

United Nations
**GENERAL
ASSEMBLY**

FOURTEENTH SESSION
Official Records

**FIFTH COMMITTEE, 753rd
MEETING**

Monday, 30 November 1959,
at 10.55 a.m.

NEW YORK

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Chairman: Mr. Jiří NOSEK (Czechoslovakia).

AGENDA ITEM 28

- United Nations Emergency Force (continued):**
(a) **Cost estimates for the maintenance of the Force;**
(b) **Manner of financing the force: report of the Secretary-General on consultations with the Governments of Member States**

1. Mr. PAREJA (Peru), speaking on a point of order, said that as he had been unable to attend the 752nd meeting, he had not taken part in the voting on the draft resolution on the United Nations Emergency Force. He wished to make it clear that his delegation would have voted in favour of the resolution and would do so at the appropriate juncture, in the General Assembly.

AGENDA ITEM 44

- Budget estimates for the financial year 1960 (A/4110, A/4170, A/C.5/L.592 and Add.1) (continued)**
Organization and management of the work of the United Nations Secretariat (A/C.5/L.592 and Add.1)

2. Mr. TUGARINOV (Union of Soviet Socialist Republics) said that the sponsors of draft resolution A/C.5/L.592—the delegations of the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland and the United States of America—had engaged in lengthy consultations with many other delegations with a view to preparing a text which would meet the wishes of most, if not all, representatives. They had also consulted the Secretary-General and several senior officials of the Secretariat and had received very valuable assistance from them. Lastly, they had borne in mind the views expressed during the general debate on the budget estimates and the opinions of the Advisory Committee on Adminis-

trative and Budgetary Questions. The text before the Committee was therefore the result of a sincere effort at co-operation and he wished to thank all those who had helped in its preparation.

3. It was obvious that the success of the work of the United Nations depended upon the organization of the Secretariat which, according to Article 7 of the Charter of the United Nations, was one of its principal organs, and that consequently, the organization of the Secretariat should, as the Secretary-General had indicated (A/4110, Foreword, para. 71), be subject to constant scrutiny and adjustment in order to meet changing requirements and achieve maximum economies and efficiency. The General Assembly had examined the operations and activities of the various services on several occasions, but the last general review had been made in 1955, when the Secretary-General himself had carried out a detailed survey of the basic structure of the Secretariat. Since then, there had been a marked expansion of activity and changes had been made in the programmes emphasizing certain special sectors, such as economic and social affairs, so that the time had come to make adjustments in order to secure maximum efficiency at the least possible cost.

4. That was the purpose of the draft resolution before the Committee. Its provisions were perfectly clear and called for no special explanation. He would therefore merely mention that, wishing to leave the task of choosing the six members of the proposed committee of experts to the Secretary-General, the sponsors had simply stated that the choice should be made with due regard to geographical distribution, so that the proposed committee's recommendations would take due account of the views of all Member States.

5. In conclusion, he expressed the hope that the draft resolution would be adopted unanimously and stressed the spirit of mutual understanding displayed by all who had taken part in its preparation.

6. Mr. FULTON (United States of America) said that his delegation was glad to be a co-sponsor of the draft resolution. The text outlined a method of approach which ought to make it possible to ensure, not only in the immediate future but also later on, that the Secretariat was operating with maximum efficiency and economy, and that the United Nations was carrying out its functions effectively and in accordance with the provisions of the Charter and the wishes of Member States.

7. With the expansion of United Nations activities, the increase in the number of Member States and the establishment of new offices, the budget of the United Nations was inevitably growing; the question was to what extent the sums voted by the Assembly in fact

^{1/} *Official Records of the General Assembly, Tenth Session, Annexes, agenda item 56, document A/2996.*

enabled the results aimed at to be achieved. The draft resolution did not imply any criticism of the Secretary-General and his assistants who, more and more frequently called upon, spared no effort to respond to the requests of Member States. Nevertheless, it appeared certain that if he had not been pressed for time, the Secretary-General would sometimes have made different decisions from the ones he had in fact made. In order to solve the organizational problems which were the inevitable concomitant of the process of development, the Secretary-General had tried to rationalize the structure of the Secretariat—the establishment of an Administrative Management Unit in the Office of the Controller was an example of the steps taken in that direction—and the Advisory Committee had made some excellent recommendations. The draft resolution was intended to supplement those efforts. It had not been drawn up without difficulty; lengthy discussions had been necessary and many of the terms and expressions used had had to be weighed and defined very carefully and concessions made on all sides. In that connexion, he wished to convey his gratitude to all who had taken part in the preparation of the text in question.

