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*Chairman:* Mr. Jan Paul BANNIER  
 (Netherlands).

AGENDA ITEM 68

**Audit reports relating to expenditure by specialized agencies and the International Atomic Energy Agency:**  
 (a) **Earmarking and contingency allocations from the Special Account of the Expanded Programme of Technical Assistance (A/5268, A/5367)**

1. The CHAIRMAN suggested that, in the absence of any proposal, the Committee should recommend to the General Assembly the adoption of the following draft resolution:

"The General Assembly

"Takes note of the audit reports relating to expenditure by specialized agencies and by the International Atomic Energy Agency of technical assist-

ance funds allocated from the Special Account, for the financial year ended 31 December 1961 (A/5268), and of the observations thereon of the Advisory Committee on Administrative and Budgetary Questions as set forth in its thirty-ninth report to the General Assembly at its seventeenth session (A/5367)."

*It was so decided.*

(b) **Earmarkings and allotments from the Special Fund (A/5269, A/5368)**

2. The CHAIRMAN suggested that, in the absence of any proposal, the Committee should recommend to the General Assembly the adoption of the following draft resolution:

"The General Assembly

"Takes note of the audit reports relating to expenditure by specialized agencies, acting as executing agencies, of funds earmarked from the Special Fund, for the financial year ended 31 December 1961 (A/5269), and of the observations thereon of the Advisory Committee on Administrative and Budgetary Questions as set forth in its fortieth report to the General Assembly at its seventeenth session (A/5368)."

*It was so decided.*

AGENDA ITEM 64

**Obligations of Members, under the Charter of the United Nations, with regard to the financing of the United Nations Emergency Force and the Organization's operations in the Congo: advisory opinion of the International Court of Justice (concluded)\***

**DRAFT REPORT OF THE FIFTH COMMITTEE TO THE GENERAL ASSEMBLY (A/C.5/L.773)**

3. Mr. QUAO (Ghana), Rapporteur, explained that he had decided to confine his draft report (A/C.5/L.773) to the procedural aspect of the debate, in other words, to the proposals put forward and the decisions taken. To convey an idea of the opinions expressed during the debate, which were many and highly varied, he would have had to prepare a report almost as detailed as the summary records of the meetings. It had therefore seemed better to follow the practice frequently adopted by rapporteurs of the Main Committees of only indicating the symbol numbers of the relevant summary records and documents.

4. Mr. SOKIRKIN (Union of Soviet Socialist Republics) agreed that it was difficult to summarize such a long and complex debate in a few words. However, he was not satisfied with the solution adopted by the

\*Resumed from the 973rd meeting.

Rapporteur, since it was impossible, from reading the report, to gain any idea of the opinions expressed or the contents of the documents which had been before the Committee. In view of the importance of the question, he would have preferred the Rapporteur to have given more time to the preparation of a detailed report, as he had done in the case of personnel questions (item 70). He therefore requested the Rapporteur to add to the report at least a summary of the opinions expressed and of the explanations of vote.

5. Mr. HODGES (United Kingdom) said that he could well understand the reservations made by the representative of the Soviet Union. Taken by itself, the report gave scarcely any indication of the discussion that had been held in the Committee. Nevertheless, as the Rapporteur had pointed out, such a presentation was used for many reports to the General Assembly, and having regard to the length and complexity of the statements made during the debate, it was clearly preferable merely to cite the symbol numbers of the official records. Even in its present form the draft report was fourteen mimeographed pages long and he saw no objection to approving it as it stood.

6. Mr. NOLAN (Ireland) emphasized that the method of presentation adopted by the Rapporteur was not new and that the Committee had not so far objected to it. Indeed, whenever the Rapporteur had submitted very full and detailed reports, he had done more than had been expected of him by the Committee. He hoped that the representative of the Soviet Union would not insist on the Rapporteur preparing a new text.

