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REVIEW OF THE ACTIVITIES AND ORGANIZATION OF THE SECRETARIAT

Report of the Committee of Experts appointed under  
General Assembly resolution 1446 (XIV)

LETTER OF TRANSMITTAL

14 June 1961

Dear Mr. Secretary-General,

1. As requested by the Committee of Experts on the Activities and Organization of the Secretariat, I have the honour to transmit to you herewith the report of the Committee, in accordance with the terms of General Assembly resolution 1446 (XIV).
2. The Committee would like to place on record its appreciation of the services rendered to it by its Secretary and by the other Secretariat officials assigned to work with it, who have greatly facilitated its task.

Accept, Sir, the assurances of my highest consideration.

(Signed)

Francisco URRUTIA  
Rapporteur

His Excellency  
Mr. Dag Hammarskjöld  
Secretary-General of the United Nations

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## I. INTRODUCTION

1. The Committee of Experts was appointed by the Secretary-General at the request of the General Assembly (resolution 1446 (XIV)) "to work together with the Secretary-General in reviewing the activities and organization of the Secretariat of the United Nations with a view to effecting or proposing further measures designed to ensure maximum economy and efficiency in the Secretariat". The General Assembly resolution also requested "the Secretary-General, having considered a report of the Committee of Experts, to present to the General Assembly at its fifteenth session provisional recommendations thereon together with the Committee's report, bearing in mind that the Secretary-General's final recommendations together with further reports of the Committee shall be presented to the General Assembly at its sixteenth session".

2. During 1960 the Committee<sup>1/</sup> met from 23 June to 5 July and again from 1 September to 16 September. At its first session, the Committee had meetings with the Secretary-General, the Advisory Committee on Administrative and Budgetary Questions, and heads of departments and offices. Extensive documentation had been submitted by the Secretariat in advance. During this session, the Committee requested the preparation of additional working papers on specific points which emerged from these preliminary discussions.

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<sup>1/</sup> The membership of the Committee was as follows: Mr. Guillaume Georges-Picot, former Permanent Representative of France to the United Nations and formerly Assistant Secretary-General in charge of the Department of Economic Affairs and the Department of Social Affairs, Chairman; Mr. Francisco Urrutia, former Permanent Representative of Colombia to the United Nations, Rapporteur; Mr. A.A. Fomin, Ministry of Foreign Affairs, Union of Soviet Socialist Republics, former member of USSR Permanent Mission to the United Nations and of the Delegation of USSR to the General Assembly; Mr. Omar Loutfi, Permanent Representative of the United Arab Republic to the United Nations; Sir Harold Parker, member of International Civil Service Advisory Board, former Permanent Secretary to the Ministry of Defence of the United Kingdom of Great Britain and Northern Ireland (joined the Committee as at 1 September 1960); Mr. Alex Quaison-Sackey, Permanent Representative of Ghana to the United Nations; Mr. C.S. Venkatachar, High Commissioner of India to Canada; Dr. Herman B. Wells, President of the University of Indiana, former member of the delegation of the United States of America to the General Assembly.

On 6 February 1961, Mr. A.A. Roshchin, Alternate Representative of the USSR to the fifteenth session of the General Assembly, and Mr. L.M. Goodrich, Professor of International Organization and Administration, Columbia University, were appointed by the Secretary-General to replace Mr. A.A. Fomin and Dr. H.B. Wells, respectively.

3. During its September 1960 session, the Committee discussed a number of these documents with Under-Secretaries and other senior staff. As it did not feel at this stage prepared to make specific recommendations, it submitted an interim report to the Secretary-General. In transmitting this to the General Assembly (A/4536 and Corr.1), the Secretary-General drew the Assembly's attention to the assumption stated in the Committee's report that the Secretary-General would not be requested to undertake studies, etc., involving additional expenses or expansion of the regular staff, except in cases of real urgency, until after the Assembly had had the opportunity to examine the Committee's final report.
4. The General Assembly, at its fifteenth session, gave to the Committee an additional assignment of major importance. It requested the Committee "to study the categories of posts subject to geographical distribution and the criteria for determining the range of posts for each Member State with a view to securing a wide geographical distribution of the staff of the Secretariat, taking into account, inter alia, the relative importance of various posts, and to report to the Assembly at its sixteenth session" (resolution 1559 (XV)). At this session, the Fifth Committee of the General Assembly also suggested that the Committee should consider and report to the Advisory Committee on Administrative and Budgetary Questions on the development of United Nations library services (A/4630).
5. The Committee<sup>2/</sup> resumed its meetings on 6 February 1961. For the month of March, it set up two sub-committees, one of which continued to meet at Headquarters, the other proceeding to Geneva, where from 14 to 28 March it met with the Director of the European Office of the United Nations in Geneva, the Executive Secretary of the Economic Commission for Asia and the Far East, and the Executive Secretary and other officials of the Economic Commission for Europe. On 10 April, the full Committee met again at Headquarters and continued its meetings, with a brief recess between 28 April and 12 May. During these meetings, the Committee requested additional working papers and met with members of the Secretariat. The Committee also received a communication dated 3 May 1961 from the Permanent Representative of the Republic of Indonesia. The Committee concluded its meetings on 18 May 1961.

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<sup>2/</sup> With the changed membership as indicated in foot-note 1/.

6. The Committee has viewed its assignments as aspects of one central problem, i.e. the organization and functioning of the Secretariat with a view to achieving maximum efficiency and economy. Consequently, it has not interpreted the request that it study the matter of geographical distribution as a matter to be considered separately and apart from the question of Secretariat efficiency and economy. The Committee has proceeded throughout on the assumption that its recommendations must be in harmony with the provisions of the Charter which envisage a Secretariat organized and employed in such a way as to achieve independence, efficiency, and wide geographical distribution.

7. In the view of the Committee, the concepts of economy and efficiency reflect differences of emphasis but not of meaning. True economy is to be achieved by so organizing the work of the Secretariat that it can do its assigned work with the maximum of effectiveness and the minimum use of resources. Economy is not achieved simply by reducing staff and expenditures. If the workload remains constant or actually increases, reduction of staff beyond a certain point simply results in work being left undone or done poorly. If the reduction of costs becomes an end in itself, it becomes necessary to establish priorities, postponing the tasks that are less important, and using available resources for those that are more important.

8. The Committee believes that Governments must accept the primary responsibility of ensuring that tasks are not imposed upon the Secretariat beyond the financial and personnel resources that they are prepared to make available. The full assumption of this responsibility is a necessary condition to efficiency and economy in the operations of the Secretariat. The Committee of Experts has based its recommendations on the premise that Governments will do this. Given reasonable tasks to perform, and protected against disrupting external political pressures, the Secretariat can be held responsible for the efficient and economical performance of its work.

9. It is in the light of such considerations that the Committee has undertaken the tasks assigned to it. It has conceived its function in terms different from that of the 1954 Survey Group which the Secretary-General appointed to assist him in the further elaboration of reorganization plans which he had submitted to the General Assembly. The Survey Group of 1954 worked within the framework of decisions which had already been accepted regarding basic questions of organizational structure; it could therefore undertake the preparation of detailed structural and

staffing arrangements within this framework. The Committee of Experts has not had the advantage of this kind of general agreement, and, consequently, it has been forced to deal with basic issues. Its recommendations for achieving greater economy and efficiency are, therefore, stated in general terms, rather than in the form of suggestions for detailed changes in existing structural and staffing arrangements. With respect to the question of geographical distribution, however, the Committee has felt obliged to be more specific and detailed in its recommendations because of the specific nature of the questions referred to it.

10. The Committee was also of the opinion that its recommendations would be more useful if it concentrated on certain areas which in its judgement were most in need of review, in the light of developments during the last few years and the views expressed by Governments in the course of the General Assembly's discussions. Consequently, in its report the Committee has given special attention to the organization of the Secretariat at the top level, the possibility of achieving greater efficiency and economy in the work of the Secretariat in the economic and social fields, the improvement of the situation as regards geographical distribution, and possible ways of achieving greater stability in the regular budget of the Organization, including the division of the budget into administrative and operational budgets.

## II. NATURE OF THE SECRETARIAT

11. The Charter provides for a Secretariat comprising "a Secretary-General and such staff as the Organization may require" (Article 97). The Secretariat is one of the principal organs of the United Nations (Article 7). The Charter further provides that the Secretary-General shall be appointed by the General Assembly on the recommendation of the Security Council and that "the staff shall be appointed by the Secretary-General under regulations established by the General Assembly" (Article 101).

12. The Secretary-General is specifically given a wide range of functions under the Charter, including those of chief administrative officer (Article 97), secretary of the General Assembly and the three Councils and "such other functions as are entrusted to him by these organs" (Article 98), submission of an annual report to the General Assembly on the work of the Organization (Article 98), and bringing to the attention of the Security Council any matter which in his opinion may threaten the maintenance of international peace and security (Article 99).

13. The Preparatory Commission in its report grouped "the principal functions assigned to the Secretary-General, explicitly or by inference, by the Charter" under six headings: "general administrative and executive functions, technical functions, financial functions, the organization and administration of the International Secretariat, political functions and representational functions". The Commission observed that many of these duties "will naturally be delegated, in greater or less degree, to members of his staff and particularly to his higher officials. But the execution of these duties must be subject to his supervision and control; the ultimate responsibility remains his alone".<sup>3/</sup>

14. In emphasizing the importance of the Secretariat in the work of the United Nations, the Preparatory Commission observed that "while the responsibility for the framing and adoption of agreed international policies rests with the organs representative of the Members - the General Assembly, the Security Council, the Economic and Social Council and the Trusteeship Council - the essential tasks of preparing the ground for those decisions and of executing them in co-operation

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<sup>3/</sup> Report of the Preparatory Commission of the United Nations (PC/20 of 23 December 1945, chapter VIII, section 2, paras. 8 and 9).



with the Members will devolve largely upon the Secretariat. The manner in which the Secretariat performs these tasks will largely determine the degree in which the objectives of the Charter will be realized".<sup>4/</sup>

15. The Charter provides for an international secretariat. Article 100 explicitly states that "in the performance of their duties the Secretary-General and the staff shall not seek or receive instructions from any government or from any other authority external to the Organization" and that "they shall refrain from any action which might reflect on their position as international officials responsible only to the Organization". Their obligations are reaffirmed in the Staff Rules and Regulations. The Charter, the report of the Preparatory Commission and the Staff Rules and Regulations emphasize the principle that for the duration of their appointments, the Secretary-General and his staff are not the servants of the States of which they are nationals, but the servants only of the United Nations.

16. The Charter does not prescribe the administrative organization of the Secretariat except to require that "appropriate staffs shall be permanently assigned to the Economic and Social Council, the Trusteeship Council, and, as required, to other organs of the United Nations," these staffs to "form a part of the Secretariat" (Article 101, para. 2). In its report, the Preparatory Commission recommended that the Secretariat should be organized as a single unified working body, reasoning that every organ should have at its disposal the whole of the Secretariat, and that each department of the Secretariat should serve all organs as required, subject to the one qualification that special units in the Department of Security Council Affairs concerned with military and enforcement measures should serve the Security Council exclusively.<sup>5/</sup>

17. The initial administrative organization of the Secretariat was outlined in a resolution adopted by the General Assembly at its first session (resolution 13 (I) of 13 February 1946), which was based closely on the recommendations of the Preparatory Commission. It provided for eight administrative departments - Security Council Affairs, Economic Affairs, Social Affairs, Trusteeship and Information from Non-Self-Governing Territories, Public Information, Legal, Conference and General Services and Administrative and

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<sup>4/</sup> Ibid., para. 1.

<sup>5/</sup> Ibid., paras. 24-27.

Financial Services, each to be headed by an Assistant Secretary-General who would have responsibility for and supervision of a department or service. This administrative structure continued without substantial change until 1954 when the Secretary-General, under authority conferred by the General Assembly, introduced changes of structure and allocation of function with the result that a single level of Under-Secretaries, Heads of Offices and Deputy Under-Secretaries replaced the double echelon of Assistant Secretaries-General and Principal Directors. The effect of this change was to decrease the number of top officials while increasing the number enjoying direct access to the Secretary-General.

18. The Preparatory Commission in its report reached the conclusion that the bulk of the staff should consist of persons willing to make the Secretariat their career. It gave the following reasons: (1) Unless members of the staff can be offered some assurance of being able to make their careers in the Secretariat, many of the best candidates will be kept away. (2) Members of the staff cannot be expected to subordinate fully the special interests of their countries to the international interest if they are merely detached temporarily from national administrations. (3) It is important that the Secretariat secure the advantages of experience and that sound administrative traditions be established.

19. However, the Preparatory Commission recognized that it was neither possible nor desirable to recruit the entire Secretariat on a permanent basis. It envisaged the following exceptions: (1) The principal higher officers should be appointed under contracts not to exceed five years, subject to the possibility of renewal. (2) The Secretary-General must have freedom to offer temporary appointments to specialists in technical fields as well as to persons with special political qualifications. (3) The Secretary-General must also be in the position to make temporary appointments from geographical regions inadequately represented in the Secretariat. (4) Officials from national services should be able to spend short periods of time in the Secretariat so that personal contacts between the Secretariat and national officials may be strengthened and a body of national officials with international experience created.<sup>6/</sup>

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<sup>6/</sup> Ibid., paras. 59-61.

20. When the Secretariat was being organized, the overriding necessity was to provide staff adequate to begin operating without delay. The initial staff was recruited heavily from the United States, Canada and Western European countries. In recognition of the abnormal conditions of recruitment and inability to recruit on a wide geographical basis, the majority of the early staff was employed on temporary contracts or was loaned for short periods by Member Governments. The abnormality of the situation was a constant concern of the Secretary-General during the early years. By 1953, well over half of the staff members in professional categories served under permanent appointments, and there was substantial improvement in the geographical distribution of the staff except for the nationals of Eastern Europe.

21. Since its establishment, the United Nations has been subjected to serious stresses and strains as the result of changes in the environment in which it operates and in the demands that are placed upon it. The Secretariat has not escaped these influences and the problems which it faces must be viewed in the light of these developments.