8. The assistance of the experts should enable the United Nations to take a decisive step towards the goal of maximum economy and efficiency. The members of the group were to be outstanding specialists in administration, of absolute integrity, and ready to place the interests of the United Nations above national interests by advising the Secretary-General who would co-ordinate their work with the Advisory Committee. Drawing attention to the words "to work together with the Secretary-General" in operative paragraph 1, he emphasized that there was no question of subjecting the Secretariat to an investigation or of dislocating its present structure. The United States Government had every confidence in the Secretary-General and his assistants, and its only desire was to help them in their task of rationalization, by determining those sectors in which it was possible to increase efficiency possibly with reduced costs, and by eliminating overlapping and duplication—in brief, to make a reality of the wishes and aspirations of all peoples. The role of the committee of experts could be compared to that played in the United States by the Commission for Reorganization of the Executive Branch (the Hoover Commission), which had been set up in 1947 to make an over-all survey of the various government services and had submitted recommendations, many of which had been incorporated into United States legislation and had already resulted in savings of more than \$2,000 million. What the Hoover Commission had been able to do for the United States Administration, thanks to the competence and great prestige of its members, the committee of experts, as envisaged by the sponsors of the draft resolution, could assist in doing for the United Nations.

9. Convinced as it was of the importance of making the United Nations into an effective instrument for dealing with the problems with which the world was faced, the United States hoped that the Fifth Committee would adopt the draft resolution and thus give an example of what could be achieved when efforts were made in a genuine spirit of co-operation in order to attain a common goal.

10. Mr. GANEM (France) said that he was naturally in favour of a draft resolution which aimed at achieving

maximum economies and efficiency, although he doubted whether any considerable economies could be effected. He noted with satisfaction that the committee of experts appointed by the Secretary-General would be instructed to give him its support and not to impede him in his work. However, there were still some points in the draft resolution which were not clear. It appeared from operative paragraph 1 that the committee of experts would "work together with the Secretary-General in reviewing the activities ... of the Secretariat". Which "activities" would the committee review? Would it, for example, review activities of a political character, such as special missions? Would it examine the administrative budget of UNEF and certain budgets which were described as "autonomous" but were voted by the Assembly (the budget of the Office of the United Nations High Commissioner for Refugees and of the Registry of the International Court of Justice)? Would it review the administration of the Special Fund and the Bureau of Technical Assistance Operations, or the system of resident representatives? Would it examine certain revenue-producing activities, such as the sale of United Nations postage stamps, which appeared to be giving less satisfactory results than formerly?

11. Under operative paragraph 1, the proposed committee would also review the "organization of the Secretariat". It might be asked whether it would question the conclusions of other bodies which had made or were making special studies in that field, for instance on salaries and wages, the pension system, and OPI. Would the committee of experts consider the question of the Secretariat Administration, including the retention of the posts of several Under-Secretaries without departments, the possible appointment of Deputy Secretaries-General, or the creation of new grades, such as D-3? Would its terms of reference cover practical questions such as mechanization, the setting up of a travel agency, the placing of funds at the Secretariat's disposal, or markets and contracts?

12. As regards actual working methods, it would be worth knowing whether the experts would themselves choose their assistants, as did the auditors, or whether the staff which would work with them would be made available by the Secretary-General.