7. Mr. SILVEIRA DA MOTA (Brazil) said he was inclined to approve the draft report as it was. However, he could well understand the Soviet delegation's position, since he himself had had doubts about the informative value of the report. He therefore hoped that the Rapporteur would be able to meet the USSR representative's wishes by including in the draft report a short section giving some information on the Committee's debate.

8. Mr. MYSLIL (Czechoslovakia) said that if the Committee was to adopt the practice of giving only the symbol numbers of documents, it could also further abridge the draft report by giving only the symbol numbers of the draft resolutions, which were reproduced in full. Personally, he would have preferred the draft report to have been very detailed, like the report on personnel questions. Many members of the Committee had emphasized the vital importance of the question during the debates. He therefore hoped that the Rapporteur would find the time to add to his report.

9. Mr. QUAO (Ghana), Rapporteur, thanked those representatives who had endorsed the procedure he had followed. While he appreciated the disappointment of the Soviet and Czechoslovak representatives, he very much regretted that, during the last days of the session, it had been quite impossible for him to prepare a fuller document, nor could he consider redrafting the report at the present stage. The draft report could not be compared to the report on personnel questions, since the latter had been designed to assist the Secretariat through the comments and suggestions it contained, whereas the present report dealt only with procedure.

10. Mr. SOKIRKIN (Union of Soviet Socialist Republics) still thought that the report would have been

much more useful if it had been fuller. However, since the Rapporteur did not have the necessary time, the Soviet delegation would not insist on his submitting a new draft report. However, it wished to record its objection to the manner in which the present draft report had been prepared; the Assembly should have been given a detailed report on a matter of such importance. Lack of time seemed a very weak argument in view of the considerable importance of the debate and of the decisions taken by the Committee.

11. Mr. BENDER (United States of America) said he understood the difficulties which the Rapporteur had had to face. He was prepared to support the draft report in its present form. He congratulated the representative of the USSR on the understanding which he had shown.

*The draft report (A/C.5/L.773) was adopted unanimously.*

#### AGENDA ITEM 62

Budget estimates for the financial year 1963 (A/5121 and Corr.1, A/5179, A/5205, A/5207, A/5243, A/5263, A/5267, A/5272 and Corr.1, A/5280, A/5299, A/5309, A/5312, A/5331, A/5336, A/5358, A/5369, A/C.5/919, A/C.5/923 and Add.1, A/C.5/925, A/C.5/926, A/C.5/928, A/C.5/930, A/C.5/931 and Corr.1, A/C.5/935, A/C.5/937, A/C.5/942, A/C.5/945, A/C.5/946, A/C.5/949, A/C.5/950, A/C.5/951, A/C.5/953, A/C.5/955, A/C.5/956, A/C.5/963, A/C.5/967, A/C.5/L.726, A/C.5/L.730, A/C.5/L.734, A/C.5/L.736, A/C.5/L.743, A/C.5/L.748, A/C.5/L.756, A/C.5/L.758, A/C.5/L.759) (continued)

#### Construction of the United Nations building in Santiago, Chile (A/5369, A/C.5/923 and Add.1)

12. Mr. AGHNIDES (Chairman of the Advisory Committee on Administrative and Budgetary Questions), referring to the action which the Secretary-General proposed to take, as outlined in paragraph 17 of his report (A/C.5/923), emphasized that the Advisory Committee, like the Secretary-General, would have found it preferable if it had been possible to proceed with the construction of the building in accordance with the original plans so that not only ECLA, but all the United Nations agencies with offices at Santiago, might be accommodated in the building. Unfortunately, given the amount of the appropriation available and the difficulties which had been encountered, space reductions would probably be necessary. Nevertheless, if Governments reacted favourably to the appeal launched by the Committee of the Whole of ECLA for a gift programme and if they responded generously, it might be possible to limit the space reductions and even to restore the features eliminated at a later date.

