection unit to examine the operations of United Nations bodies and to propose reforms. Those were important recommendations.

21. His delegation also supported the recommendations of the Ad Hoc Committee designed to improve the capacity of the General Assembly, the Economic and Social Council, the Advisory Committee and the Administrative Committee on Co-ordination to carry out their responsibilities for co-ordinating the activities of the United Nations family.

22. With reference to chapter IX of the Ad Hoc Committee's second report dealing, inter alia, with the troublesome problem of conferences and meetings, the Governments of all Member States bore a share of the responsibility for the present chaos in the conference programme, which was expected to be much heavier than it had ever been. Of course, the United Nations organs and their subsidiary bodies had to meet regularly, but was it really necessary that they should meet so frequently, for such long periods, in so many different places, and with such voluminous documentation? Stricter controls should be imposed and the idea of establishing a committee to consider the question deserved careful study. At

the same time, the Secretary-General should be encouraged to exercise control, since he alone was in a position to advise on the size, scheduling and nature of programmes which might be within the capacity of the staffing and other resources available.

23. The United States Government hoped that the constructive recommendations of the Ad Hoc Committee would be implemented as soon as possible by all the organizations in the United Nations family and that the Fifth Committee would draw up a proposal on those lines and approve promptly the Ad Hoc Committee's report. The Secretary-General should be urged to take appropriate steps to encourage their implementation and to submit a comprehensive progress report to the General Assembly at its twenty-second session.

24. The Advisory Committee had stated (A/6307, para. 34) that neither the Council nor the General Assembly had ever found a procedure for applying a system of priorities. But if the United Nations was to make the wisest use of the limited funds available, it must establish an effective system of priorities, together with greater control of the budget and a better co-ordination of programmes. There again, implementation of the Ad Hoc Committee's recommendations would be very valuable.

25. There should be no fear that greater budgetary control and co-ordination would decrease the emphasis on economic and social programmes. On the contrary, the countries which contributed the major portion of the funds for those programmes would continue to do so, if they could be assured that a genuine attempt was being made to avoid duplication and swollen administrative costs. The United States Congress, for one, would find it difficult to understand if the United Nations did not act to improve its cost-effectiveness and its organizational efficiency.

26. Taking into consideration the reductions recommended by the Advisory Committee, the expenditure budgeted for 1967 was \$5.3 million higher than for 1966, and requests for additional credits were expected. Since the 1966 budget had included \$3.3 million for non-recurring expenditure, the real increase was of \$8.6 million, or a rise of 7 per cent over the preceding financial year.

27. The United States recognized that the United Nations budget was bound to expand if the needs of the world community were to be met, but any further expansion of the activities of the international organizations must be governed by the test of feasibility and reasonableness.

28. The United States delegation expected that all Member States would be willing to support measures designed to achieve maximum efficiency in operations and to prevent duplication in United Nations activities. He hoped that the United Nations would recognize the need for better programme and financial management and would take action to correct present weaknesses.

29. His delegation approved, on the whole, of the reductions recommended by the Advisory Committee. It wondered, however, whether even those were

sufficient and whether further economies could not be made without any adverse effect on the approved programmes.

30. A close and judicious examination of the items before the Committee would place the United Nations and its family of organizations in a stronger position to fulfil their primary role in preserving justice and world peace.

31. Mr. SANU (Nigeria) said that the United Nations budget must not be considered from the strictly book-keeping point of view, but in a much broader perspective. The growth of the budget was then seen as the manifestation of the desire of Member States to see the United Nations play a greater role in the economic and social progress of the developing countries. In the view of the Nigerian delegation, the United Nations and its specialized agencies must participate in the gigantic task of reconstruction now going on in those countries.

32. The initial gross budget for 1967, which amounted to some \$128.2 million, did not include additional requirements arising from recent decisions of the Economic and Social Council, the plans to enlarge the conference rooms and facilities at Geneva, the convening in 1967 of a conference on peaceful uses of outer space or the decisions likely to be taken by the General Assembly at the current session. However, the Nigerian delegation considered that the General Assembly should not be too concerned at the size of the budget and possible additional expenditure. The central problem was to ensure that a greater proportion of the annual budget was spent on programmes rather than administrative overhead.