13. Lastly, he feared that the sponsors of the draft resolution were being over-optimistic when they anticipated, in operative paragraph 3, that the report of the committee of experts together with the recommendations of the Secretary-General and the Advisory Committee would be placed before the Assembly at its fifteenth session. It was very likely that the whole of 1960 would be spent in deciding on the programme of work and on how the proposed committee would carry out its inquiry. As the position of the United Nations, viewed from the administrative angle, was by no means disastrous, there was nothing against waiting for the results of the study until the sixteenth session in 1961.

14. Mr. URABE (Japan) thought that a general review of the methods of an organization such as the United Nations should be divided into two stages: first, the most senior official prepared his plan for reorganization, then other experts examined the plan and reached their conclusions. If they did not have a reorganization plan before them, the experts would have to familiarize themselves with the activities and administrative

machinery of the United Nations. To obtain an accurate idea of the organization and activities of the United Nations Secretariat they would have to see the staff at work during the busiest time of the year, namely, when the General Assembly was in session. However, it would cause inconvenience or at least result in added work for the Secretariat if its working methods were studied during a peak period. It was unfortunate that the draft resolution did not envisage a more practical solution.

15. Nevertheless, his delegation noted with satisfaction that the draft resolution made provision for the Secretary-General to conduct his own review in collaboration with the committee of experts and that the Advisory Committee would advise the Secretary-General on the arrangements to be made to ensure such collaboration.

16. He noted with some apprehension that the draft resolution envisaged the committee of experts holding at least two sessions. Since the members of that committee would represent various regions of the world and would perhaps also visit the headquarters of the four regional economic commissions, their travel expenses were bound to be considerable. If the United Nations paid the experts' travel expenses and also a subsistence allowance, it would be preferable for the proposed committee to hold only one session.

17. His comments could have taken the form of an amendment, but he had decided against the idea, since he wished to show how much he appreciated the spirit of co-operation in which the three great Powers had prepared the draft resolution; as a tribute to that demonstration of mutual understanding he would support that text.

18. Sir John CARMICHAEL (United Kingdom) recalled that the last general review of the organization of the work of the Secretariat had taken place in 1954-1955 and that, even if the United Nations was constantly endeavouring to adjust itself to changing requirements, it was none the less best to review the position from time to time. The Secretary-General would naturally be glad to receive clear guidance from the Assembly on the question, as well as the assistance of highly qualified experts. Furthermore, the three Powers had consulted him before submitting their draft resolution. If the sponsors of the draft resolution had merely indicated in broad outline how the review of the activities and organization of the Secretariat would be carried out, it was because they felt it would have been a mistake to go into too much detail. The Secretary-General's powers were sufficiently broad to enable him to prepare the work programme of the proposed committee in collaboration with its members.

19. Under the provisions of the draft resolution the committee of experts would present a provisional report to the Assembly at its fifteenth session and a final report at the sixteenth session. The matter was one of such complexity that haste was out of the question. There was no danger of the review duplicating the review of programmes carried out by the Economic and Social Council every five years, since the committee would bear in mind the decisions taken by the Council as a result of its review.

20. As regards the appointment of the experts, the sponsors of the draft resolution had wished to leave the choice to the Secretary-General; it was of course understood that he would consult the Governments concerned on the matter.

21. In conclusion, he thanked the other sponsors of the draft resolution for the spirit of co-operation which they had shown and the representative of Japan for his understanding.

22. Mr. QUAO (Ghana) noted with satisfaction that the six experts would be appointed with due regard to the principle of geographical distribution and expressed the hope that the interests of all regions would be taken into account.

23. Since, according to operative paragraph 3 of the draft resolution, the committee of experts was to present its first report to the General Assembly at its fifteenth session and further reports at the sixteenth session, it seemed appropriate to insert in that paragraph the word "interim" or "preliminary" before the word "report" in the phrases "having considered a report of the Committee of Experts ..." and "with the Committee's report ...". The words "further reports of the Committee" in the same paragraph were not sufficiently specific and it might be asked when that committee would complete its work. Lastly, the word "reports" in operative paragraph 4 should be replaced by the word "recommendations", to accord with operative paragraph 3.