13. The Secretary-General could hardly have arrived at any other conclusions than those presented by him. The Advisory Committee suggested that it might be advisable to proceed with the construction on the basis of the original plan, taking the precautions mentioned in paragraph 4 of its report (A/5369), and to review the situation at the eighteenth session of the General Assembly. Meanwhile, the Advisory Committee recommended that the General Assembly should call for the maximum support for the gift programme which had been initiated.

14. Mr. QUIJANO (Argentina) said that the installation of ECLA in a fitting building had long been one of the most cherished desires of the Latin American countries, which for ten years had benefited from the effective assistance they received from that fine organization headed by an Argentine, Mr. Raúl Prebisch. The Latin American countries were therefore profoundly grateful to the Government of Chile for all it had done to facilitate the construction of the building at Santiago and, in particular, for the additional gift of 465,000 escudos which it had now offered to assist in the financing of the deficit in the budget for the construction of the building.

15. It was most desirable that the United Nations building at Santiago should be adequate to house not only the headquarters of ECLA, but also all the other international agencies with offices at Santiago, as that would be the best means of ensuring proper co-ordination between the activities of ECLA and of the offices of TAB, UNICEF, FAO, the ILO and UNESCO, which constituted an international centre in miniature in the Chilean capital. Any sizable space reduction might therefore jeopardize the efforts that had been made to ensure the proper co-ordination of work and the decentralization of United Nations activities. Moreover, if a building large enough to house all the international agencies established at Santiago could not be erected, the costs of those agencies and, consequently, the expenses of member States would be correspondingly increased.

16. In order to meet the financial difficulties that had arisen, ECLA had initiated a gift programme, and it was to be hoped that many member States would respond to its appeal. The Government of Chile had set an example by offering a generous contribution, and the Argentine Government hoped that it, too, would be able to make a sizable gift. Obviously, however, it was difficult to forecast the total monetary value of the contributions Governments might ultimately offer. That being so, the Advisory Committee, which recognized the great importance of accommodating all the United Nations agencies established at Santiago in one building, had acted wisely in recommending that construction should proceed on the basis of the original plan, but that certain precautions should be taken. It was to be hoped that those precautions would not entail too great modifications of the original plan and that they would not cause any delays in the construction of the building.

17. He supported the Advisory Committee's recommendations and hoped that the ECLA gift programme would produce good results and make it possible to solve the financial problems which were currently causing anxiety before the eighteenth session of the Assembly.

18. Mr. BENDER (United States of America) fully agreed with the Argentine representative's remarks and stressed that it would be most regrettable if the United Nations building at Santiago could not be constructed, as originally planned, to house all the United Nations agencies established in the Chilean capital. Nevertheless, there was hope for the future, since so many States were anxious to see the project carried out in accordance with the original plans. In the light of circumstances and of the need to avoid placing any additional financial burden on the United Nations, the Advisory Committee had proposed a very wise solution, namely, to proceed with the construction on the basis of the original plan, while taking

precautions against commitments which would become further charges on the United Nations budget, and to ask the General Assembly to review the situation at its eighteenth session. It was to be hoped that, by that time, the funds needed to carry out the original project would have been found.

19. Mr. CARRILLO (El Salvador) said that ECLA was of the greatest importance to all the countries of Latin America, to which it gave valuable assistance in instituting programmes of economic development and co-operation. All the Latin American countries fervently hoped that an organization of which they were so proud might ultimately have a building that was worthy of it and was large enough to house, in addition, all the other international agencies established in the capital of Chile.

20. The Government of Chile, which had already done so much to facilitate the construction of the building, had now made a large additional gift. It was to be hoped that many other States would follow its example and respond generously to the appeal launched by ECLA.

21. He was fully prepared to support the Advisory Committee's recommendations.

22. Mr. HODGES (United Kingdom) deplored the fact that the proposed project was encountering serious difficulties, since the construction of the United Nations building at Santiago was of great importance to ECLA and to the other United Nations agencies established in the Chilean capital. He paid a tribute to the generosity of the Government of Chile, which had now made a large additional gift to help in meeting the deficit in the budget for construction of the building.