22. Since 1946, the membership of the United Nations has increased from fifty-one to ninety-nine. The greater part of this increase has come since September 1955. Most of these new Members have been newly independent States in Asia and Africa, only recently freed from colonial rule. This substantial increase in membership produced new imbalances in the geographical distribution of the staff. It also resulted in additional demands upon the Secretariat owing to increased interest in using the Organization as a means of advancing the political independence of non-self-governing peoples and promoting the economic and social development of under-developed countries.

23. During recent years, there has been a growing tendency on the part of the Security Council and the General Assembly to request the Secretary-General to execute resolutions which they adopt in the discharge of their peace and security responsibilities. The strained relations among certain of the major Powers and the growing independence and voting strength of the smaller States constitute part of the explanation of this tendency. Examples are the Security Council resolution of 4 April 1956,<sup>7/</sup> requesting the Secretary-General to take

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<sup>7/</sup> Official Records of the Security Council, Eleventh Year, Supplement for April, May and June 1956, document S/3575.

certain measures in connexion with alleged violations of the Arab-Israel general armistice agreements and the General Assembly resolution 999 (ES-I) of 4 November 1956 authorizing the Secretary-General to arrange for the implementation of the cease-fire in Egypt and requesting him to obtain compliance of the withdrawal of all forces behind the armistice lines. The performance of such tasks adds greatly to the political duties and responsibilities of the Secretary-General and his staff. Of recent years, a number of difficult political problems have arisen. These have led to strongly conflicting points of view being expressed as to the proper duties and functions of the Secretary-General and his staff.

24. The ideological and cultural heterogeneity of the Organization places heavy strains on the conception of an international civil service. There are those who feel that in the conditions now facing the Organization, there is a larger place for the fixed-term official who comes from his national administration or private activity and at the end of a period of service expects to return to it and that this constitutes the necessary adjustment to new vital forces and provides the basis for sounder development in the future.

### III. ORGANIZATION OF THE SECRETARIAT AT THE TOP LEVEL

25. The Committee considered the organization of the Secretariat at the top level. The Secretary-General had transmitted to it a report by three past Presidents of the General Assembly whom he had asked to advise him on certain weaknesses which he felt existed in the organization of the Secretariat at the Under-Secretary level. The text of the report is reproduced in annex I.

26. The Committee was impressed by the fact that the problem of the organization at the top level is not solely, or even primarily, a matter of administrative organization. There are important political considerations, and although these are outside the strict terms of reference of the Committee, they cannot be ignored in any study of an organization established to assist Member Governments in the maintenance of international peace and security and the development of international co-operation. It was political considerations of this nature which influenced the initial distribution of the top level posts.

27. The Secretariat was initially organized on the basis of two top echelons under the Secretary-General, one echelon of Assistant Secretaries-General and one of Principal Directors. Under that scheme, there were eight Assistant Secretaries-General, each in charge of an important area of work of the Secretariat. The main areas from 1946 to 1953 were grouped in departments as follows:

1. Security Council Affairs
2. Economic Affairs
3. Social Affairs
4. Trusteeship and Information from Non-Self-Governing Territories
5. Public Information
6. Legal Affairs
7. Conference and General Services
8. Administrative and Financial Services

During this period, a Technical Assistance Administration was added. It was headed by an official of the same rank but with the title of Director-General of Technical Assistance.

28. The first Secretary-General proposed to the seventh session of the General Assembly the creation of three posts of Deputy Secretary-General each of whom would be placed, under the Secretary-General, in charge of a group of Departments. The General Assembly never considered this proposal.

29. In 1954, a reorganization took place under which the two echelons of Assistant Secretaries-General and Principal Directors were replaced by a single echelon of Under-Secretaries. There are now at Headquarters thirteen officers of the rank of Under-Secretary. There is also an Under-Secretary in charge of the European Office of the United Nations in Geneva.

30. The organization of the Secretariat and the office of the Secretary-General became a subject of discussion at the fifteenth session of the General Assembly. Certain delegations made proposals and suggestions on this matter.

31. The three past Presidents considered the problem more from the point of view of the need stated by the Secretary-General in the Introduction to his Annual Report on the Work of the Organization, 1960,<sup>8/</sup> namely, for a sufficient number of highly qualified senior officials for all the new tasks that faced the Organization. The past Presidents considered that an increase in the number of Under-Secretaries for Special Political Affairs would greatly assist in meeting these needs. They, therefore, recommended the addition of three new Under-Secretaries for Special Political Affairs. This would also make it possible for a more equitable application of the principle of geographical distribution of staff at the top level. Under this proposal, the present organization into offices and departments would remain unchanged except that the Secretary-General would have at his disposal a total of five Under-Secretaries for Special Political Affairs.

32. The Committee observed that the membership of the United Nations had nearly doubled and that the scope and character of its activities had developed substantially during the last six or seven years. In their view, these trends would continue, and what had met the needs of the past would not necessarily best meet those of the future.

33. The Soviet expert, Mr. Roshchin, pointed out that international events in recent years, and in particular the events in the Congo, had shown that the structure of the Secretariat and the direction of its activity did not correspond at present to the changed balance of forces in international life, if account were taken of the establishment of a world socialist system, the collapse of colonialism and the declaration of independence of many former colonies and dependent countries.

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<sup>8/</sup> Official Records of the General Assembly, Fifteenth Session, Supplement No. 1 A (A/4390/Add.1), section II.

34. Mr. Roshchin referred to the statements of many representatives at the fifteenth session of the General Assembly drawing attention to the serious flaws in the structure and in the activity of the Secretariat and the important declarations on this subject by N.S. Khrushchev, President of the Council of Ministers of the USSR.

35. The Soviet expert considered that, under the existing conditions of international life, the most essential reorganization was that of the office of the Secretary-General in order that the head of the executive organ of the United Nations should be not one person, the Secretary-General, but three persons who would represent the three basic groups of States existing at present, namely, "the socialist States, the neutralist States, and States members of Western military blocs". He urged also that the entire structure of the Secretariat should be reorganized along similar lines in order that these three fundamental groups of States should be represented within it on a basis of equality, and that all practical measures for the reorganization of the separate parts of the Secretariat should be directed towards the realization of this aim.

36. The Soviet expert pointed out that essential categories of political questions and the direction of political affairs had without justification been moved from the Department of Political and Security Council Affairs to the Office of the Secretary-General. In his view, one of the indications of an incorrect and unhealthy system of organization was the concentration in the Offices of the Secretary-General of seven Under-Secretaries out of a total of thirteen Under-Secretaries at Headquarters. He considered that a situation in which one half of the Under-Secretaries were working in the Offices of the Secretary-General could not be regarded as normal nor as meeting the needs of a proper administrative organization of the Secretariat. In his view, it was necessary to terminate without delay the improper handling of political affairs in the Secretariat; namely, their removal from the Department of Political and Security Council Affairs and their transfer to other units of the Secretariat for the purpose of concentrating the direction of political affairs in the hands of citizens of the United States and its allies. He stressed the necessity for concentrating the implementation of decisions of the Security Council in the Department of Political and Security Council Affairs. Such a system would, in his view, undoubtedly be more effective.

37. Three members of the Committee, Mr. Quaison-Sackey, Mr. Loutfi and Mr. Venkatachar, favoured the maintenance of the present structure at the Under-Secretary level, subject to an important change in the handling of political affairs. They proposed that, in order to enable the Secretary-General to discharge his political responsibilities, there should be at the top level three Deputy Secretaries General, who would be primarily concerned with political, diplomatic and ad hoc functions of a special character, including administrative and budgetary functions. The three Deputy Secretaries-General would be chosen by the Secretary-General, taking into account the main political trends in the world today. For these three posts, it is necessary to seek men of eminence and high attainments, distinguished in public affairs. As a general rule, there should be no recruitment save in very exceptional cases from Under-Secretaries. The Deputy Secretaries-General should serve for one term only. The existing posts of the two Under-Secretaries for Special Political Affairs should be abolished. One Deputy Secretary General would take over the duties at present performed by the Executive Assistant to the Secretary-General. He would have supervisory charge of the Offices of Conference Services and General Services. The second Deputy Secretary-General would be the head of the Department of Political and Security Council Affairs. The third would be in charge of special political affairs as well as administration and budget. The existence of these three posts would not prejudice the right of the Secretary-General to invite highly qualified men of eminence from outside the Secretariat for special ad hoc assignments.

38. Other members of the Committee considered that there would be practical advantages in a grouping of activities which would reduce to not more than eight the number of officials in the grade immediately below the Secretary-General. Each of these senior officials would be in charge of an important segment of the work of the Organization and, as a group, they would act as the Secretary-General's advisers in the discharge of his responsibilities under the Charter. This would not preclude the possibility of the Secretary-General's being able to call upon highly qualified men of eminence from outside the Secretariat for special ad hoc assignments.



39. The areas of activity of these eight officials would be as follows:
- (a) General Assembly and General Committee activities, co-ordination of the necessary services for these bodies, and general co-ordination within the Secretariat;
  - (b) Political and Security Council Affairs and, as soon as feasible, the political responsibilities of the Trusteeship Department;
  - (c) Economic and Social (including technical assistance, Human Rights and Narcotics) and, as soon as feasible, the economic and social responsibilities of the Trusteeship Department;
  - (d) Administrative and budgetary, comprising the Office of the Controller, the Office of Personnel and the Office of General Services;
  - (e) Conference Services;
  - (f) Legal Affairs;
  - (g) Public Information;
  - (h) Trusteeship and Information from Non-Self-Governing Territories (temporarily).

The Director of the European Office of the United Nations and the Chairman of the Technical Assistance Board would have the same status as the above eight officials. In connexion with the grouping of functions proposed above, the Committee wishes to draw attention to its observations in paragraph 165 of the present report.

40. The object of the grouping suggested in paragraph 39 above, which is not necessarily in its details the only one which could be adopted, is to bring together like or related activities. The title of senior officials should reflect the importance of their responsibilities.

41. These experts were of the opinion that the Secretary-General should be able to make special appointments to assist him in discharging the responsibilities placed upon him by the Charter or by the resolutions of the Security Council and the General Assembly. They believe that it is unrealistic to expect the Secretary-General to rely exclusively on the regular staff for advice or for implementation of the responsibilities entrusted to him in connexion with various United Nations missions.

#### IV. GEOGRAPHICAL DISTRIBUTION

42. Under its terms of reference in General Assembly resolution 1446 (XIV), the Committee of Experts was requested by the General Assembly in resolution 1559 (XV) "to study the categories of posts subject to geographical distribution and the criteria for determining the range of posts for each Member State with a view of securing a wide geographical distribution of the staff of the Secretariat, taking into account, inter alia, the relative importance of various posts and to report to the General Assembly at its sixteenth session".

43. Since the second session of the United Nations General Assembly, discussions have taken place on the implementation of the provisions contained in the Charter concerning geographical distribution. The Assembly on several occasions has requested the Secretary-General to take all practical steps to ensure the improvement of the existing geographical distribution of the staff. Although there has been some comment on the formula at present adopted for calculating the distribution of staff among nationals of Member countries, a principal criticism has been that in regard to certain countries the present position does not conform to that formula, more particularly in the case of the more senior posts (see annex II).

44. The Committee of Experts has considered the matter from the following aspects:

- (a) The basic principles set forth in the Charter;
- (b) Categories of posts subject to geographical distribution;
- (c) Criteria for determining the range of posts for each Member;
- (d) How practical difficulties in implementing the existing or any revised formula can be overcome.

##### Basic principles set forth in the Charter

45. The relevant provision of the Charter concerning geographical distribution (Article 101, para. 3) reads as follows:

"The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence, and integrity. Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible."

The Preparatory Commission expressed the opinion that these two principles, "as experience has shown, can in large measure be reconciled".<sup>2/</sup> In resolution 153 (II) of 15 November 1947, the General Assembly expressed the view that the attainment of a balanced geographical distribution in the composition of the Secretariat did not conflict with "the necessity of securing the highest standard of efficiency, competence, and integrity". In the General Assembly's view, the international character of the Secretariat made it desirable that "the policies and administrative methods of the Secretariat should reflect, and profit to the highest degree from, assets of the various cultures and the technical competence of all Member nations". This view was reaffirmed by the General Assembly in its resolution 1559 (XV). Thus defined by the General Assembly, the principle of geographical distribution is clearly consistent with the "paramount consideration" of efficiency, competence, and integrity. It is the application of the principle that has presented difficulties which the Committee has been requested to study.

46. In addition to the terms of Article 101, paragraph 3, Article 100 provides as follows:

"1. In the performance of their duties the Secretary-General and the staff shall not seek or receive instructions from any government or from any other authority external to the Organization. They shall refrain from any action which might reflect on their position as international officials responsible only to the Organization.

"2. Each Member of the United Nations undertakes to respect the exclusively international character of the responsibilities of the Secretary-General and the staff and not to seek to influence them in the discharge of their responsibilities."

47. When the form of organization of the Secretariat was under consideration by the Preparatory Commission and the General Assembly at its first session in 1946, some delegations were in favour of organizing it as an inter-governmental organ. It was, however, the concept of an international Secretariat with officers of different nationalities appointed by the Secretary-General and responsible only to the Organization which was adopted. The Staff Rules and Regulations provide for the detailed implementation of this concept on the basis, in the main, of a career staff.

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<sup>2/</sup> Report of the Preparatory Commission of the United Nations (PC/20), chapter VIII, section 2, para. 7.

48. The Soviet expert considers that the concept of a "permanent civil service" in respect of the personnel of the Secretariat is not justified as regards posts falling under geographical distribution. He regards this concept as only a cover for the unsatisfactory practice of recruiting the personnel of the Secretariat on a clearly improper, one-sided basis. In order that the Secretariat of the United Nations should in fact be an international organ it is necessary that persons filling posts under geographical distribution should be granted temporary contracts. Only this method, in his view, will ensure the necessary influx of new strength to the Secretariat and the constant contact and interplay between the Secretariat and the States Members of the United Nations with varying political tendencies and social systems.

49. Mr. Georges-Picot considers that the question really at stake in this chapter is the whole problem of the nature of the Secretariat.