24. Mr. NAIK (Pakistan) said that the representative of France had already voiced certain misgivings that he himself had felt. He asked the sponsors of the draft resolution for more information on the actual functions of the committee of experts. That committee's terms of reference should be defined in such a way as to avoid any possible ambiguity, since experience had unfortunately shown that independent committees of experts tended to view the United Nations and its problems from a standpoint that was very different from that of the United Nations itself.

25. Mr. BLANCO (Cuba) pointed out that, if a general review of the activities and organization of the Secretariat had become necessary, it was because, under the vigorous influence of the Secretary-General, the United Nations was developing and constantly expanding its range of activities. The main task of the committee of experts would be to propose measures designed to ensure the maximum efficiency of the Secretariat; considerations of economy should not be allowed to take precedence over efficiency. On that understanding, he would support the draft resolution.

26. Mr. CRISTOBAL (Philippines) asked the sponsors of the draft resolution for fuller information about the financial implications of the work of the committee of experts, with particular reference to such costs as travelling expenses and subsistence.

27. Mr. FULTON (United States of America), replying to the representative of France, said the Committee should confine itself to establishing the general principles, leaving it to the experts to decide the details of their work. The committee of experts would no doubt be faced with problems which the Fifth Committee could not at present foresee and it would be wiser not to lay down too rigid a programme of work. Some of the questions raised by the French representative could, however, be answered forthwith. For instance, the committee should deal with the regional economic commissions, but not with special missions, which had already been the subject of separate surveys.

28. Replying to the representative of Ghana, he explained that, in providing for two reports, the sponsors

of the draft resolution had assumed that the first would in fact be an interim report, and there was therefore no need to amend the present text. Moreover, operative paragraph 3 stated that the recommendations which the Secretary-General would present at the sixteenth session would be final, but that did not mean that the Assembly could not revert to the matter at a later date and request a fresh review of the activities and organization of the Secretariat. The first report should deal with the general direction of the experts' work.

29. The sponsors of the proposal felt that the Secretary-General himself should determine the scope of the survey and decide the terms of reference of the committee of experts at the time he appointed it. After a lengthy discussion, the representatives who had taken part in the preparation of the draft resolution had adopted a text stating that the committee of experts would "work together" with the Secretary-General. That had been a compromise between two alternatives: the appointment of a committee completely independent of the Secretary-General and the appointment by the Secretary-General of a committee that was entirely under his control. The representatives concerned had taken the view that the success of the undertaking would clearly depend on co-operation between the experts and the Secretary-General.

30. The draft resolution as a whole was the result of a compromise between the representatives of several States, which, despite their different systems, possessed similar experience in the field of administrative organization and wished to place it at the disposal of the United Nations. They had therefore decided to make the text as general as possible in order to ensure its unanimous acceptance, although they agreed with the representative of Japan on the need to find ways of increasing the efficiency of the United Nations and effecting economies. That was in fact the purpose of the draft resolution.

31. Mr. VENKATARAMAN (India) supported the joint draft resolution and congratulated its sponsors on the spirit of co-operation they had shown. During the general debate on the budget estimates, India had emphasized the need for a periodic review of the activities and organization of the Secretariat. Every secretariat had a natural tendency to expand and it was wise to have its functioning examined by outside experts. The success of the proposed review would depend to a large extent on the individuals to whom it was entrusted and it was therefore particularly important to choose them with extreme care. The Advisory Committee on Administrative and Budgetary Questions would be called upon to study the report of the experts and none of its members should therefore be appointed to the committee of six.

32. He believed that the first report of the committee of experts should deal in general terms with the course the experts proposed to follow, and not with a specific part of the Secretariat or any individual aspect of organization.

33. Mr. GANEM (France) said that, in putting a series of questions, his delegation had certainly not intended to suggest that the Fifth Committee should draw up a plan of work for the committee of experts; it had merely wished to draw attention to the problems involved in drawing up such a plan and to point out that

it was unlikely that anything but an interim report could be submitted to the next session of the General Assembly. The representatives of the United States and the United Kingdom had answered some of the questions asked by his delegation, particularly with regard to the special missions, which, of course, should include UNEF, but they had not indicated whether the experts should deal with the Field Service and, generally speaking, with activities under section 5 of the budget. He would not press the matter, but he hoped that the representative of the Secretary-General would give some information on the interpretation which the Secretary-General placed on the joint draft resolution.