23. The question was, of course, a difficult one. The Advisory Committee had studied it thoroughly and had made recommendations which seemed well-advised. In view of the contents of paragraph 4 of the Advisory Committee's report, he was prepared to support that Committee's recommendations.

24. Mr. REDONDO (Costa Rica) said he was glad that the representative of Argentina had so ably expressed the feelings and aspirations of the Latin American countries and paid a tribute to the great generosity of the Chilean Government, which had already done so much to facilitate the construction at Santiago of a United Nations building which would be capable of accommodating both ECLA and the other international bodies in the Chilean capital.

25. He would support the Advisory Committee's recommendations.

26. Mr. ARBOLEDA (Colombia) expressed agreement with all those speakers who had stressed the importance of continuing the construction of the United Nations Building at Santiago and said that he would support the Advisory Committee's recommendations.

27. Mr. GANEM (France) fully endorsed the Advisory Committee's recommendations, not only because of the ties of friendship between Chile and France but also owing to the importance of the work done by ECLA which, under its eminent Executive Secretary, Mr. Raúl Prebisch, was an indispensable tool for the economic and industrial development of Latin America. Recent events had given the world a reminder that that development, which would alone bring prosperity and social peace to Latin America,

was essential for the maintenance of peace throughout the world.

*The Advisory Committee's recommendations and observations (A/5369, para. 5) were approved.*

28. Mr. GREZ (Chile) expressed his Government's great appreciation of the understanding shown by the Advisory Committee, which considered it desirable to proceed with the construction of the building on the basis of the original plan; that should make it possible to accommodate in one building not only ECLA but all the United Nations bodies with offices at Santiago.

29. The Chilean delegation was gratified at the way in which the Committee had dealt with the question, thus indicating its recognition of the Chilean Government's efforts to facilitate construction of the building. The Chilean Government, which had just made an additional gift for construction of the building and had donated the land on which it was to be built, had spent \$600,000 on preparing the site.

30. He thanked all those delegations which had expressed their gratitude to the Chilean Government.

### Second reading (A/C.5/967)

#### SECTION 1. TRAVEL AND OTHER EXPENSES OF REPRESENTATIVES, MEMBERS OF COMMISSIONS, COMMITTEES AND OTHER SUBSIDIARY BODIES

*An appropriation of \$1,185,300 under section 1 was approved unanimously.*

#### SECTION 2. SPECIAL MEETINGS AND CONFERENCES

*An appropriation of \$3,645,200 under section 2 was approved unanimously.*

#### SECTION 3. SALARIES AND WAGES

*An appropriation of \$44,441,800 under section 3 was approved by 61 votes to 10.*

#### SECTION 4. COMMON STAFF COSTS

*An appropriation of \$10,192,500 under section 4 was approved by 62 votes to none, with 10 abstentions.*

#### SECTION 5. TRAVEL OF STAFF

31. Mr. ARBOLEDA (Colombia) observed that in accordance with General Assembly resolution 14 A (I), the Advisory Committee on Administrative and Budgetary Questions dealt with personnel matters only in their budgetary aspects, and representatives of the staff had the right to be heard by the Committee. The resolution also provided that one of the functions of the Advisory Committee was to advise the General Assembly concerning any administrative and budgetary matters referred to it. Moreover, pursuant to regulation 8.2 of the Staff Regulations, the Secretary-General had established joint administrative machinery with staff participation which advised him regarding personnel policies and general questions of staff welfare.