Categories of posts subject to geographical distribution

50. The initial problem is the determination of the categories of posts subject to geographical distribution. More specifically, the question which the Committee is asked to consider is that of the categories of posts which should be included in determining the total number of posts to be used as a base in calculating the desirable range for each Member. Including a particular category of posts for this purpose does not mean that the agreed formula for geographical distribution is to be applied strictly in each category, or that the application of the principle of wide geographical distribution is not desirable in excluded categories.

51. At present, the principle of geographical distribution extends to all appointments of more than six months duration to posts in part II of the regular budget at the Professional level and above, plus, at Headquarters, the principal level of the General Service category (G-5), except for staff appointed to posts with special language requirements. The staff subject to geographical distribution thus includes staff members detailed from the regular establishment for service with missions but not staff recruited specifically for a particular mission. Posts with special language requirements include translator/precis-writers, interpreters, proof-readers, verbatim reporters, editors (in the Office

of Conference Services) and terminologists. The staffs of the Technical Assistance Board, of the Special Fund, of the International Court of Justice, of the Office of the United Nations High Commissioner for Refugees and of UNICEF are at present excluded from the annual report made by the Secretary-General to the General Assembly on the geographical distribution of the staff of the Secretariat of the United Nations.

52. The Committee has been asked to consider the question of the scope of application of the geographical distribution principle, both from the point of view of positions now included, and from the point of view of possible extensions.

53. Under the present Staff Rules, the requirement of recruitment on as wide a geographical basis as possible applies to the principal level of the General Service category (G-5) at Headquarters. The Committee considers that it would be useful for the General Assembly to make a separate special study of the entire range of General Service posts with a view to deciding which categories of General Service posts should be made subject in future to geographical distribution. For example, consideration might be given to the desirability of applying the principle to certain categories such as secretaries, documents control staff, stenographers and typists. Pending the completion of such a study, the Committee recommends that all posts in the G-5 category at Headquarters should remain as they are now, subject to geographical distribution. Implicit in this recommendation is the belief of the Committee that posts in the G-5 category at Headquarters, pending the results of this study, should be filled by international recruitment as well as by promotion, and that it would be undesirable for the number of nationals in this category from the host country to exceed the present proportion of two-thirds.

54. The Committee has considered whether the following categories of staff should be included within the total number of posts to be used as a base in calculating the application of the formula for geographical distribution:

- (a) Mission staff at the P-1 level and higher, sent to various countries under resolutions of the General Assembly, the Security Council or other organs of the United Nations, and the heads and members of such missions, including those personally designated by the General Assembly or the Security Council, where their appointments exceed six months;

- (b) The Chairman of TAB and its staff and the Managing Director and Staff of the Special Fund;
- (c) The staff of the International Court of Justice;
- (d) The High Commissioner for Refugees and his staff;
- (e) The Executive Director of UNICEF and his staff;
- (f) Consultants appointed by the Secretary-General and experts appointed under the various technical assistance programmes.

55. The majority of the Committee was of the opinion that, while the principle of geographical distribution should be applied to these categories, the implementation of this principle must take into account such factors as: the sources from which the activities were financed; the measure of control exercised by the Secretary-General in regard to individual appointments, in many cases a major consideration; the special character of certain of the appointments and the limitations at times placed on the field of choice. It considered that consultants and experts must be regarded as a separate issue. This is dealt with in paragraphs 61 and 62.

56. The Soviet expert, Mr. Roshchin, was of the opinion that the range of posts subject to geographical distribution should be extended to include all Professional posts in the Secretariat and other United Nations staffs listed in categories (a) to (e) in paragraph 54 above. This would ensure the broad participation of all States in all the various spheres of United Nations activity. He pointed out that all the above-mentioned categories of staff were administered under the Staff Rules and Regulations approved by the General Assembly and participated in the Pension Fund of the United Nations; they were financed by States Members of the United Nations either from the regular budget or from extra-budgetary contributions. In the light of this, it followed that there did not exist a sufficient basis for excluding these categories of staff from geographical distribution.

57. The Committee of Experts is agreed that the Chairman of TAB and his staff and the Managing Director of the Special Fund and his staff should be included in the total United Nations staff for geographical distribution purposes. Although the Expanded Programme of Technical Assistance and the United Nations Special Fund are financed outside the regular budget of the United Nations, appointments of

their staff are made by the United Nations Director of Personnel, acting on behalf of the Executive Chairman and of the Managing Director, respectively. Moreover, their activities, so far as the United Nations as one of the participating agencies is concerned, are serviced to a considerable extent by the Department of Economic and Social Affairs.

58. As regards staffs on mission, it is agreed that members of the Secretariat detailed for service with a mission should remain within the scope of geographical distribution. The majority of the Committee holds that special appointments to missions, and related activities must be considered in the light of special circumstances. These appointments may be for a relatively short period; the selection of individuals may be conditioned by special circumstances; the inclusion of such appointments within the over-all geographical distribution would not ensure a wide geographical distribution within the mission itself, and the fluctuations in both the number and the personnel of the mission would considerably complicate the administration of the general principle in the areas to which, in the view of the majority of the Committee, it should apply. The Soviet expert considers that all such staff appointed for more than six months should be brought within the scope of geographical distribution.

59. Both UNICEF and the Office of the High Commissioner for Refugees have substantial staffs which have not so far been included in the United Nations Secretariat for purposes of geographical distribution. UNICEF is financed almost wholly by voluntary contributions, it enjoys a high degree of autonomy in the management of its affairs and it appoints its own personnel. Although a proportion of the administrative costs of the Office of the High Commission for Refugees is borne on the regular budget of the United Nations, in other respects its position is very similar to that of UNICEF. The majority of the Committee accordingly considers that the observation in paragraph 55, above, applies to both these organs and that their staffs should continue to be excluded from the geographical distribution formula although it is clearly desirable that they should be as widely recruited as circumstances permit. The Committee suggests that the annual reports of these two organs regarding the geographical distribution of staff be made available to the General Assembly. The Soviet expert considers that in both cases the staffs should be included in the over-all geographical formula.

60. The appointment of the staff of the International Court of Justice is controlled by the Court itself. In the view of the majority of the Committee, they cannot be regarded as part of the United Nations Secretariat for the purposes of geographical distribution, since the Secretary-General has no control over the appointments of this judicial body. With these views the Soviet expert disagrees for the same reasons as stated in paragraph 56.

61. The United Nations employs each year a considerable number of consultants but in the vast majority of cases the appointments are of short-term duration. The majority of the Committee considers that, while the range of selection should be as wide as possible, it is inappropriate to attempt to apply to them any formal scheme of geographical distribution.

62. A very large number of experts covering a wide range of activities are appointed in connexion with the various technical assistance programmes. In the opinion of the majority of the Committee, while recruitment should be on a wide geographical basis, no regulated scheme of geographical distribution can be applied to such appointments. There are limitations on the sources from which experts can be obtained. Moreover, the country receiving aid makes the final choice as regards the acceptability of a particular expert.

63. The Soviet expert considers that the principle of geographical distribution should also be extended to all consultants and experts recruited by the United Nations Secretariat to carry out particular tasks, research projects and other activities, whether at United Nations Headquarters, at the European Office of the United Nations, in the regional economic commissions or on missions sent to different countries by the Bureau of Technical Assistance Operations, the Special Fund or other United Nations bodies. All such consultants and experts should be tallied separately from the staff of the Secretariat and other United Nations bodies.

64. In view of the special importance of posts at the Under-Secretary and Director (D-2) level, the majority of the Committee proposes in paragraph 77, below, a modified formula for geographical distribution in these posts. It is important to determine whether this formula should apply to all of these posts. As will be seen from annex III there are at present thirty-two posts at the Under-Secretary or equivalent level and sixty-three posts at the D-2 or equivalent level. The



Soviet expert considers that the principle of geographical distribution should apply to all these ninety-five posts. The majority of the Committee would exclude from the application of the new formula the posts in categories V and VI of the table leaving twenty posts of Under-Secretary and fifty-three posts of D-2, or seventy-three in all to be included. The present position and the effects of applying the new formula to (a) the ninety-five posts and (b) the seventy-three posts is also set out in annex IV.

Criteria for determining the range of posts  
for each Member

65. The Committee of Experts was requested to study "criteria for determining the range of posts for each Member State with a view to securing a wide geographical distribution of the staff of the Secretariat, taking into account, inter alia, the relative importance of various posts".

66. Under the existing formula, posts subject to geographical distribution are apportioned among Member States on the basis of their contributions to the United Nations budget. The "desirable range of posts" is calculated in accordance with the percentage of budgetary contributions adjusted by 25 per cent in an upward or downward direction, except that (1) the upward adjustment of 25 per cent is not given to Member States whose contribution to the budget is over 10 per cent (United States and USSR) and (2) a desirable range of 1 to 3 has been allowed for Members whose contribution is less than 0.14 per cent. For the purpose of this calculation, fractions of more than half count as one, fractions of less than half are ignored.

67. The distribution of staff by nationalities under the existing formula is given in annex II. In the fifteenth session of the General Assembly the question of geographical distribution was discussed at some length, and considerable dissatisfaction was expressed. Among the arguments advanced by the critics of the formula and its implementation were the following: (1) that the system was at variance with the Charter principle of equality; (2) that it gave a preponderant influence in the Secretariat to certain countries; (3) that it was faulty in treating all posts equally; and (4) that it did not give sufficient weight to the population factor.

68. Consideration has been given to the possible use of a points system to give varying weights to different posts, and to the calculation of national quotas on the basis of points rather than positions.

69. The Soviet expert, bearing in mind the fact that the various posts in the Secretariat and other United Nations bodies were not equivalent in value, proposed that the extent to which States filled their quotas of United Nations posts should be calculated both on the basis of the total number of persons recruited by the United Nations and on the basis of weighted indicators. He proposed that, for the time being, pending a thorough study of the matter, the salary level applicable to each post subject to geographical distribution be taken as the basis for computing the weighted indicators.

70. The Committee of Experts examined this suggestion and the methods of calculating the formulas abandoned as impractical by the United Nations Educational, Scientific and Cultural Organization and used by the Food and Agriculture Organization of the United Nations to weight the different levels of posts in a formula for geographical distribution. It was agreed that some consideration should be given to the view that an otherwise adequate number of posts at junior levels does not compensate for the absence of staff at senior levels. The majority of the Committee concluded, however, that no significant advantages appeared to be gained at this time by adopting a more elaborate mathematical formula to include weighting of the level of posts.

71. It has seemed to the Committee that, until further studies are made, the problem of equating posts at different levels can best be solved, though admittedly not wholly, by dividing the problem into two parts: (1) geographical distribution at the levels G-5 (at Headquarters) and P-1 through D-1, and (2) geographical distribution at the levels of D-2 and Under-Secretary. The reasons for division at this point are the following: (1) the D-1 level is normally the top promotion level, though the possibility of promotion to the D-2 and Under-Secretary levels exists and certainly should continue to exist; (2) appointments to the levels above D-1 are not subject to the promotion procedures embodied in the Staff Rules; (3) posts at the Under-Secretary and D-2 levels have policy-making responsibilities which set them apart from posts at lower levels. For positions in the G-5 through D-1 range, the majority of the Committee proposes a formula for determining a

target for each Member State. For the positions at the D-2 and Under-Secretary levels, the majority of the Committee proposes a similarly constructed formula for distribution on a regional basis.

72. For the lower range of posts (P-1 through D-1, and G-5 at Headquarters), the majority of the Committee proposes as a first measure a new formula which takes account not only of financial contributions but also of the factors of equality and population, and which introduces an element of flexibility by allowing for the allocation of a certain number of posts on a regional basis.

73. The majority of the Committee proposes a new formula which would establish for each Member a figure representing the reasonable expectation of that Member's share in the membership of the Secretariat in the categories and at the levels to which the geographical principle applies. The total of these figures should not exceed the number of posts available in the proposed area of geographical distribution.

74. The new formula which the majority of the Committee of Experts proposes is designed to recognize four factors:

- (i) The membership, as such, of the Organization;
- (ii) The population factor;
- (iii) The desirability of securing over-all geographical balance for the seven main geographical regions of the world. The groupings the Committee proposes to use for the time being for these purposes are those adopted by TAB as follows: Africa, Asia and the Far East, Eastern Europe, Western Europe, Latin America, Middle East, North America;
- (iv) The size of each Member State's contribution to the regular budget of the United Nations.

75. To achieve this objective, the majority of the Committee of Experts proposes that:

- (i) A minimum of two staff members from each Member State should be adopted as the base in order to reflect the membership, as such, of the Organization;
- (ii) In addition, one staff member should be recruited from each Member State for each 10 million population up to

150 million, and an additional staff member would be allotted for each 30 million population in a Member State in excess of 150 million. In applying this calculation to each Member State, only whole numbers would be used; fractional portions would be totalled for States in a region and allotted as a regional float to be used as the requirements of the service and the availability of qualified candidates may indicate;

- (iii) The remainder of the posts available under geographical distribution would be allotted to each Member State in accordance with its contribution to the regular budget of the United Nations.

76. Annex V shows the effect of the new formula on the staff as at 1 April 1961, at levels G-5 (Headquarters) through D-1.

77. For positions at the D-2 and Under-Secretary levels, it is clear that the country formula suggested for grades G-5 (Headquarters) through D-1 is inappropriate and that some form of grouping must be adopted. The majority of the Committee of Experts suggests that for the time being this grouping should be the regional one referred to in paragraph 74 (iii) above, and that candidates for positions at the D-2 and Under-Secretary level be recruited in the same ratio as the total of the desirable target of the countries of each region bears to the total number of G-5 (Headquarters) through D-1 positions. (Table I in paragraph 82 shows the effect of this suggestion.)

78. The Soviet expert considers that, in setting quotas of Secretariat posts for States Members of the United Nations, it is necessary to proceed from the fact that the United Nations consists at present of three basic groups of States - "socialist States, neutralist States and States members of Western military alliances". In order that the United Nations might successfully discharge the tasks which face it, the above groups of States Members must be represented in the Secretariat on the basis of equality. The quotas of Secretariat posts must be calculated in such a manner as to ensure the equal participation in the work of the Secretariat for these three groups of States. The new criteria recommended

by the majority of the Committee for calculating the quotas of States are not directed to ensuring conditions of equality in the work of the Secretariat for these three groups of States, and therefore if the quotas are established on the basis of the criteria developed by the Committee, the Secretariat will not be recruited on the necessary international basis. It will again, as heretofore, express in a one-sided way the interests of States Members of Western military alliances.