33. His delegation approved of the budget estimates for 1967, with the reductions recommended by the Advisory Committee. It was happy to note that the Secretary-General did not intend to contest those reductions.

34. Concerning the formation of autonomous organizational units within the Secretariat, a question to which the Secretary-General had drawn attention in paragraph 20 of his foreword to the 1967 budget estimates (A/6305), in his delegation's view the question whether that development was right or wrong was not within the exclusive competence of the Fifth Committee. Those autonomous units had been created as a result of resolutions supported by the overwhelming majority of Member States. The Committee's principal task was to see that there was proper co-ordination among those units, with the role of the central authority being clearly defined. He shared the Secretary-General's apprehension that such units might compete for financial support and personnel. That should, of course, be avoided. In that connexion, it was pertinent to point out the difficulties now being experienced in recruiting personnel with the right technical qualifications for the Department of Economic and Social Affairs and for UNCTAD. With the creation of UNOID, the situation could be expected to grow worse. The Advisory Committee should examine carefully the requirements of the UNOID secretariat so that the mistakes made when the UNCTAD secretariat had been established would be avoided. In order to discourage

excessive movement of staff between the various autonomous units and to avoid the creation of artificial vacancies, present practices must be taken into account in the grading of posts for UNOID. The Nigerian delegation hoped that the Advisory Committee would do all it could to co-ordinate the activities of those autonomous units and allay the anxieties expressed in the Fifth Committee.

35. The adoption and effective implementation of the recommendations of the Ad Hoc Committee of Experts, which related to most of the budgetary and financial problems facing the United Nations and the specialized agencies, would make it possible to avoid useless expenditure and ensure a better utilization of the available resources and a more effective co-ordination of the activities of the United Nations family of organizations. The extent to which those objectives were realized, however, would depend largely on the efforts made by each Member State to put its own house in order. As the Ad Hoc Committee had stated: "effective co-ordination will eventually be achieved through co-ordination within Governments themselves of their own efforts and of the positions of their own representatives to the several organizations" (A/6343, para. 91). In other words, Member States must give their delegations attending meetings of the specialized agencies precise instructions concerning the recommendations of the Ad Hoc Committee. In that connexion, it was not inapposite to point out the futility of Member States making statements indicating their concern over the increase in the number of conferences and meetings, for the convening of which they themselves were in most cases responsible. There was little to add to the remarks of the Advisory Committee and the Secretary-General concerning the difficulty experienced by countries, particularly the developing ones, in providing adequate representation for the increasing number of conferences. He hoped that the Fifth Committee would endorse the recommendations concerning the programme of conferences and meetings which the Ad Hoc Committee had made (*ibid.*, para. 104). He also hoped that the Secretary-General's suggestion for the formation of a General Assembly committee to consider the the annual programme of meetings would be adopted. He was happy to note that in paragraphs 48 and 49 of its report (A/6307) the Advisory Committee endorsed that proposal and he sincerely hoped that the Fifth Committee would draw up specific recommendations on the question in the form of a draft resolution.

36. As his delegation believed that the General Assembly must at its current session attempt to rationalize the administrative and budgetary procedures within the United Nations family, it felt obliged to raise certain matters, which, in its opinion, had not been fully discussed by the Ad Hoc Committee. Those matters were the rates of assessment in the United Nations and the specialized agencies, the personnel question and the United Nations bond issue.

37. With regard to the first point, the time was ripe for recommending to the specialized agencies that they bring their scale of assessments into

harmony with the United Nations scale. The present situation was entirely unsatisfactory. In view of the increasing number of small countries becoming members of those agencies, the question of the rate assessed upon the lowest contributor should be examined in the light of the financial implications of membership for such States.