32. The lowering of staff travel standards had produced a very strong reaction in the Secretariat, whose members had felt the decision to be a unilateral one. The rights of staff members in that matter formed part of their contract of employment. Before taking a final position on the appropriation, his delegation

would like to have further information on the circumstances in which the decision had been taken. The Advisory Committee did not deal with the administrative aspects of the decision in its report but simply justified the adoption of new standards from the standpoint of budgetary savings. The purely human side of the question seemed also to have been neglected. His delegation could not endorse the procedure that had been followed and hoped that the Committee might consider rectifying the error which had been committed during the first reading. Delegations had not seemed to realize, at that time, the effect which the recommended reduction might have on staff morale. As decisions taken on first reading were not final, he proposed that the Committee should defer the vote on the question until the eighteenth session.

33. The CHAIRMAN pointed out that it was impossible to defer the vote on a section of the budget estimates.

34. Mr. ARBOLEDA (Colombia) explained that in requesting that the Committee should take no decision before the eighteenth session, he was in effect proposing that the appropriation for 1962 should be kept at the 1963 level.

35. Mr. KIRKBRIDE (Secretariat) said that if he understood the Colombian representative's proposal correctly, that representative was asking that any change in the present standards of travel should be postponed until the eighteenth session. The Colombian representative would thus at the same time be suggesting the restoration of the reduction of \$270,000 proposed in paragraph 191 of the Advisory Committee's main report (A/5207), a reduction which had been made on the understanding that the United Nations would apply the same standards of travel accommodation as those put into effect by WHO earlier in 1962. He wished to inform the Committee, however, that the Secretary-General had already accepted the reduction proposed by the Advisory Committee but had reserved his position as to what modifications in the travel standards he would apply in order to effect the reduction proposed by the Advisory Committee. The Secretary-General would of course be guided in that regard by the observations of the Advisory Committee and the discussions which had taken place in the Fifth Committee, but he did not feel in any way committed to follow precisely the standards of travel implemented by WHO.

36. The CHAIRMAN asked the Colombian representative whether he wished to submit a formal amendment to increase the appropriation under section 5 to \$2,294,200.

37. Mr. ARBOLEDA (Colombia) said that he would be prepared to submit such an amendment, but only if that was necessary in order to ensure that the final decision regarding the reduction in the appropriation for staff travel was deferred until a later date.

38. Mr. LIVERAN (Israel) said that the basic question—a decision of principle regarding standards of accommodation for staff travel—could not be settled simply by voting an appropriation, whatever its size. Indeed, a larger appropriation might simply mean that more staff members would be able to travel, though not necessarily under better travel conditions. It might be best, perhaps, if the Colombian representative were to accept the figure of \$2,024,200 already approved on first reading, on the understand-

ing that the Secretary-General would be informed of the views expressed by the Colombian delegation and would be requested to bear them in mind between the present and the eighteenth sessions, at which time the Committee would again have the matter before it and could take a final decision of principle in the full knowledge of the facts.

39. Mr. ZIEHL (United States of America) said that he appreciated the Colombian representative's concern but that the Secretary-General could be relied upon to ensure that the staff enjoyed the best possible conditions of travel within the funds made available. He supported the Israel representative's proposal, which seemed to be the soundest.

40. Mr. HODGES (United Kingdom) said that he was fully aware of the importance of maintaining staff morale but that if it was proposed to submit the Colombian representative's observations to the Secretary-General as if they had emanated from the Committee as a whole, he would have to make a number of reservations, particularly in the light of the facts stated in paragraph 59 of the Advisory Committee's main report. The new travel standards had already been accepted by the staff of WHO, and, in addition, they affected only a small category of staff members. The best solution would be to give the Secretary-General every latitude to make whatever arrangements he thought best within the limits of the appropriation, without assigning disproportionate importance to the issue.

41. Mr. SOKIRKIN (Union of Soviet Socialist Republics) agreed with the United Kingdom representative. Only a small portion of the staff travelled at the Organization's expense, and his delegation had a sufficiently high opinion of staff members to believe that they would not insist on retaining excessive privileges and that their morale would be even higher if they voluntarily renounced the extra comfort which had become unnecessary with the reduction of travel time through the introduction of jet aircraft. The best course would be to comply with the recommendation of the Advisory Committee.