79. Mr. Georges-Picot stated that he had reservations regarding the new formula. In his opinion it is too rigid and the factors on which it is based should be studied in greater detail. He considers that the existing imbalance could very well be corrected under the present system.

#### Implementation of geographical distribution

80. The Committee has been impressed with the existing imbalance and inequality in geographical distribution of staff. It was informed of the steps taken and to be taken to improve the situation in the range of posts from P-1 to D-1. It is the Committee's view that all practical measures should be taken under the existing regulations, generally, and particularly at the Under-Secretary and D-2 level, to remedy the present position, and that these measures should not be deferred until such time as the Committee's report is received and considered by the General Assembly.

81. The attention of the Committee has been directed to finding methods of improving both the existing situation and the formula on the basis of which new developments may take place.

82. If the regional formula were applied, the effect on the composition of the staff would be as follows:

Table I

Under-Secretaries and officials of equivalent rank  
and Directors (D-2)

(As at 1 April 1961)

<u>Region</u>	<u>United Nations Secretariat</u>			<u>United Nations Secretariat, TAB, Special Fund</u>			<u>United Nations Secretariat, TAB, Special Fund, missions, UNHCR, ICJ, UNICEF, UNRWA</u>		
	<u>Existing staff</u>	<u>Target</u>		<u>Existing staff</u>	<u>Target</u>		<u>Existing staff</u>	<u>Target</u>	
		<u>Present formula</u>	<u>New formula</u>		<u>Present formula</u>	<u>New formula</u>		<u>Present formula</u>	<u>New formula</u>
I Africa	2	2	3	2	3	4	3	3	4
II Asia and the Far East	8	6	8	11	8	11	17	12	13
III Europe, Eastern	4	8	8	4	11	10	4	14	14
IV Europe, Western	13 <sup>a/</sup>	11	10	18 <sup>a/</sup>	15	13	25 <sup>a/</sup>	19	18
V Latin America	4 <sup>a/</sup>	3	3	4 <sup>a/</sup>	3	4	4 <sup>a/</sup>	4	5
VI Middle East	-	1	1	-	2	2	1	2	2
VII North America	14	14	12	22	19	17	26	26	24
<u>Total:</u>	45	45	45	61	61	61	80	80	80
<u>Non-member:</u> Switzerland	-			-			2		

<sup>a/</sup> Includes one staff member at D-2 level on leave without pay for a period longer than six months.

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Table II

Staff at levels G-5 (Headquarters) through D-1

(As at 1 April 1961)

<u>Region</u>	<u>United Nations Secretariat</u>			<u>United Nations Secretariat, TAB, Special Fund</u>			<u>United Nations Secretariat, TAB, Special Fund, missions, UNHCR, ICJ, UNICEF, UNHWA</u>		
	<u>Existing staff</u>	<u>Target</u>		<u>Existing staff</u>	<u>Target</u>		<u>Existing staff</u>	<u>Target</u>	
		<u>Present formula<sup>a/</sup></u>	<u>New formula</u>		<u>Present formula<sup>a/</sup></u>	<u>New formula</u>		<u>Present formula<sup>a/</sup></u>	<u>New formula</u>
I Africa	49	56	80	49	56	81	56	61	98
II Asia and the Far East	204	178	235	215	190	246	263	259	302
III Europe, Eastern	84	219	209	87	235	227	90	321	312
IV Europe, Western	379	299	262	415	321	284	676	440	394
V Latin America	107	76	94	119	79	97	136	101	117
VI Middle East	41	25	36	46	26	36	56	29	41
VII North America	381	392	329	401	425	361	515	581	528
<u>Total:</u>	1,245	1,245	1,245	1,332	1,332	1,332	1,792	1,792	1,792
<u>Non-members:</u>									
Germany	2			5			14		
Switzerland	20			22			40		
Stateless	1			1			1		
<u>Total:</u>	1,268			1,360			1,847		

<sup>a/</sup> The figures given in these columns represent the median of the desirable range for each region calculated under the present formula.

83. The suggestion has been made that the situation in some instances is sufficiently serious to require and to justify drastic action, such as the termination of career or fixed-term appointments in violation of contractual obligations and the closing of promotional opportunities in order to create vacancies at the appropriate levels which can be filled by nationals from under-represented countries. The Committee believes that by orderly procedures a substantial improvement of the geographical distribution situation could be achieved in a period of two to three years.

84. At the request of the Committee, the Director of Personnel submitted to the Committee a forecast plan for improving the geographical distribution of the Secretariat staff which in his best judgement could be put into effect within a period of two to three years and which would not involve resort to extreme measures such as banning promotions or terminating permanent contracts. The plan envisages that a total of 400 posts would fall vacant in the course of 1961 and 1962 which would be filled partly by promotion and partly by international recruitment with the object of improving geographical distribution. Of the 200 posts to be filled by international recruitment, 175 would be earmarked for nationals of countries at present inadequately represented in the Secretariat and twenty-five for nationals of countries at present adequately represented. The plan provides that, in order to improve, for example, the position in the Secretariat of nationals of Eastern European countries, nationals of these countries would have to be offered not less than 100 posts in 1961-1962 in addition to the eighty-four posts now held by nationals of those countries. The plan also envisages appropriate measures for improving the position in the Secretariat of other under-represented countries. The details of this plan are given in annex VI.

85. The Director of Personnel indicated that recruitment was, in fact, proceeding at the moment on the basis of the estimates given in the plan. The Committee endorses this plan and recommends its implementation. A corresponding improvement of geographical distribution should be implemented also with respect to the categories of D-1, D-2 and Under-Secretaries which are not referred to in the above plan.

86. If additional measures are considered necessary to achieve wider geographical distribution, the Committee recommends that consideration be given to a plan whereby a certain number of senior staff officers would be willing to accept early



retirement, thus creating vacancies at the top which could be used for promotion or appointment from the outside. Such a plan would require revision of the Staff Rules and Regulations, which at present provide only for termination with a lump sum compensation or resignation without compensation. Provision would need to be made for full pension rights as if retirement had taken place at 60 and a lump sum payment on retirement. The number of such voluntary retirements per year would need to be limited to a reasonable figure, for example ten to fifteen, to protect the Secretary-General against pressures. Such retirement might take place from the age of fifty.

87. The Committee of Experts recognizes that for some time to come it will be difficult to secure candidates from a number of Member States. The solution here would seem to lie in the creation and implementation of an adequate programme for trainees, who would have fixed-term contracts of two or three years. These trainees would count against their countries' targets but it might be desirable to consider creating some special extra-budgetary trainee posts, or alternatively, to allow flexibility in recruitment levels (which might be P-1 through P-5) and to establish a fund sufficient to permit the employment of some fifteen to twenty staff members in this trainee category.

88. In order to ensure the selection of highly qualified staff, it is necessary that the Secretary-General should have a sufficiently wide choice of candidates. It is desirable that the recruitment of staff should be for a reasonable period of time, and in any case for not less than three years.

89. The proposals that the Committee makes for improving geographical distribution within a two- or three-year period involve certain consequences which might tend to impede the development of an international career service. The Committee recognizes that a certain risk is involved. However, it also feels that the dangers are not as serious as might appear at first glance. An important consideration is the possible effect on the normal expectations of existing career staff. If serious promotion blocks are likely to arise as a result of the steps taken to improve the position in regard to geographical distribution, the Committee recommends that consideration should be given to the possibility of a limited number of personal promotions in excess of the established posts at those levels. This would not involve any increase in total staffs but would result in a temporary increase in the number of higher posts.

90. The Soviet expert proposed that the following steps should be taken as a matter of priority with a view to improving the geographical distribution of United Nations staff:

(a) To put an end immediately to the practice of granting permanent contracts to members of the Secretariat regardless of their nationality.

In the matter of contracts granted to staff members, he proposed that permanent contracts for Under-Secretaries and Directors (D-2 level) be eliminated entirely, that the number of permanent contracts for staff members at the D-1 level be reduced to not more than 30 per cent of the total of such posts and that the number of permanent contracts for staff members in the Professional category be reduced to not more than 40 per cent of the total number of posts in that category.

(b) To stop recruiting to the Secretariat and other United Nations executive bodies nationals of countries whose quotas of Secretariat posts are already filled.

(c) To offer all vacancies, as soon as they become available, to nationals of countries which have not yet filled their quotas.

(d) In order to make new vacancies available for nationals of countries which are under-represented in the Secretariat, he proposed that the following measures should be taken:

(i) All staff members who have reached retirement age should be terminated.

(ii) Artificially established and redundant senior and other posts in the Secretariat (such as the two posts of Under-Secretary for Special Political Affairs etc.) should be abolished. Genuinely necessary posts should be established in their stead and offered exclusively to countries which are under-represented in the Secretariat.

(iii) Finally, if the measures envisaged in sub-paragraphs (i) and (ii) are not sufficient to create the number of vacancies required to effect a substantial improvement in the geographical distribution of the staff of the Secretariat and other United Nations bodies, it will be necessary to terminate some of the staff of the United Nations administrative machinery who are nationals of countries which have appreciably exceeded their allotted quotas of posts in those bodies.

(e) To draw up a two-year plan to ensure that all States Members of the United Nations fill their quotas in the Secretariat and other United Nations bodies. Provision should be made for the plan to be implemented progressively over the eight quarters of the period indicated.

91. The Soviet expert also proposed that the Secretariat should submit to the Members of the United Nations quarterly reports on the implementation of this plan, and that these reports should be given special consideration by the First Committee of the General Assembly, as relating to a question of great political significance on the correct solution of which depends the future of the Organization and its ability to carry out the tasks assigned to it in the United Nations Charter.

92. At the present time the proportion of fixed-term contracts is approximately 18 per cent of the number of posts subject to geographical distribution. The effect of the proposal of the majority of the Committee might involve increasing this proportion to as much as 25 per cent by the end of 1962. The majority of the Committee does not regard this as an excessive proportion. While it is convinced that the bulk of the staff should consist of persons who intend to make service in the Secretariat a career and that the efficiency of the Secretariat is dependent on the existence of a substantial core of career officials, the majority of the Committee agrees that the existence of a suitable proportion of officers on fixed-term contracts serves a useful purpose in introducing new blood and new ideas. The majority of the Committee would not recommend the adoption of the drastic action suggested by the Soviet expert.

93. An immediate consequence of the Committee's proposal is that for the next two or three years recruitment of nationals from certain countries will be substantially reduced except under special circumstances. This will principally affect Western European countries which in the past have contributed most heavily to the personnel of international organizations. This development, however, is a consequence of the emergence of the new nations of Asia and Africa, and of the desire on the part of the Governments of these countries, as well as those of Eastern Europe to participate more actively in the work of the Organization. Both of these developments can only be welcomed by those who wish to see a strengthening of international co-operation. The primary concern of those responsible for the administration of the Secretariat should be to see to it that the necessary adjustments are made in good time, and under such conditions as to increase its vitality and efficiency.

## V. ECONOMIC AND SOCIAL ACTIVITIES

94. In any review of the Department of Economic and Social Affairs, regard must be had to the changes and developments which have taken place over the last fifteen years. The first two sections of Article 55 of the Charter provide that the United Nations shall promote:

- "a. higher standards of living, full employment, and conditions of economic and social progress and development;
- "b. solutions of international economic, social, health, and related problems; and international cultural and educational co-operation."

The provisions of this and subsequent Articles, while not precluding, did not specifically envisage the major developments which have taken place in the field of technical and economic assistance. These developments are reflected by marked changes in emphasis in the work of the Secretariat. Initially, the main roles of the Headquarters staff were the servicing of the General Assembly and its Main and other committees and of the Economic and Social Council and its Commissions; the preparation of various publications; and the carrying out of studies and projects of a research or quasi-research character. At the present time, one of the major activities of the Headquarters staff is the furnishing of substantive support to, and the implementation of, a variety of programmes of technical assistance. Moreover, in the latter field the position has not been static. The original modest provision in the United Nations regular budget was first supplemented by the Expanded Programme of Technical Assistance, financed out of the Special Account. In 1958, the United Nations Special Fund was created to deal with projects of a larger or more comprehensive character. In 1961, the General Assembly decided in principle on the establishment of a United Nations capital development fund; in resolution 1521 (XV) it:

- "1. Decides in principle that a United Nations capital development fund shall be established;
- "2. Resolves that a committee of twenty-five representatives of Member States, to be designated by the President of the General Assembly on the basis of equitable geographical distribution, shall consider all concrete preparatory measures, including draft legislation, necessary to that end;

"3. Requests the committee to submit its recommendations, including the draft legislation, to the Economic and Social Council at its thirty-second session, which shall transmit them, together with its comments, to the General Assembly at its sixteenth session for action;"

95. A second important development has been the setting up of the four regional economic commissions for Europe, Latin America, Asia and the Far East, and Africa, respectively.

96. At the present time, the staff of the Department of Economic and Social Affairs in New York and at the Geneva Office numbers about 300 in the Directing and Professional categories and about 240 in the General Service category. The directing and professional staff of the four regional economic commissions number about 300 and there are about 340 General Service and local staff. These figures include staff needed by three regional economic commissions, other than the Economic Commission for Europe, for translation, interpretation, production of documents and other services which are provided at Headquarters and in the Geneva Office by other units of the Secretariat.

97. Existing plans provide for a further expansion of activities over the next few years. In April 1960, a consolidated report, Five-Year Perspective, 1960-1964 (E/3347/Rev.1),<sup>10/</sup> covering the period 1960-1964, was submitted on the appraisals of the scope, trend and costs of the programme of the United Nations and the specialized agencies in the fields of economic and social affairs and human rights.