38. The second matter which remained of some concern to his delegation was the disregard for the principle of equitable geographical distribution of staff, particularly in the specialized agencies. It seemed that if those agencies were to continue to play a meaningful role in the field of economic and social development, a sizable proportion of their staff should come from the developing countries. With regard to the Secretariat of the United Nations, efforts had been made to correct the geographical imbalance of recent years, but such efforts had unfortunately not been successful. The truth was that the present system was not conducive to the application of the principle of equitable geographical distribution. The problem could not be solved unless the system of giving permanent contracts to staff at the director and top-ranking levels was replaced by a system of fixed-term contracts of not more than seven years' duration.

39. His delegation had always supported the principle of collective responsibility for financing the activities of the Organization. It felt, however, that account must be taken in that regard of the capacity of the Member States to pay. It was thus not satisfied with the manner in which the amortization and interest of the United Nations bond issue was being paid. It believed that, since the contribution of \$1 million which it had made had been spent principally for expenses connected with peace-keeping operations, the repayment should be made in accordance with principles set out in General Assembly resolution 1874 (S-IV), of 27 June 1963. This delegation hoped to have an opportunity to expand its views on that matter at a later date.

40. It was to be hoped that the recommendations suggested for improving the financial and administrative procedures of the Organization would induce Member States to contribute voluntarily to the liquidation of its indebtedness.

41. Mr. YAMAZAKI (Japan) said his delegation believed that at its twenty-first session, the General Assembly should translate into concrete action the decisions which had already been taken to eliminate the budgetary deficits of the Organization. His country had actively participated in the work of the Ad Hoc Committee of Experts to Study the Finances of the United Nations and the Specialized Agencies. That Committee had endeavoured to determine the amount of additional voluntary contributions which would be required to help the Organization out of its financial difficulties and had estimated that amount to be either \$31.9 million or \$53.3 million, according to the decision which might eventually be taken with respect to the surplus accounts. Japan had decided to make a voluntary contribution of \$2.5 million as its share of the effort to solve the financial difficulties of the United Nations. It should be recalled

in that connexion that that part of the consensus^{1/} reached by the General Assembly at its 1331st plenary meeting, on 1 September 1965, which related to the solution of the financial difficulties of the Organization through voluntary contributions had not as yet been fulfilled, except by a limited number of States.

42. As the Secretary-General had deplored in his statement at the 1124th meeting of the Committee (A/C.5/1065, paras. 10 and 11), there had been virtually no change in the over-all financial position of the United Nations, and the accumulated deficit remained a matter of continuing concern. The Japanese delegation believed that the time had come for all the Member States promptly to join the co-operative efforts to help the United Nations out of its financial crisis.

43. His delegation fully approved the second report of the Ad Hoc Committee (A/6343) and endorsed the recommendations it contained, especially those concerning the establishment of an inspection unit and the strengthening of the Special Committee on Co-ordination of the Economic and Social Council. It believed that those recommendations should be given the most attentive consideration and that the Secretary-General should be invited to submit a progress report to the General Assembly at its twenty-second session.

44. With regard to the budget estimates for 1967, appreciation was due to the Secretary-General for his effort to comply with two entirely different requirements. On the one hand, there was a need for the Organization to embark on a considerable expansion of activities in the economic, social and human rights fields, particularly with regard to trade and industry. On the other hand, there was the requirement issuing from the General Assembly's decision at its twentieth session^{2/} to maintain the number of established posts for the Secretariat coming under section 3 of the budget (Salaries and wages) at the level approved for 1966.

45. His delegation was particularly gratified that the rate of increase in the budget by comparison with the estimates for 1966 was only 5.5 per cent. It should, however, be emphasized at that stage of the Committee's deliberations that the final estimates might result in a considerable increase in the initial budget estimates, for, apart from additional requirements resulting from recent decisions of the Economic and Social Council, it would be necessary to cover certain additional expenditures which were dependent in the main upon decisions yet to be taken by the General Assembly at the current session.