34. Mr. HAILEMARIAM (Ethiopia) supported the draft resolution and congratulated the sponsors on having reached agreement. He hoped that the establishment of the committee of experts would assist the Secretary-General in his work. He noted with satisfaction that the committee was to be chosen "with due regard to geographical distribution" and interpreted that principle to mean that Africa, Asia, Eastern and Western Europe, Latin America and North America would each be represented by an expert.

35. He had reservations with regard to the word "effecting" in the sixth line of operative paragraph 1. He hoped that no measures would be taken before the report was submitted to the General Assembly or to the Fifth Committee and therefore proposed that that word should be deleted.

36. Mr. TUGARINOV (Union of Soviet Socialist Republics) said he fully shared the views of the other sponsors of the draft resolution and felt that it was inadvisable to impose any prior limitations on the work of the committee of experts or the Secretary-General. The committee's programme of work should be drawn up by the Secretary-General and by the committee members themselves.

37. In reply to the representative of Ethiopia, he said that the wording of operative paragraph 1—particularly the choice of the word "effecting"—had been discussed at length. The sponsors had come to the conclusion that in the course of the committee's work, proposals might be evolved, under which the Secretary-General could take measures within his own sphere of competence, without consulting the General Assembly. Such a provision would facilitate the Secretary-General's work and make it possible to take immediate action.

38. Mr. FULTON (United States of America) said he entirely agreed with the USSR representative.

39. Mr. TURNER (Controller) said he wished to make a brief preliminary reply to the French representative's question regarding the Secretariat's interpretation of the resolution. As the sponsors of the draft resolution had indicated, the text submitted to the Fifth Committee was the result of long consultations, not only among a number of delegations, but between those delegations on the one hand and the Secretary-General and his colleagues on the other. The Secretariat was gratified that a resolution of that nature—which could have far-reaching effects on the organization of the Secretariat—had been worked out by means of such an amicable procedure. The Secretary-General considered the text entirely acceptable. The only point which might cause him some concern

was that of servicing the experts; it would be difficult to find the time for the necessary preparatory staff work, at least during the first part of 1960.

40. With that in mind, it might perhaps be wiser not to be too ambitious and to ask the experts to make a thorough review of particular areas of activity, along the general lines of the survey undertaken a few years before. So far as the nature and scope of the inquiry was concerned he assumed that it would cover, in principle, any activity and service financed under the regular United Nations budget, with particular emphasis, however, on parts III and V of that budget.

41. The draft resolution obviously had financial implications: appropriations would have to be made for the experts' travelling expenses and subsistence; it might perhaps be necessary to provide for some temporary strengthening of staff, for example in the Administrative Management Unit of the Office of the Controller. But it was difficult to make an accurate forecast of the additional expenditure which the draft resolution would involve for 1960 and the following financial year. The Secretariat therefore proposed to submit estimates to the Advisory Committee at the beginning of 1960. It would at the same time con-

sult the Advisory Committee concerning the measures to be taken under operative paragraph 1.

42. He said that the Secretary-General would perhaps have an opportunity of replying in greater detail to the questions asked by the representative of France.

43. Mr. EL HAKIM (United Arab Republic) congratulated the sponsors of the draft resolution on their willingness to compromise. His own delegation had played a small part in the drafting of that proposal. The sponsors had first envisaged a committee of five experts. As his delegation had proposed increasing that figure to seven, the solution adopted had been a compromise. He hoped that the draft resolution would receive the unanimous support of the Fifth Committee and said that his country wished to become a sponsor.

44. Mr. FULTON (United States of America) said that he was happy to welcome the United Arab Republic as a sponsor of the draft resolution.

45. The CHAIRMAN declared the general discussion closed.

The joint draft resolution (A/C.5/L.592 and Add.1) was adopted unanimously.

The meeting rose at 1 p.m.