98. The report comprised a broad statement of basic economic and social needs and problems, an outline of the scope and trends in the development of programmes and activities of the different organizations, an attempt to highlight some of the general changes that are taking place in the direction of international action in the fields in question, and finally, certain observations on the general questions of co-ordination, priorities and budget. It envisaged an expanding range of activities. In the case of the United Nations regular budget, the original estimate made in 1959 was for an increase of between \$2-1/2 million and \$3-1/2 million over the five-year period, but in a foot-note<sup>11/</sup> reference was made

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10/ Five-Year Perspective, 1960-1964. Consolidated report on the appraisals of the scope, trend and costs of the programmes of the United Nations, ILO, FAO, UNESCO, WHO, WMO and IAEA in the economic, social and human rights fields (United Nations publication: Sales No. 60.IV.14).

11/ Ibid., foot-note to para. 370.

to a considerably more rapid expansion than that assumed when the appraisal was drafted.

99. Included in the report was a table covering the period 1946-1960 showing the expenditure estimates on economic and social activities. Over the eleven years 1949-1960, the average increase in the cost of activities financed from the regular United Nations budget was about 7 per cent per annum. This increase was in part due to increased activities and in part to rising costs.

100. The total expenditure for all purposes and financed from all sources by the United Nations in 1960 amounted to \$226 million (see annex VII). Of this sum, \$68 million was included in the regular budget, the remainder, amounting to \$158 million, being in respect of expenditure financed from extra-budgetary sources. So far as economic and social activities are concerned, the regular budgetary provision of \$22 million was supplemented to the extent of \$87 million by funds from other sources, making a total expenditure on such activities of a little over \$109 million. It will thus be seen that the total United Nations expenditure in 1960 on the economic and social activities represented 48.4 per cent of total United Nations expenditures for all purposes for that year. The amount provided for these activities in the regular budget of the United Nations was 9.8 per cent of total United Nations expenditure for all purposes financed from all sources. The 1961 regular budget provided the sum of \$28,329,000 in respect of activities in the economic and social fields. This provision represented an increase over 1960 of approximately \$6 million.

101. The General Assembly at its fifteenth session in resolution 1554 A (XV) stated as follows:

"The General Assembly

...

"Believing that the appraisals exercise has been a valuable step in the process of developing progressively the effectiveness of the activities of the United Nations and the specialized agencies in these fields ....

"1. Expresses its appreciation to the Economic and Social Council and to its Committee on Programme Appraisals for the work they have done in this respect;

"2. Calls the attention of the Governments of Member States to the importance and usefulness of the report entitled Five-Year Perspective, 1960-1964, and expresses the hope that they will give it the widest possible distribution within their respective administrations."

102. It is not for the Committee to comment on the desirability or otherwise of the expanding activities. The vital issue is that a policy of expansion as regards activities carries with it increased financial provision. Alternatively, if additional finance is not provided, it is necessary to select out of desirable projects those which are the most desirable. These considerations are no less valid whether finances are provided out of the regular budget or from voluntary contributions. They apply to the budgets of the various agencies as well as to the budget of the United Nations itself.

103. The increases envisaged in the consolidated report are not limited to the regular budget. The report<sup>12/</sup> "finds that it would not be unreasonable to think in terms of an early increase in the financial resources of the two programmes [i.e. the Expanded Programme of Technical Assistance and the United Nations Special Fund] to a level of at least \$100 million a year, as contemplated by the General Assembly"<sup>13/</sup> and it points out that the consequences of such an increase on the effectiveness of the assistance which can be provided through international channels would be out of all proportion to the sum involved. But it is wasteful to start planning on the basis of a programme of this magnitude unless a real assurance exists that increased voluntary contributions will be available. It is also essential that Member Governments should do all that lies within their power to facilitate the recruitment of the necessary experts. This is becoming increasingly difficult.

104. While the greater part of the directly attributable administrative costs of technical assistance projects financed out of the Special Account for the Expanded Programme and out of the United Nations Special Fund are no charge on the regular budget of the United Nations, no contribution is made in respect either of the general support services rendered by the Department of Economic and Social Affairs or of general housekeeping services at Headquarters. With a major increase in the scope of the activities under the Expanded Programme and of the Special Fund, there may be an appreciable increase in expenditures under these last two heads.

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<sup>12/</sup> Ibid., para. 371.

<sup>13/</sup> The General Assembly in resolution 1529 (XV) subsequently set a target of \$150 million.

105. In the light of the circumstances now obtaining, the Committee has studied three major questions:

- (a) Whether the present relationship between the functions of the Headquarters staff of the Department and of the secretariats of the regional commissions is satisfactory. With this is linked the question of decentralization.
- (b) Whether the present administration of technical assistance is capable of modification in the interests of efficiency and economy;
- (c) Whether operational expenditures on economic and social matters should be separated out of the regular budget.

106. The functions of the Headquarters staff of the Department of Economic and Social Affairs are:

- (a) To provide substantive services, secretariats and documentation for the Economic and Social Council and its subsidiary organs, the Second and Third Committees of the General Assembly, and other bodies;
- (b) To prepare publications on economic and social subjects;
- (c) To maintain a central statistical office, to compile for publication statistics of international interest and to advise Governments on statistical matters;
- (d) To assist Governments through the United Nations programmes of technical assistance in economic development and social services.

107. The functions of the secretariats of the regional economic commissions are:

- (a) To provide substantive services, secretariats and documentation for the Commissions and their subsidiary bodies;
- (b) To undertake studies, investigations and other activities within the Commissions' terms of reference;
- (c) To contribute to the planning and organization of programmes of technical assistance.

108. Decentralization has been accepted as a policy objective by Member Governments. The General Assembly at its fifteenth session (resolution 1518 (XV)) requested the Secretary-General to consult the regional commissions and the specialized agencies and to report to the Economic and Social Council and the General Assembly at its sixteenth session on the steps taken in implementation of Council resolution 793 (XXX) regarding decentralization. These consultations are now proceeding and will need to be taken into account in considering the recommendation of the Committee.



109. The vital question is the translation of the policy of decentralization into terms of practical administration. To do this there must first be a clear definition in specific and positive terms of what is meant by decentralization. It can mean full devolution of administrative, executive and financial authority within defined limits or spheres. On the other hand, it can mean increased consultation with, and participation of, the regional body in activities for which Headquarters retains ultimate responsibility, both administrative and financial.

110. In the Committee's view, the Headquarters staff of the Department of Economic and Social Affairs would mainly be concerned with general over-all planning and basic research, direction and co-ordination of Secretariat activities for the various economic and social organs. Regional secretariats will have a substantial role to play in this process of over-all planning and basic research, from a regional point of view. In addition, the practical application or implementation of decisions in particular spheres or to specific problems should be entrusted to them. There will also be a devolution of detailed financial authority for these specific areas. There must be full consultation with the regional commissions and their secretariats as regards the transfer and devolution of functions both as regards methods and timing. One of the benefits of decentralization would be that the United Nations would divest itself of all operational tasks at Headquarters with perhaps some minor exceptions.

111. As examples of what the Committee has in mind, it would instance first the Bureau of Social Affairs. The Bureau at Headquarters, in addition to providing the necessary supporting services for the Social and Population Commissions, should concentrate primarily on the study of problems of a general character. There are a number of other matters to which considerable effort at Headquarters is at present devoted. These include community development, low-cost housing and social welfare. The problem now is more a question of the development of policies to meet specific needs and of the practical application of accepted principles. This is a matter which, in the Committee's view, can better be undertaken at a regional level, particularly when it is borne in mind that the practical approach may have to vary from locality to locality. There should also be scope for decentralization of some of the activities of the Industrial Resources Division and of the Resources and Transport Branch of the Department.

112. As a result of a transfer of work of the kind suggested, the staffs of the regional secretariats, particularly those of the Economic Commissions for Latin America, Asia and the Far East, and Africa, would have to be strengthened to enable them to undertake the expanded functions entrusted to them. As activities are transferred, there would be an appropriate reduction in the staff at Headquarters.

113. In the past, a certain number of staff have been transferred from Headquarters to the regional secretariats, but few in the reverse direction. As the regional secretariats become built up there would be benefits both at Headquarters and regionally if some members of regional staffs were transferred to Headquarters. There will be personal problems to be solved, but the aim should be to secure a real measure of interchangeability and flexibility as between the two groups of staff.

114. In the field of technical assistance, administrative problems arise from the fact that it does not at present take the form of a unified activity. Money for the regular programme is provided on one basis, for the Expanded Programme on another. Available funds are allocated to objectives in about seventy-five countries with varying needs. The income of the Expanded Programme is pledged on an over-all basis. Expenditure out of it is the responsibility of nine separate organizations, whose activities have nevertheless to be co-ordinated. The United Nations Special Fund also operates under its own provisions. If there was a single method of financing technical assistance and if all available moneys were administered by one unified organization, a number of administrative problems would be eased. The present position derives from considered decisions of the General Assembly. The Committee would, however, suggest that the desirability and possibility of some measure of unification should be kept in mind when future developments are under consideration. Taking into account the position as it is today, the Committee has come to the conclusion that the time is now ripe for responsibility for the execution of technical assistance in the economic and social fields to be entrusted to the regional commissions and their secretariats as rapidly as the latter are ready to undertake these additional functions. The Committee realizes that this will raise major problems of organization.

115. The Soviet expert considers that activities connected with technical assistance to economically under-developed countries, at present conducted by various bodies of the United Nations, should be concentrated in a single body.

It appears in this connexion desirable to combine the staff of the Special Fund and of the Technical Assistance Board. Furthermore, the operations conducted within the United Nations Department of Economic and Social Affairs by the Bureau of Technical Assistance Operations (BTAO) and the Office of the Director for Special Fund Activities should be combined in one single Secretariat unit. Consideration should also be given to appropriate steps for the establishment of one single United Nations agency to carry out technical assistance. Such a reorganization would simplify the structure of the international staff engaged in such operational activities and would make its work more efficient and effective. It would result in a considerable saving of funds. The staff of such an agency would be financed out of voluntary contributions.

116. The Soviet expert also considers that technical assistance operations can only be conducted on a voluntary basis. Under the United Nations Charter (Article 10), the General Assembly may make recommendations with regard, for example, to technical assistance operations, but it may not adopt decisions binding on all Members on any matter, including the financing of such operations. It seems essential, therefore, to charge all technical assistance appropriations to a special or operational budget, to be covered by contributions in the same manner as operations under the Expanded Programme of Technical Assistance, i.e. on a voluntary basis.

117. So far as the regular and Expanded Programmes are concerned, the Committee noted that a major part of the expenditure on technical assistance falls under three main heads:

- (a) Fellowships;
- (b) Provision of experts;
- (c) Seminars, workshops and the like. These may or may not be what are known as "regional projects".

In the main, these are services of a relatively straightforward character. Must the fact that these are provided for all nations by all nations make their administration complicated and involved? That the present administration is complicated and involved is undeniable. Complications may be inherent in the problem. Alternatively, they may be due to a desire to achieve too high a standard of perfection in dealing with every individual application, or to fit together into a balanced over-all picture the vast number of simple individual pieces.

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118. At an early stage of its proceedings, the Committee decided that, without prejudice to the desirability of a major change, it was important to consider whether in the execution of technical assistance there were any unnecessary procedures or processes. It accordingly suggested in February, and the suggestion was accepted, that a small working group comprising representatives of the Department of Economic and Social Affairs and the Technical Assistance Board, together with experts versed in problems of organization and method should make a detailed examination of (1) the functions of the many individuals who play a part in the whole field of technical assistance; and (2) the processes for handling different types of technical assistance operations. The working group has concentrated its efforts on the improvement of certain internal procedures by giving attention to the following:

- (a) Review of production and distribution of reports from experts;
- (b) Preparation, processing and distribution of job descriptions;
- (c) Possibilities for transfers of responsibility and delegations of authority in BTAO;
- (d) Review of the present organization and functioning of the training and fellowship programme section, BTAO;
- (e) Review of controls over capital equipment.

The Committee is satisfied with the direction which the activities of the working party is taking and recommends that this work continue.

119. There are two main aspects of technical assistance: programming and implementation. Proper programming is a fundamental factor of success or failure. Governments need to know the amount and composition of the programme which they can expect. They often need to adjust their requests to the external supply of assistance available. They may be unaware of certain techniques which can rapidly be introduced without requiring prior assistance of a more general nature. Finally, technical assistance projects tend to have a certain life span and Governments may require advice on a possible new orientation to a programme.

120. Programming is done annually on a country basis. In the case of the Expanded Programme, where the total money available has to be divided among the various agencies, agency planning shares were fixed on an over-all basis, and agency sub-totals for country planning targets. Programming is now carried out on the same basis but related to a two-year period. For the Expanded Programme, the Technical

Assistance Committee has approved, in principle, the adoption of a scheme of project programming, within the country programming system; in recommending project programming to the Technical Assistance Committee, the Technical Assistance Board has proposed retention of the two-year cycle. A project is considered to be an undertaking planned, executed or approved by a Government or Governments, with the assistance of or through one or more of the participating organizations, to achieve, within a specified period of time, a defined objective which is within the general development plan or programme of the country. Under a system of project planning, each project will be prepared in considerable depth and for its entire duration, and it will be approved normally for its whole duration.

121. Planning of the pre-investment projects to be financed from the Special Account is carried out by the United Nations Special Fund. At its thirtieth session, the Economic and Social Council (resolution 786 (XXX)) reaffirmed "its belief that countries receiving aid should have free choice of carefully considered programmes and projects" and that "participating organizations should continue to advise and assist the recipient Governments in the planning and in the implementation of programmes and projects, and to review the technical aspects of the programmes and projects for which they assume responsibility".

122. In pursuance of these objectives, resident representatives of the Technical Assistance Board began to be appointed about ten years ago to a number of countries receiving assistance. Since then, this system has developed and there are now a total of forty-eight such representatives. The functions of the resident representative include the following:

- (a) To act as the principal channel of communications between the Board and the recipient Government in the establishment of the country programme;
- (b) To co-ordinate consultations between the participating organization and the Government in the formulation of the country programme;
- (c) To keep the Government informed of the money likely to be available and to obtain from it its proposals, together with an indication of the order of priority attached to them;
- (d) To assist experts provided under a programme with the necessary administrative support services;
- (e) To co-operate generally with a Government in the implementation of its programme.

123. The review of the technical aspects of a programme is, in the case of the United Nations own programme of technical assistance, at present primarily a function of the substantive divisions of the Department of Economic and Social Affairs at Headquarters.