46. His delegation shared the concern of the Secretary-General, the Advisory Committee and many other delegations with regard to the proliferation of meetings and conferences, the conference programme having reached the point where it was becoming virtually impossible to provide adequate servicing. It particularly regretted that the essential part of

General Assembly resolution 2116 (XX) had not been strictly observed in practice and that several special conferences which seemed to fall within the category of "major conference" were planned for 1967 and 1968, respectively.

47. In that connexion, his delegation, together with many other delegations and the Advisory Committee, supported the Secretary-General's suggestion for the establishment of a standing committee on the programme of meetings, perhaps as a sub-committee of the General Committee of the General Assembly. That committee might, as its first order of business, endeavour to give a precise definition of the expression "major conference" and could subsequently explore the possibility of fixing an over-all ceiling in monetary terms in respect of the staff to be made available each year for meetings and conferences.

48. Although fully aware of the spirit in which the General Assembly had requested the Secretary-General to impose a moratorium on staff increases in 1967, the Japanese delegation thought it necessary to take a realistic and flexible attitude in that regard because some additional strengthening of staff might prove essential in certain sectors of the Organization in order not to jeopardize important programmes and services. It was gratified in that connexion to note the Secretary-General's intention (A/C.5/1056 and Corr.1, para. 6) to give priority to the solution of those difficulties through the flexible use of the totality of the credits available to him; despite his efforts, however, the Secretary-General had found it necessary to request the establishment of 41 new posts for 1967 in relation to new programmes and services required by the decisions of the Economic and Social Council. Those new posts were partly related to the activities of ECAFE in the field of industrial development. Japan had from the outset supported the initiative by certain Asian countries for launching the Asian Conference on Industrialization and for establishing an Asian Industrial Development Council. At the first meeting of that Council, his delegation had supported the proposal of the Executive Secretary of ECAFE that measures should be taken to strengthen staffing resources in the field of industrial development. His delegation was aware that the Advisory Committee had postponed its examination of the revised estimates for that particular item because it believed that certain problems of co-ordination were involved which might be clarified after the establishment of UNOID. His delegation would like, however, to draw attention to ECAFE resolution 68 (XXII),^{3/} which stated that necessary action should be taken to ensure that the work of the Asian Industrial Development Council and of UNOID would be complementary. Furthermore, the Secretary-General had said that there would seem to be no conflict between the decisions taken and the recommendations made by ECAFE, on the one hand, and the functions and responsibilities of UNOID, on the other. He had stated further, in his report concerning the administrative and financial implications in regard to the establishment of UNOID (A/6481, para. 66), that he had already

^{1/} See Official Records of the General Assembly, Nineteenth Session, Annexes, annex No. 21, document A/5916, para. 2.

^{2/} *Ibid.*, Twentieth Session, Annexes, agenda item 76, document A/6223, para. 27.

^{3/} Official Records of the Economic and Social Council, Forty-first Session, Supplement No. 2, p. 184.

launched efforts aimed at the establishment of the necessary machinery for consultation and co-operation. The Japanese delegation hoped that the Advisory Committee and the Fifth Committee would give their most favourable consideration to the proposal of the Secretary-General for the strengthening of the secretariat of ECAFE in the field of industrial development.

49. Mr. SCHAAPVELD (Netherlands) said that the general discussion on the budget estimates gave his delegation an opportunity to present its views on the work programme and activities of the United Nations, of which the budget estimates were but a translation into financial terms. Admittedly, those views would not cover the operational aspect of activities but rather their relationship to requirements and to available resources.

50. There was little need to dwell upon the reasons which, after a conservative growth of activities up to 1961, had then led to much more pronounced growth. In his delegation's view, the growth of the United Nations system was not in itself an insuperable problem; on the contrary, it was a healthy development in a world in which the United Nations and its affiliated bodies had ever-increasing importance. However, a very alarming problem was caused by the proliferation of activities, bodies and meetings and by the increase in staff and in the volume of documentation, for such an inflationary tendency undoubtedly pointed to a lack of discipline if not to impending chaos. In the final analysis, that unfortunate phenomenon was directly and fundamentally caused by two main factors: the existence of numerous and more or less isolated sources of initiative and centres of action, and the absence of a pattern of behaviour based on a preconceived over-all scheme.