42. Mr. AGHNIDES (Chairman of the Advisory Committee on Administrative and Budgetary Questions) said that, while understanding the concern expressed by the Colombian representative, he could not agree with several of his comments.

43. The Advisory Committee had heard staff representatives on a number of occasions and had taken their position duly into account. Further, the Advisory Committee had considered not only the financial aspect but also the administrative aspect of the problem; it was, indeed, difficult to separate the two. The Colombian representative had implied that the Advisory Committee's decision virtually violated certain resolutions and Staff Regulations. Yet the Secretary-General himself, as chief administrative officer, had accepted an over-all reduction in the appropriation for staff travel, while retaining the freedom to apply whatever standards he found most suitable within the limits of that appropriation. With respect to co-ordination between the different organs of the United Nations, it had always been the Advisory Committee which had pressed for the greatest possible measure of co-ordination. The Advisory Committee, which performed a difficult task, had to prove itself worthy of the Assembly's confidence. He regretted that the Colombian representative did not do justice to the Advisory Committee's work.

44. The CHAIRMAN observed that, in accordance with regulation 7.1 of the Staff Regulations, the United Nations in appropriate cases paid the travel expenses of staff members and their dependants "subject to conditions and definitions prescribed by the Secretary-General". It was therefore the Secretary-General who was responsible for determining the conditions of travel.

45. Mr. TEMPLETON (New Zealand) agreed that it was the responsibility of the Secretary-General to determine conditions of travel. So far as staff morale was concerned he assumed that in fixing new travel standards the Secretary-General would take into account individual needs and circumstances. That did not mean, however, that efforts to standardize travel arrangements in the United Nations and in its various agencies should not continue. It should also be possible, when giving further consideration to staff travel and standardization in 1963, to study the travel of Government representatives, members of missions, committees and other subsidiary bodies. Without a detailed report it had proved impossible at the present session to discuss that aspect of travel costs. If a report was prepared in time Governments could consider that complicated subject in detail before the eighteenth session.

46. Mr. ARBOLEDA (Colombia) proposed to reply to the points raised by previous speakers. He regretted that the Chairman of the Advisory Committee should have gained the impression that the Colombian delegation did not duly appreciate the Advisory Committee's work, which it actually had always held in the highest esteem. He wished also to assure the United Kingdom representative that he had not had the slightest intention of criticizing the Secretary-General, in whom the Colombian delegation had the greatest confidence. He found it surprising that the Soviet Union representative should not show greater concern about staff morale, since the USSR always claimed to be a champion of social justice. He announced, lastly, that he would accept the Israel representative's proposal, since it would give full freedom of action to the Secretary-General—who was solely responsible for protecting staff interests—being understood that the observations of the Colombian delegation would be brought to the Secretary-General's knowledge.

47. Mr. HASRAT (Afghanistan) observed that the question at issue had already been discussed by the Committee, which had approved on first reading the appropriation recommended by the Advisory Committee; that appropriation seemed to him, moreover, the best possible solution. His delegation would find it difficult at that stage to accept an increase in the appropriation.

48. Mr. KITTANI (Iraq) regretted that the Committee had reopened the discussion of the substance of the question, thus resuming the debate which had taken place during the first reading of the budget estimates. Since the Secretary-General had announced his acceptance of the reduction recommended by the Advisory Committee, the best course would be to rely upon him to respect the interests of the two parties—the staff and the Organization. At all events the Committee could not defer the voting of an appropriation for that section of the budget, for without an appropriation no travel could be undertaken between then and the following session of the Committee.

49. Mr. TARDOS (Hungary), speaking on a point of order, moved the adjournment of the meeting under rule 119 of the rules of procedure of the General Assembly.

*The motion was carried by 37 votes to 17, with 9 abstentions.*

The meeting rose at 1.30 p.m.