124. Under a system of decentralization it would still be for the recipient country to plan its programme. So far as the regular programme is concerned, a country would submit its programme to the regional commission to which a financial allocation would be made. The functions of adjusting individual requests to bring them within the total sum available and of advising and assisting countries in the technical sphere, at present undertaken at Headquarters, would in future be carried out at the regional level. Guidance on broad lines of policy would still be given by Headquarters, to which the regional secretariats could refer for advice on new or difficult problems.

125. In the case of the Expanded Programme, a country would continue to submit its proposals to the Technical Assistance Board through the resident representative. He would forward to the regional secretariat that portion of the country's request which is to be carried out by the United Nations (as one of the nine participating organizations). The latter would transmit to the Board its comments and recommendations.

126. Co-operation between resident representatives and regional secretariats should be strengthened with a view to building up the kind of close working relationship which must exist if a system of decentralization is to be made effective. At present, meetings of such representatives in the various parts of the world are held regularly under the auspices of the Technical Assistance Board. The Committee realizes the difficulty of arranging meetings at dates which best suit the interests of all interested parties. There would, however, be real advantage if these meetings could be held shortly after the annual meeting of a regional economic commission, preferably at the commission's headquarters. These meetings would be attended by the executive secretary of the commission, with, where necessary, one or two senior members of his staff. The decisions reached and the broad lines of policy adopted by the commission could be explained and the resident representative when he returned to his country of assignment would have a background against which to advise Governments on specific projects. Such meetings held during the annual meetings of the Economic Commission for Africa have already proved useful.

127. Implementation is at present primarily the task of the Bureau of Technical Assistance Operations and of the Technical Assistance Recruitment Services. The major portion of the staff of both these divisions is located in New York. The Bureau has some staff in Geneva and the Recruitment Service a small office in Paris.

128. Under decentralization, implementation would be the responsibility of the regional secretariats to which the present geographical sections of the Bureau of Technical Assistance Operations would be transferred. The functions at present performed by the Fiscal Control Section would be carried out regionally.

129. It will be necessary to retain in New York and Geneva small units for the placing of fellows in North America and Europe, respectively. The Geneva unit should work closely with the Economic Commission for Europe, which is in a good position to undertake the placing of fellows in Europe. Placement within a region will tend to become an increasing practice and would be undertaken by the regional secretariat concerned. Selection of individuals for approved fellowships would be the responsibility of the regional secretariats in consultation with the resident representative.

130. The appointment of experts is a lengthy process. Some delays are unavoidable, but all possible steps must be taken to reduce the time taken at certain stages. The executive agency for the recruitment of experts is the Technical Assistance Recruitment Service (TARS). This Service, as stated above, has an office in New York and another in Paris. At present, many experts come from North America or Europe, though a small but increasing number are becoming available in other parts of the world. When recruitment from within a region becomes a common practice, it could be a responsibility of the regional secretariat, in which event some outposting of staff from TARS would be necessary. Quite frequently, before recruitment is attempted a lengthy correspondence ensues on a job description. Requirements must be clearly stated, but undue refinement of a job description can be a time-consuming process. TARS is required to circulate generally all vacancies to be filled by new appointments, and countries are given eight weeks in which to make submissions. There then follows the process of consideration and selection, although in certain fields, the problem is more to obtain an expert possessing the required qualifications, not ignoring entirely

language requirements, than to make a selection from a number of suitable candidates.

131. There is one other aspect in connexion with the appointments of experts that merits consideration. The initial selection of an expert is inevitably a long process and the length of the period required for selection is little affected by the length of the assignment. There may be cases where in several countries of a region a probable need for a certain type of expert can be anticipated for a period of, say, three or four years, although his precise assignment for the whole of that period cannot be forecast at the outset. In such cases, it would certainly avoid delay, and reduce travel costs, if the regional secretariat could offer an appointment for a sufficiently long period. The expert would be assigned to tasks as, in the opinion of the regional secretariat, the need arose and programmes would be adjusted in the knowledge of his availability. The risk that there might occasionally be a short gap between his assignments would in terms of cost be more than offset by the saving on travel and recruitment processes.

132. For as long as the bulk of the experts come from North America or Europe a recruitment organization will need to be maintained in these two parts of the world. For North America, New York remains the best choice and the recruitment service there would, when necessary, obtain advice on an individual's technical qualifications from one of the substantive divisions of the Department of Economic and Social Affairs. The location of the European office of TARS in Paris has certain geographical advantages but, on balance, we suggest that in future it should be located in Geneva where its members can be in personal touch with the substantive divisions of the secretariat of the Economic Commission for Europe from which advice can be sought on technical qualifications. Liaison will need to be maintained between TARS and the regional secretariats.

133. Decentralization will have important consequences in the financial field. So far as the regular programme is concerned, it would mean the allocation among the various regions of their appropriate proportion of the total sum provided in the United Nations budget. Country programmes under the regular programme would be submitted to, and considered by, the regional organization, which would determine the allocation to each country. The assistance to be rendered under



the Expanded Programme will continue to be approved by the Technical Assistance Committee on the recommendation of the Technical Assistance Board, which will have had before it the regional views and suggestions. When that part of the programme which is to be administered by the United Nations has been approved, and the funds allocated by the Technical Assistance Committee to the United Nations as the operating agency, the necessary finances would be transferred to the regional commission which would then become responsible for execution and implementation.

134. A special arrangement would be necessary for the countries in the Middle East, which are not at present members of any regional commission. Special arrangements would also be necessary in the case of technical assistance activities in the fields of human rights and narcotics which are somewhat outside the functions of a regional commission.

135. Mr. Goodrich does not agree with the suggestion in paragraphs 124 and 133 that amounts available for technical assistance under the regular United Nations programme should, with minor exceptions, be allocated to the various regional commissions for distribution by them among various countries and regional projects in the region. In his opinion, this would only be acceptable if viewed as an objective to be achieved with great flexibility. There are no recognized criteria apart from the merits of particular projects for making such an allocation to regions, and consequently, there is the danger that political considerations would be decisive. Nor is it clear that the regional commissions and secretariats want the responsibility of finally determining within regions the priority of projects to be undertaken. On purely psychological grounds, it might indeed be easier for would-be recipients of aid to accept a decision at the centre than a decision of a regional organ of which they are members. The allocation of available funds to the commissions would deprive the programme of a desirable element of flexibility, since, except for small amounts reserved for technical assistance projects in the Middle East, and in the narcotics and human rights fields, no funds would be available to Headquarters to meet needs that cut across regional lines, emergency needs, or needs that otherwise would not be met by the regional organs. Finally, though the amount involved is relatively small, this makes it all the more necessary that the amount be spent wisely and with

maximum efficiency. While there are sound reasons for associating the regional commissions and secretariats more closely with Headquarters in the preparation of programmes and for placing responsibility on them for the execution of programmes, it is extremely doubtful that the regional commissions and secretariats are yet in the position, or likely to be in the position for some time to come, to discharge wisely and efficiently the responsibilities involved in determining how a regional allocation of technical assistance funds is to be spent. Furthermore, the limited supply of available experts makes it all the more necessary that priorities be established on a global basis. While the Committee's recommendation regarding regional allocation of funds applies only to the regular technical assistance programme since the Expanded Programme is a co-operative arrangement between the United Nations and the specialized agencies, the application of the same principle to this Programme would be open to similar objections, magnified by the degree of magnitude of the Expanded Programme.

136. The Committee realizes the difficulties of changing from a centralized to a decentralized system. It appreciates that there will be a number of detailed problems, including those of personnel, which will require careful consideration. There may also be some additional burden on the Technical Assistance Board which will, in future, have to deal with at least four regional secretariats.

Nevertheless, the Committee believes that, when the change has been completed, a simpler system will result. This is an important consideration. The United Nations has a major role to play in the field of technical assistance and it can give vital help to developing countries. All possible steps must be taken to avoid the value of the work done being overshadowed by criticism in regard to detailed execution. Moreover, with decentralization, the staff at Headquarters will be able to concentrate on the main task of direction of policy and over-all co-ordination, leaving the detailed executive work to the regional secretariats. The transfer of the necessary substantive support from Headquarters to the regional secretariats will involve some transfer of staff, which will help in the build-up of regional secretariats, not only in regard to the execution of technical assistance but from a more general point of view also.

137. The regional commissions and their secretariats are playing an increasingly important role in the sphere of economic and social affairs, and the Committee has studied the present scope of their activities.

138. In view of the difference in character from those of the other commissions of many of the activities of the Economic Commission for Europe, it will be convenient to deal with it separately. It is little concerned with technical assistance. On the other hand, it has a large Research and Planning Division, including a Statistical Section. The remainder of its activities are devoted mainly to practical problems concerning trade, transport and economic development as between countries, particularly as between Western and Eastern European countries. An important consideration is that it is the only organization of its kind representative of all European countries. Notwithstanding the fact that its membership has doubled since its inception, its staff over the last ten years has remained constant.

139. There is some difference of opinion among Member Governments as to the relative effort which should be devoted to the two main aspects of the Commission's activities. There are a number of other organizations, with a somewhat different membership, and national institutes which are studying problems in the general economic field. We do not suggest that there should be any immediate drastic changes in the functions of the Research and Planning Division, but as time goes on there should be scope for some curtailment of its activities by their restriction to matters which would not otherwise be dealt with.

140. The other activities of the Commission's secretariat in the main stem from the activities of a wide range of committees and subsidiary bodies. There are ten main committees. The subsidiary bodies change from time to time; moreover, some do not meet every year. In the year 1959/1960, there were, however, meetings of forty-four such bodies. Valuable work is being done, and the secretariat is alive to the need for abolishing bodies which have outlived their usefulness, or for reducing the frequency of meetings. It is hoped that full support will be given by Member Governments to proposals of this character. Better service will be rendered if the available staff can concentrate their efforts on the more important issues rather than be compelled to spread them over a wider range of matters not all of equal importance.

141. The membership of the three other regional commissions comprises, in the main, countries in varying stages of development faced with different problems. The regional secretariats are required to undertake analyses of economic problems

and surveys in a wide range of technological fields. They have to stimulate Member Governments to make surveys of their natural resources. They have to encourage co-operation among countries which by tradition have been self-centred, or which have in the past been under the control of a major European Power. They have to assist developing countries in the field of economic planning so that new projects are considered not individually but as part of an over-all plan. In the undertaking of these tasks, an important factor is their awareness of the practical problems of their respective regions.

142. Regional secretariats should be given some greater authority within an over-all limit to incur expenditure on matters which, though from a financial point of view relatively minor, may be of considerable importance from the point of view of the smooth and easy running of the organization. For example, if a particular problem is to be discussed at a commission meeting and if an outstanding expert on the subject happens to be on a technical assistance project within the region, it should be possible for the regional secretariat to have the power to make the necessary financial arrangements for his attendance should this be desired. In general, subject to proper financial control, there should be a reasonable measure of flexibility in regard to detailed activities.

143. Co-operation between the secretariats of the regional commissions and the regional staffs, where they exist, of the specialized agencies varies. Over-all co-ordination is secured through the machinery of the Administrative Committee on Co-ordination. But co-ordination in regard to day-to-day affairs is equally important. For example, a series of visits to a particular country from representatives of a number of United Nations organizations on a matter which has, at any rate, certain common features may have unfortunate psychological results. The Committee suggests that special attention should be given to this matter. The remedy for existing defects may well vary from region to region. One possibility would be an annual meeting between the representatives of the various United Nations agencies in each region. Direct communication between the regional secretariats should be encouraged.

144. In many of the developing countries, there now exists some form of economic development planning authority. Such an authority can be of great value, both generally and in the technical assistance field. It can, for example, ensure

that a country's various requests for technical assistance are balanced and related, and fit into a broad over-all development programme. Co-operation between existing authorities and the secretariats of the regional commissions is, in general, good.

145. In 1959 there were set up in Latin America, under the joint auspices of the regional economic commission and the technical assistance authorities, advisory groups, of which three are now functioning. Their main tasks are to leave in operation, upon their departure, a policy-making process at the government level and to train personnel for this purpose. A large number of people are being trained on the job, processes of co-ordination are being reorganized and procedures are being established to ensure sound economic training. In Asia and the Far East, a small panel of experts visited a series of countries in connexion with census operations. By sending the same group to different countries for a short period at the right time, it was possible to introduce a certain degree of uniformity in the statistical procedures, which was necessary for the comparability of the census results. Such a procedure produces better results than the long-term assignment of a single expert to one or two countries or the grant of a limited number of fellowships to countries in the region.

146. The problems to be solved and the best way of solving them will vary from region to region, but the arrangements outlined in the preceding paragraphs indicate, in the Committee's view, ways in which a regional commission can make important contributions to the developing countries in its region.

147. The future general organization of the Department of Economic and Social Affairs will be affected by the decisions taken on other proposals in the Committee's report. Broadly, it should reflect the four main divisions into which the Department's activities fall: general economic questions, general social questions, which might include human rights and narcotics, general questions in the field of technical assistance, and co-ordination with the activities of the specialized agencies. The officer responsible for co-ordination acts as chairman of the ACC's Preparatory Committee and as rapporteur of the ACC itself, of which the Secretary-General is chairman. He must have the necessary status vis-à-vis the representatives of the specialized agencies who attend meetings of the Preparatory Committee and his present relationship with the Secretary-General must be maintained.

## VI. BUDGET STABILIZATION

148. The Committee has been impressed by the high rate of increase in the expenditures of the Organization in recent years, not only those financed out of special funds but also those included in the regular budget of the United Nations, of which Secretariat costs constitute a major part. While recognizing that increases inevitably result from increased expenditures and demands upon the Organization in the economic and social, and in the peace and security fields, the Committee nevertheless recognizes that there are practical limits to the increased financial burdens which Members will accept. Evidence of Member discontent with the developing situation is found in the request of the General Assembly that this Committee be appointed.

149. Along with suggestions for achieving greater economy and efficiency in Secretariat operations by changes in organization, the Committee has considered proposals for achieving these ends by improved financial procedures. These proposals fall into two categories: (1) proposals to achieve stabilization by imposing direct limitations on the size of the budget, especially by removing the operational expenses from the regular budget and including them in a separate budget; and (2) proposals to increase the effectiveness of procedures by which programme priorities are established and enforced and activities are brought into line with resources.