51. While the situation was not out of hand, it should, nevertheless be examined with the greatest care. His delegation was aware of the modest but real achievements which had been made, but it did consider that such an examination should be made at the current session of the General Assembly. As the Secretary-General had said, the Secretariat was standing on the threshold of adulthood, and looking ahead one could see only greater responsibilities. The time had therefore come to do away with what was wrong, to improve what was imperfect and to create what was required. For that purpose, the Committee had several important documents before it: the analysis of the administrative and budgetary problems of the United Nations contained in the Secretary-General's foreword to the budget estimates for 1967 (A/6305), the main report of the Advisory Committee (A/6307), the statements made by the Secretary-General (A/C.5/1065) and by the Chairman of the Advisory Committee (A/C.5/1066) before the Fifth Committee and, above all, the second report of the Ad Hoc Committee of Experts (A/6343). All those documents referred to the work done by the the Administrative Committee on Co-ordination, the Advisory Committee on Administrative and Budgetary Questions and the Special Committee on Co-ordination of the Economic and Social Council and to the work of the Council itself; it was therefore only fitting to thank those bodies for having enabled

the Fifth Committee to increase its awareness of the problems affecting conferences, meetings, documentation, programmes and the budget. While those problems were merely the symptoms and not the fundamental cause of chaos, each one of them would still have to be solved. However, before turning to the recommendations made by the Ad Hoc Committee of Experts, pursuant to paragraph 6 of General Assembly resolution 2049 (XX), some comments were in order on the questions raised by the Secretary-General and the Chairman of the Advisory Committee.

52. First, his delegation could not but welcome the observations made by the Secretary-General on the creation of more or less autonomous organizational units within the Secretariat. Like the Israel delegation and other delegations, his own delegation shared the Secretary-General's desire to maintain central administrative authority and responsibility in a unified Secretariat. It might be assumed that, as chief administrative officer of the United Nations, the Secretary-General would not hesitate to make provision for the internal measures required.

53. At the twentieth session, his delegation had paid special attention to the question of integrated programme and budget policy and to the question of budget presentation. It remained convinced that the United Nations should endeavour to present a consolidated programme and budget document, and it was pleased to note that the Advisory Committee had also underlined the many advantages of such a document. His delegation was also pleased to note that the 1967 budget estimates included a new annex I providing a breakdown of gross expenditure estimates by main activity and by object of expenditure. However, that innovation met the desires of his delegation only in a limited way. Some modest but real progress seemed to have been made in that direction by the Economic and Social Council when it had dealt with the work programme of the United Nations in the economic, social and human rights fields in relation to budgetary requirements. The question of standardizing the budgetary documents of all the agencies must also be mentioned. In that connexion, perhaps an objective examination of the problem by an independent expert might help to narrow the gap which seemed to exist between ACC, on the one hand, and the Advisory Committee and the Ad Hoc Committee of Experts, on the other.

54. In his statement to the Fifth Committee (A/C.5/1066), the Chairman of the Advisory Committee had drawn attention to a situation which presented a clear example of the anomalies which could result from the proliferation of programmes if a consistent effort was not made to co-ordinate and streamline. It was strange that when the General Assembly had launched such important programmes as UNDP, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, UNICEF and UNITAR, it had not retained the minimum of administrative control over them that it had with respect to the specialized agencies. His delegation hoped that the increasing awareness of the need for co-ordination would induce those responsible for such programmes to seek and then to

follow the advice of the Advisory Committee in drawing up their administrative budgets.