150. Any stabilization of the budget by direct limitation requires the definition of expenditures that are thus to be controlled. The Committee has excluded from its considerations two categories of expenditure which at present are not included in the regular budget: (1) those expenses for economic and social development currently financed by voluntary contributions; and (2) extraordinary peace and security expenses such as are being incurred in connexion with the Congo operation, which are to be the object of study by a working party established by the General Assembly at its fifteenth session (resolution 1620 (XV)).

151. Mr. Roshchin suggested that in order to strengthen the United Nations, to raise its prestige in the eyes of the people and Governments of Member States, to regularize the unhappy state of affairs in the financial management of the Organization, it seemed necessary to carry out the following measures:

- (a) To separate out of the regular budget of the United Nations those categories of expenditures which are not connected with the regular, so-called administrative, expenses of the Organization i.e. all operational expenditures such as, for example, expenses connected with technical assistance as well as extraordinary expenses related to the maintenance of international peace and security. Only the so-called administrative expenses necessary to support the Secretariat engaged in servicing the regular activities of the Organization, to ensure the functioning of the various organs of the United Nations, and to pay for the upkeep of Headquarters and offices of regional commissions, information centres, etc., should be retained in the regular budget;
- (b) To stabilize the annual administrative budget of the Organization at a given level and not to permit any departure from the established level, except in connexion with some extraordinary circumstances making additional expenditures unavoidable, or in connexion with an increase in the level of prices, and only by special decision of the General Assembly. The increase in the size of the budget in this case must not exceed the increase in the price-level and must not be used for unauthorized increases in budget allocations and expenses. Mr. Roshchin proposed that the level of the stabilized administrative budget of the United Nations should not exceed \$50 million net. This sum should be sufficient for servicing and ensuring the activity of all organs of the United Nations, for covering all expenses connected with the maintenance of the Secretariat, the buildings of the United Nations, and all other categories of administrative costs justified by the normal activity of the Organization;
- (c) To place extraordinary expenses and all other expenses directly connected with the maintenance of international peace and security in a separate account;
- (d) To place in a separate operational budget of the Organization all appropriations for such operational costs as technical and economic assistance to economically under-developed countries, and the implementation of various types of economic, social, scientific and other

programmes, projects and measures. Mr. Roschin proposed that the above categories of costs should be effected on the basis of a separate agreement among States Members of the United Nations which are directly interested in the implementation of these measures, and which have indicated their consent to participate in such financing.

152. In the case of the 1961 budget, the separation of all operational costs from administrative costs would require, as a minimum, taking out of the regular budget a part of the staff costs (roughly \$1.8 million out of \$45 million), the cost of the regular technical assistance programme (\$5,955,000), the cost of special missions (\$4,144,550) and the costs of the Office of the High Commissioner for Refugees (\$2,302,275). The total amount thus to be separated would be \$13,596,985 out of total gross appropriations of about \$73 million or \$62.5 million net. Under present financial practices, the United Nations is reimbursed from the voluntary funds of the Expanded Programme of Technical Assistance and the Office of the High Commissioner for administrative services rendered, to the amount of \$1,879,880. The figures given above do not include the costs to the United Nations of research and other activities in support of operations financed by voluntary contributions, and housekeeping expenses resulting from the occupation of United Nations premises.

153. The separation from the regular budget of all operational expenses, including budgeted expenditures for technical assistance, special missions, and the Office of the High Commissioner, directly attributable administrative costs of field operations and the costs of general support and general housekeeping services, is technically possible, though in the case of the last named items, it would be approximate at best, as explained in annex VIII.

154. The Committee is in general agreement that the basic budget of the United Nations should include, in addition to strictly administrative costs, the costs of basic programme items such as the World Economic Survey, the codification and development of international law and the control of narcotic drugs. These are continuing activities of the Organization which concern all Members.

155. As regards the costs of administrative, research and housekeeping services in support of field operations such as the Expanded Programme of Technical Assistance, the Special Fund, UNICEF and the Office of the High Commissioner



for Refugees, the Committee notes that the trend in recent years has been towards an integration of all costs of an administrative nature regardless of whether they pertain to the basic administrative functions or arise in respect of substantive programmes on the one hand or operational programmes on the other. This trend has reflected a desire on the part of Member States that as much of available funds as possible should be devoted to operations. The exclusion of such costs from the regular budget would require the reversal of a policy which the General Assembly has approved. In the case of the Office of the High Commissioner, it should be noted that the administrative costs are reimbursed in full by a grant-in-aid which is included in the budget estimates.

156. With respect to the costs of technical assistance programmes and special missions, the majority of the Committee does not feel that it has been asked to express judgement on how these operations are to be financed. It does recognize, however, that these are activities that have been undertaken in carrying out the central responsibilities of the Organization.

157. The Soviet expert considers that all economic and social programmes, including technical assistance operations, are improperly financed, in clear violation of the United Nations Charter. Under the Charter (Article 10), the General Assembly may make recommendations on matters relating to the powers and functions of any United Nations organ, but not decisions that are binding on Members of the United Nations. The General Assembly cannot therefore make decisions binding on all Members concerning, for instance, the financing of technical assistance programmes. These and similar appropriations should not come under the regular budget of the United Nations. They should constitute a separate, operational budget of the Organization.

158. Other members of the Committee expressed their disagreement with this interpretation of the Charter, and stated that many Governments were of the opinion that Article 17, paragraph 2, of the Charter conferred on the General Assembly the necessary authority to determine how the expenses of the Organization were to be apportioned among the Members. Still other members of the Committee considered that this question was outside the terms of reference of the Committee of Experts in view of the fact that an expert committee had been established to consider this problem.

159. The Committee considered the proposal that the administrative budget be stabilized by establishing a ceiling. To make such a ceiling at all realistic, it would be necessary to exclude from the budget and to finance by other means expenses that have been consistently treated by the General Assembly as a part of the basic commitment of all Members. The majority of the Committee does not feel that it is within its terms of reference to express a judgement on this course of action. Furthermore, unless the process of separation is carried very far indeed, it is difficult to see how the administrative budget, under the pressure of expanding demands upon the Organization, can be kept within a rigid ceiling, even if allowance is made for increases in the price level.

160. It is the Committee's view that the General Assembly, working through its Administrative and Budgetary (Fifth) Committee, should each year after approving the budget estimates for the next year make known to the Secretary-General the limit within which the budgetary estimates for the following year should be prepared, allowing for a reasonable increment if rising costs should require it. Such a limit would have a direct relationship - perhaps some reasonable percentage - with the budget level which had just been examined and approved. Beyond that limit, proposals for expenditure would not be made except on the basis of full and detailed justification and unless they were presented in such a way that a separate decision could be taken on each proposed item of expenditure. The closest attention would thus be focused upon any proposal which, if added to the budget, would cause it to exceed the limit previously set.

161. In addition to considering these additional items, the Fifth Committee might each year examine in detail one or two of the main areas of expenditure. This would follow a prior review by the Advisory Committee on Administrative and Budgetary Questions, as has been its practice for several years. Over a short period of time, the total budgetary picture would in such a manner be subject to the closest scrutiny, and the basis would be established for informed action in fixing the upper limit of future budget estimates. Such a process would have a marked effect on the Secretariat in the normal day-to-day administration of appropriations, since evidence of any lack of prudence in the handling of the Organization's financial affairs would become readily apparent.

162. A further suggestion which the Committee finds worthy of serious consideration is that budget estimates be presented for a two-year period. This would not affect in any way the Assembly's present practice of appropriating funds for a single year and would not change existing procedures in the matter of assessments. Under this plan, Member States would get useful advance information on the likely level of expenses for an extra year ahead. This would tend to reinforce the idea of a stabilized budget by widening the spread of the period to be taken into account in planning.

163. The Committee has also considered what further possibilities exist of stabilizing the budget by more effectively establishing and enforcing programme priorities and relating activities to resources. Under this heading, the Committee is aware of the efforts of the Economic and Social Council to achieve a better application of priorities and a greater concentration of effort in the economic and social field. It is to be hoped that these efforts will continue and that the Council will improve its procedures for determining priorities in the over-all field of economic and social work. Even under such a development, the responsibility would still fall upon the Secretary-General and his staff to establish and enforce more refined priorities in terms of specific projects within the resources that are made available to them.

164. The suggestion has been made that greater financial responsibility in the approval of programmes might result if the General Assembly should revise its rules to require a two-thirds vote in the Fifth Committee instead of a simple majority for the adoption of any resolution on a financial question. The Committee of Experts feels that this might have the result of enforcing greater responsibility where responsibility now is practically assumed, because the General Assembly, in most cases, accepts without serious consideration proposals that are made to it by the Fifth Committee.

165. Finally, the Committee would emphasize the importance of increasing the effectiveness of administrative and budgetary controls within the Secretariat itself. The Committee believes that full use should be made of the administrative management staff in the Office of the Controller, and that, if necessary, it should be strengthened. Reference is also made to this matter in paragraph 182, below. The Committee also believes that consideration should continue to be given to improving arrangements for co-operation between the Offices of the Controller

and of Personnel. In paragraph 39 it is recommended that the Offices of the Controller, Personnel and General Services be placed under a single official at the top level who would have as one of his principal responsibilities the more effective co-ordination of programmes and finances.

## VII. ADDITIONAL OBSERVATIONS

166. In the time available to the Committee, and in the circumstances in which the Committee worked, it was unable to study in detail every aspect of the organization and activities of the Secretariat. It, therefore, concentrated its attention on the major aspects dealt with in the preceding sections.

167. The observations and proposals set forth in those sections do not cover all the specific measures which could be recommended were a detailed survey to be undertaken. The work of this Committee of Experts should be considered as one step in a continuing process, which began with the Management Survey of the Secretariat in 1947.

168. There were, however, a number of matters which came to the Committee's attention in the course of its study of the extensive documentation presented to it and its interviews with heads of Offices and Departments and other senior officials on which the Committee considered it useful to comment. These are set forth below.

### Department of Trusteeship and Information from Non-Self-Governing Territories

169. The accelerated pace in the attainment of self-government by both Trust and Non-Self-Governing Territories is, for the time being, affecting materially the burden of work falling on this Department. While the number of Territories with which it is concerned is diminishing, the period over which plebiscites for Trust Territories would be held will be shorter than was originally envisaged. This has resulted in a temporary increase in pressure in connexion with the supervision of plebiscites. In some cases, the plebiscite procedure has also proved more complicated than was anticipated.

170. By the end of 1962, out of an original total of eleven, probably only three Trust Territories will remain: Nauru, New Guinea and the Pacific Islands. By the same date, while there will remain a number of Non-Self-Governing Territories, most of the larger territories will have attained self-government.

171. It is with these considerations in mind that the Committee has reached the conclusion that in the reasonably near future there will no longer be a need for continuing the Department of Trusteeship and Information from Non-Self-Governing Territories as a separate department. In the Committee's view,

matters concerning Trust Territories could be handled by a small section in the Department of Political and Security Council Affairs. In the case of Non-Self-Governing Territories, the work of the Special Studies Unit could be absorbed in the Department of Economic and Social Affairs, while the work of the geographical sections would be undertaken by a new section in the Department of Political and Security Council Affairs.

172. The Department of Trusteeship and Information from Non-Self-Governing Territories has eliminated about twenty posts over the last two years. Its provisional manning table for 1961 included forty-two posts. Of the officers filling these posts, it is anticipated that nineteen will probably be on field assignments during the course of the year. As these field assignments are completed, further reductions in the manning table should be made, although some provision will be necessary for probable future field assignments. It is recommended that there should be a review of the Department in two years' time in order to determine its future.

#### Library services

173. In its report on the United Nations Library at the General Assembly's fifteenth session (A/4630), the Fifth Committee stated that it had considered a report by the Secretary-General on the level of library resources and services (A/4545). The Fifth Committee decided to take note of this report "on the understanding that the long-term programme for the development of the library resources and services set out therein would be the subject of review and report by the Advisory Committee on Administrative and Budgetary Questions in connexion with its review of the budget estimates for 1962 and subsequent years". The Fifth Committee also agreed to the suggestion that the development of United Nations library services generally might be studied by the Committee of Experts on the Review of the Activities and Organization of the Secretariat, while the improvement of library facilities of information centres would be considered by the Advisory Committee for report to the General Assembly at its sixteenth session. Thus, the United Nations library services generally was a matter for this Committee to consider while the improvement of library facilities of information centres was to be considered by the Advisory Committee.

174. Accordingly, the Committee of Experts communicated its comments on the United Nations library services to the Chairman of the Advisory Committee in a letter dated 17 April 1961. The text of this letter will be found in annex IX.

#### Schedule of meetings

175. The Committee considers that, in order to promote greater efficiency in the planning of the work of the Secretariat, more attention needs to be paid to the scheduling of meetings. There is a tendency for various subsidiary organs to demand a too frequent scheduling of meetings. If an increase in the staff of the Secretariat is to be avoided, some self-restraint must be exercised. In particular, the Committee is of the opinion that the programme of work of the functional commissions of the Economic and Social Council should be reviewed by that Council with particular reference to the frequency of meetings.

#### Servicing of meetings and documentation

176. The Committee feels it necessary to re-emphasize that the organization of the Secretariat's work is, to a large extent, dependent on the demand made upon it by Member Governments. This is particularly true with regard to the servicing of meetings and the preparation of documentation.

177. The Committee notes that since the adoption of General Assembly resolution 1202 (XII) a fair measure of stability has been achieved in the workload pertaining to the regular annual conference programme of Headquarters. There has, however, been an increase in the number of meetings held outside the normal regular United Nations programme but for which the Secretariat has provided, either partly or wholly, the servicing staff required. Efforts have been made to keep additional appropriations to a minimum by using regular staff either from New York or Geneva for such extra meetings and also to use the interpreters and verbatim reporters, whose work is directly geared to the number of meetings, for work in other areas during the low periods of the conference programme.