55. Most of the statements made in the Committee had already dealt with the serious problem created by the proliferation of conferences and meetings. Drastic measures were thus needed to reduce their number and duration. In that connexion, his delegation, like the Japanese delegation, favoured the idea of creating a standing committee of the General Assembly on the programme of meetings. In the final analysis, the General Assembly alone was entitled to rule on the relative importance of one conference or another. As soon as the term "major special conference of the United Nations" had been clarified, it would be the task of the Fifth Committee to implement General Assembly resolution 2116 (XX). Sharing the concern expressed by the representatives of the Philippines, Argentina and New Zealand regarding the observance of the provisions of that resolution, his delegation supported the wish of the Chairman of the Advisory Committee that a reference to that resolution should be embodied as a matter of course in every decision calling for the convening of an international conference. Obviously, the terms of reference of a committee on the programme of meetings would not cover the schedule of meetings of all United Nations bodies. A selective pruning of United Nations meetings, including those of UNCTAD and UNOID, would already constitute a major achievement. His delegation would like to see the Secretary of the Economic and Social Council associated as closely as possible with the work of such a committee. A reduction in the number and duration of meetings would necessarily lead to a reduction in the volume of documentation. However, since the growth of documentation had been showing signs of independent life, any efforts to reduce it to justified proportions must be supported.

56. With regard to the Office of Public Information, it could not be over-emphasized that, however much was spent for public information purposes, publicity as such would not improve the quality of work. Better performance, on the other hand, would of necessity lead to increased publicity for which financing would no longer be a problem.

57. Turning to the second report of the Ad Hoc Committee, he pointed out that the establishment of that Committee had emerged from the conviction that certain organizational aspects of the United Nations were in dire need of re-examination. In accordance with its terms of reference, the Ad Hoc Committee had addressed itself particularly to the administrative measures needed to ensure greater efficiency in the activities of the Organization. In the relatively short time available to it, the Ad Hoc Committee had analysed many problems and had made a number of recommendations concerning them. While it was true that its recommendations were not the final word on all financial, administrative or organizational problems confronting the United Nations system, the fact remained that the Ad Hoc Committee of Experts, in carrying out its task, had delivered the best possible results that could be expected of it. The General Assembly should therefore endorse those recommendations as a whole.

Such a decision would certainly not preclude any further study of the manner in which the measures suggested would be carried out. His delegation had noted with special appreciation the Secretary-General's readiness to work towards the early implementation of those measures. It had also taken note of the views expressed by the members of ACC and hoped that the support expressed by the executive heads of the specialized agencies and of IAEA would soon lead those bodies to initiate effective action. His delegation had also evinced great interest in the comments of the Advisory Committee and was looking forward to hearing the views of the Economic and Social Council.

58. Beyond the administrative and budgetary problems, the United Nations family of organizations confronted a wider range of problems which concerned the very substance of their activities. The question was what, in the final analysis, was the real value of all that was being done. It was not enough that delegations and secretariats were aware of that question: drastic action was called for. In that context, his delegation understood the motives of the delegations of Malta^{4/} and other countries in proposing a general review. A similar proposal had been made by the Philippine delegation at the forty-first session of the Economic and Social Council. However, the Netherlands delegation remained convinced that progress could be made, not by establishing new bodies but by acting through existing machinery. As had been stated in the General Assembly (1424th plenary meeting) by his country's Minister for Foreign Affairs, an encompassing strategy was needed for the future activities of the entire United Nations family. Such a strategy would give sense and direction to the future expansion of economic, financial, technical, scientific, social, cultural and human rights activities.

59. Returning to the two main causes of the trouble, he pointed out that the first—the existence of numerous, more or less isolated, sources of initiative—could be eliminated if Governments made an effort to improve co-ordination between their delegations to various conferences and meetings. That point had also been made by the representatives of Hungary, Austria, and Nigeria. Again, for the responsible officials of the various secretariats, the possible shortcomings in national co-ordination by Governments should never be an excuse for undertaking or encouraging diversifying initiatives. Even without drastic measures, a great deal could be done if the United Nations itself tried to ensure better co-ordination. Once that was attained, it would certainly result in the elimination of the second disturbing factor: the absence of a planned pattern of behaviour. The time had come to formulate an over-all perspective for the future work of the system of United Nations organizations. Since they already had a unique instrument that would serve the purpose, the Administrative Committee on Co-ordination, that task could be entrusted to that body. On the basis of recommendations by ACC, the Economic and Social Council might, at its forty-second session,

^{4/} See Official Records of the General Assembly, Twentieth Session, Annexes, agenda item 100, document A/5965.

establish guidelines for the drafting of a plan which would include procedures and a time-table to be followed. The General Assembly might very well be able to put the process in motion at its current session.

60. There was another reason for turning to ACC: the problem of representation outside Headquarters of international inter-governmental organizations belonging to the United Nations system. In order to perform a realistic review of the co-ordination problems involved, ACC might be asked to prepare as soon as possible a complete inventory of the representation, at all levels, of the organizations, agencies or bodies represented in ACC, including UNDP, the World Food Programme and UNICEF.

61. In conclusion, he repeated that in the view of his delegation the organizations belonging to the United Nations system were indispensable instruments for international action in reducing poverty and raising standards of living. On a world scale, the present activities of those organizations were still modest and the turnover in financial terms still small, so that the continued growth of expenditure was not of itself a problem. The real problem was to make certain that that expenditure produced the best possible return.

62. Mr. AGATHOCLEOUS (Cyprus) said that his delegation had noted with satisfaction a happy innovation: the new annex I of the draft budget, in which estimated expenditures were grouped by major activities and by object. He also wished to congratulate the Advisory Committee on the useful observations it had made in its main report.

63. In examining the budget estimates for 1967, the Fifth Committee also was fortunate in having before it the second report of the Ad Hoc Committee of Experts. It was to be hoped that that report would be of value to all of the organizations in the United Nations family and that it would help the Fifth Committee to persuade the great Powers, and the rich countries generally, to ease the financial difficulties of the Organization by making large voluntary contributions.

64. Since the number of Member States had been rising and United Nations activities had been expanding over the years, it was normal for the United Nations budget to have increased by \$74.7 million between 1954 and 1966. The gross increase of \$6,660,380—corresponding to a net increase of \$4,827,454—estimated by the Secretary-General for 1967, was

not small, but his delegation was fully aware of the reasons for the rise. It agreed with the Secretary-General in considering the 1967 budget estimates rather conservative in that it hardly allowed the Organization any leeway in dealing with its continuously increasing workload. That was the heart of the problem: either Member States could authorize the United Nations to expand its activities, and in that case they must provide it with the necessary funds, or they could slow down such expansion by reducing expenditures. No doubt some economies could be made in certain fields without restricting growth, but such economies would necessarily be limited. As the representative of India had said (1128th meeting), the real problem facing the Fifth Committee was not one of organization or co-ordination; it was whether or not Members were disinclined to back up idealistic speeches in the plenary meetings by budgetary action.

65. The Cyprus delegation had noted with pleasure that much of the increase in the budget was due to the needs of UNCTAD and to expanded activities in the economic, social and human rights fields. At the same time, a not insignificant part of it resulted from the proliferation of conferences and meetings and the rising volume of documentation. While having due regard for the value of conferences and meetings, his delegation could only endorse the views of delegations that had expressed their concern in that connexion. It sincerely hoped it would be possible to fix priorities and reduce the duration and frequency of meetings. On that subject it was pleased to see the observations of the Advisory Committee and it would support the Secretary-General's suggestion to establish a sub-committee of the General Committee of the General Assembly to co-ordinate the programme of conferences.

66. With regard to activities in the information field, his delegation had noted with interest the Advisory Committee's proposal for a thorough review of information programmes.

67. In conclusion, he said that he would support the recommendations of the Advisory Committee concerning the budget estimates for the financial year 1967 and expressed the hope that, guided by the recommendations of the Ad Hoc Committee of Experts, the Fifth Committee would succeed in finding sound solutions to the many administrative and budgetary problems of the Organization.

The meeting rose at 5.45 p.m.