178. The question of documentation has presented more difficulties. The demands for documents are variable, and it has not yet been possible to achieve a rigorous adherence to schedules for the submission of the work in relation to the capacity of the various translation sections. Considerable progress has been made in this

regard through the medium of Documents Control in the Office of Conference Services, and continuous efforts are being made to reduce to a minimum the periods of the year when there is such a large amount of work that it is beyond the capacities of the available technical language staff to handle during normal working hours, and heavy expenditures have to be incurred for overtime work.

179. At the present time, more than half of the delegations use documentation in a language other than English. The Committee recommends, therefore, that all the documents emanating from the various departments be submitted to the Translation Section in due time so that these documents are distributed simultaneously in the various working languages.

180. Moreover, over the years, practices have developed regarding documentation and the selection of agenda items for discussion which cumulatively tend to place an increasingly heavy burden on the Secretariat. Among these are the practice of asking for an additional document or report at the next session as a means of deferring the matter until other developments permit a decision to be taken; the gradual expansion of the content of periodic publications without equal attention being given to a periodic reconsideration of the value of each of the elements as part of the United Nations publications; the practice of requesting the same or similar agenda items and the documents for such items at recurring periods rather than encouraging the Secretariat to prepare the material completely before an item is fixed as part of a session's agenda.

181. The Committee considers that the attention of the various organs of the United Nations should be drawn to the desirability of keeping under continuous review the total amount of documentation and published material produced within the terms of reference of the organ concerned.

#### Organizational and management studies

182. Elsewhere in its report (para. 165) the Committee has referred to the desirability of strengthening the administrative management staff in the Office of the Controller and has taken note of the practice of the Advisory Committee on Administrative and Budgetary Questions to survey a major area of Secretariat activity in connexion with the annual review of the budget of the Organization. The Committee has noted that internal surveys have been made of work methods,



departmental organization, staff assignments and similar matters within a department, usually in co-operation with the staff of the Office of the Controller. As an example, the Committee was informed of the survey of the Bureau of Technical Assistance Operations 1959/1960 made in co-operation with the Office of Conference Services and the Office of the Controller; the survey of safety and security operations; the survey of common premises and services overseas 1959/1960/1961; the survey of typewriter utilization; the survey of mail and messenger arrangements, in 1958, etc. The Committee considers that such surveys are useful in ensuring that existing Secretariat resources and facilities are used to maximum advantage. The additional administrative management staff should be utilized in extending these internal surveys in various areas of the Secretariat as part of a process of continuous review in the interest of greater economy and efficiency.

#### Services to delegations

183. Over sixty Member countries now have missions in Geneva and there are, as well, many delegations to special conferences being held there. The Committee is of the opinion that a small liaison unit should be established in Geneva to assist these delegations in protocol and similar questions.

184. As part of their normal duties, the various departments and offices of the Secretariat both at Headquarters and at Geneva render assistance to delegations in their fields of competence. The Committee considers that special attention should be paid in this regard to the needs of the smaller delegations and those of new Members.

#### Facility in languages

185. The Committee wishes to emphasize the importance which it places on a knowledge of foreign languages by staff members. There is no doubt that such a knowledge contributes greatly to "efficiency and economy" in the operation of the Secretariat. Moreover, a knowledge of languages is an indication of the ability of a staff member to accept an international point of view. An international official who has this asset and is able to read foreign language

newspapers is better equipped to understand points of view other than those expressed in the language of his own country.

186. This is particularly important since the Headquarters of the Organization is located in the country of one of the principal Member States providing the greatest number of its staff members. Staff members whose mother tongue is not English make the effort to learn English; the same effort to learn another of the official languages should be asked from all staff members.

187. In the Committee's view, it is particularly important that Chiefs of Sections, Divisions and Departments should know at least two official languages of the Organization. The Committee noted that the training courses in languages now available to the Secretariat are properly a part of an in-service training programme for an international staff. Every effort should be made to enable staff members to attend these classes. Knowledge of the working languages should be taken into consideration for promotion, and the allowance given to Secretariat personnel for a knowledge of languages should not be limited to only one language.

ANNEX I

THE ORGANIZATION OF THE SECRETARIAT  
AT THE UNDER-SECRETARY LEVEL

Report to the Secretary-General by three past Presidents of the General Assembly: Mr. Lester B. Pearson (Canada), President of the seventh session, Prince Wan Waithayakon (Thailand), President of the eleventh session and Dr. Victor Belaunde (Peru), President of the fourteenth session

New York, 21 December 1960

1. The problem presented by the Secretary-General for the consideration of a Committee of three past Presidents of the General Assembly is one to which the Secretary-General had drawn attention in his Introduction to the Annual Report on the Work of the Organization, dated 31 August 1960.<sup>a/</sup> The Secretary-General stated that the experience of recent years had demonstrated certain weaknesses in the organization of the Secretariat, namely, that it

"does not dispose of a sufficient number of highly qualified senior officials for all the tasks that now have to be met - in spite of the feeling sometimes voiced that the Organization is 'top heavy'. There is, generally speaking, within the Secretariat not enough of a diplomatic tradition or staff with training in political and diplomatic field activities to meet the needs which have developed over the years."

2. In the same document, the Secretary-General also drew attention to the desirability of having within the Secretariat a nucleus of "highly qualified military expertise ... which can be switched over to the present type of task [i.e., the present crisis of the Congo] with full knowledge of the requirements and proper preparation, while leaving the normal work of the Organization intact because of the availability of sufficient second-line reserves".

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<sup>a/</sup> Official Records of the General Assembly, fifteenth session, Supplement No. 1 A (A/4390/Add.1), Section II.

3. The Secretary-General invited our Committee to consider ways and means of meeting this problem, taking into account the need for efficiency and flexibility in the Secretariat as well as the necessity of widening the geographical distribution of posts at the Under-Secretary level so as to reflect more accurately recent changes in the geographical basis of the membership of the United Nations.
4. Consultations were limited to the problem at the Under-Secretary level, because as indicated in the Introduction to the Annual Report referred to above, this was the area in which the Secretary-General felt the greatest weakness from the point of view of the scope of the tasks assigned to the Organization, and also because the broader aspects of the activities and organization of the Secretariat, as well as the over-all problem of geographical distribution, are already the subject of a survey by a Committee of eight experts established under Assembly resolution 1446 (XIV) of 5 December 1959. This Committee of Experts is scheduled to submit its report to the General Assembly at its sixteenth session. The Secretary-General indicated that it was his intention to submit our report to the Committee of Experts when they reconvene for their 1961 session.
5. Our Committee first considered the existing situation, examining the various references which had been made to the problem in the general debate at the current session of the General Assembly. It also reviewed the problem in the context of the development of the work and responsibilities of the Organization.

The present structure of the Secretariat at the Under-Secretary level

6. The present structure of the Secretariat at the Under-Secretary level was established in 1954 on the recommendation of the Secretary-General. Under this structure, the group of Under-Secretaries at Headquarters consists of thirteen officials: four heads of offices in the central administration of the Secretariat, namely, the Executive Assistant to the Secretary-General, the Legal Counsel, the Controller, and the Director of Personnel; two Under-Secretaries for Special Political Affairs; three Under-Secretaries in charge of the three departments whose primary functions are to provide the necessary services to the three main Councils of the Organization, the Security Council, the Economic and Social Council

and the Trusteeship Council; one Under-Secretary in charge of the Office of Public Information; and two officials of Under-Secretary rank in charge, respectively, of the Office for Conference Services, which provides the language and documentation services for all United Nations meetings, and the Office of General Services, which groups all the housekeeping services, such as maintenance, guards, office equipment and supplies. One senior official of Under-Secretary rank is included in the structure of the Department of Economic Affairs with the title of Commissioner for Technical Assistance. He has particular responsibility for the co-ordination of all activities within that Department having to do with United Nations technical assistance programmes.

7. Broadly speaking, the functions of eleven of these officials are self-explanatory. Each heads a unit of the Secretariat charged with clearly defined functions of an administrative or substantive character and each reports directly to the Secretary-General.

8. The two Under-Secretaries for Special Political Affairs, provided for in the re-organization of the Secretariat in 1954, are in a somewhat different position. Each is in charge of a small office and has certain defined responsibilities which, however, are limited in such a way as to leave each Under-Secretary as free as possible for special political assignments as they develop. Their responsibilities include supervision of the work of the Human Rights Division at Headquarters and the Narcotic Drugs Division at Geneva, which have been detached from the Department of Economic and Social Affairs in which they were originally included; supervision of the work of the United Nations Scientific Committee on the Effects of Atomic Radiation, and the organization of the conferences on peaceful uses of atomic energy; and the co-ordination at Headquarters of the requirements of certain of the special political missions, such as the United Nations Operation in the Congo and the United Nations Emergency Force.

9. While these two Under-Secretaries have, then, certain specific responsibilities, it was hoped that each would also have a more general political and diplomatic role and the time and experience to discharge it. It was anticipated also that their advisory and ad hoc executive functions in the political and diplomatic fields might bring them into close association with the

Secretary-General in the discharge of his responsibilities in these fields. They are in a position to assist the Secretary-General to organize, on the senior level, political activities as they develop out of United Nations action, as well as other activities which either overlap the limits of two or more departments, or in other respects go beyond the normal scope of the work of the departments. In his report of 7 November 1957,<sup>b/</sup> the Secretary-General expressed his satisfaction with this arrangement, and stated that without it his own workload would have been much heavier.

10. As regards the geographical distribution at the Under-Secretary level, the Secretary-General pointed out in the report of 7 November 1957 that he regarded two of these thirteen posts as falling outside the posts to which such distribution applied. One of these, that of the Executive Assistant to the Secretary-General, was described as having a special relationship to the work of the Secretary-General. This is a very important post. It can be effectively held only by someone who has the full confidence of the Secretary-General and who is known by the Secretary-General to be completely free from pressures or influences from his own or any other country. The other post, that of head of the Office of General Services, was described as being outside the group charged with responsibilities of a diplomatic or political-administrative character. In view of the location of the Headquarters of the United Nations in New York, the Secretary-General considered it logical that the incumbent of this post should be a national of the United States, having wide experience of the kind of technical-administrative services available in the area. This conclusion, which our Committee found reasonable, left eleven posts at the Under-Secretary level, including those of the two Under-Secretaries for Special Political Affairs, available for the application of the principle of geographical distribution.

11. The total organization of the Secretariat also includes a number of other officials of Under-Secretary rank. Our Committee found that each one fell in a special category. The Director of the United Nations Children's Fund, the Director of the United Nations Special Fund, the Chairman of the Technical

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<sup>b/</sup> Official Records of the General Assembly, Twelfth Session, Annexes, agenda item 41, document A/C.5/728.

Assistance Board, and the Director-General of the United Nations Relief and Works Agency for Palestine Refugees are financed from separate budgets. Furthermore, the Chairman of the Technical Assistance Board is appointed after consultation with the heads of the specialized agencies. In view of these circumstances, the Committee agreed that the question of the nationality of the incumbents of these four posts while related to, should not be unduly influenced by, the geographical distribution of the other posts at the Under-Secretary level. As regards the five officials of Under-Secretary rank who serve as Executive Secretaries of the four regional economic commissions, and as Director of the European Office of the United Nations, the Committee also felt that in each case the incumbent must be an official of high professional and technical qualifications drawn from the region concerned. Therefore, here also, where technical and administrative ability is all-important, the selection of the incumbents should not be too heavily influenced by those geographical factors applicable to the posts of Under-Secretaries at Headquarters. On the other hand, the Committee felt that the representation of a whole region at the level of Executive Secretary of its own regional economic commission should not be regarded as a determining factor in meeting the need of the region for equitable representation at the top-level echelon at Headquarters.

12. In addition, several posts at Under-Secretary level have been established in connexion with the various special missions charged with the implementation of decisions of the Security Council or the General Assembly. These posts are of a temporary nature and their incumbents have been selected on the basis of personal and technical qualifications which made them particularly suitable for the assignment in question. Their nationality, to the extent that it was a factor in the selection, was influenced by the political and other requirements in the area of the mission's activities rather than by the concept of over-all geographical distribution of posts at the Under-Secretary level. One of them, the United Nations Representative for India and Pakistan, may be regarded in a sense as a "subsidiary organ" of the Security Council since his nomination and appointment fell outside the normal Secretariat procedures. A similar observation

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applies to the United Nations High Commissioner for Refugees and the Plebiscite Administrator in the Cameroons, both of whom were elected by the General Assembly. The other posts and the nationalities of their incumbents are as follows: Commander of UNEF (India); Special Representative of the Secretary-General in the Congo (India); Chief of Staff of the United Nations Truce Supervision Organization in Palestine (Sweden); Commander of United Nations Operation in the Congo (Ireland);<sup>c/</sup> Chief of Civilian Operations in the Congo (Sweden); and Special Consultant to the Secretary-General for Co-ordination of United Nations Activities in Laos (Switzerland).

13. As indicated above, the number of posts at the Under-Secretary level to which geographical distribution should strictly apply as a single group, amounts to eleven. As the Secretary-General pointed out in his report of 7 November 1957, this arrangement, quite apart from administrative considerations, represented a minimum framework for a balanced geographical distribution. This conclusion was sound in the circumstances obtaining at that time. Since then, however, eighteen new Members have been added and the total membership of the United Nations is likely soon to exceed 100. In particular, there has been an increase in the number of Members from Africa. At the same time, the nature of the tasks entrusted to the Organization, especially those connected with the emergence of new States in Africa, has placed unprecedented demands upon the Secretariat as a whole, and particularly upon the senior staff at the Under-Secretary level.

14. Indeed, the emergence of a large group of newly independent African States, the speed of which could not have been anticipated as recently as last year, has served to emphasize in a dramatic way the new world situation confronting the United Nations, together with the widened range of problems, opportunities and obligations for the Organization. This development may be traced back to 1955, when sixteen new Members were admitted, including six new countries of Asia and Africa. From 1956 to 1959, seven additional Members were admitted, five of them newly independent. Today, there are twenty-six African and twenty-one Asian Members in the Organization. A review of the annual and other reports of the

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<sup>c/</sup> As at 1 January 1961.



Secretary-General during the years 1956-1959 illustrates his awareness of the new problems of balance created by this development and his efforts to make the necessary adjustments to meet the new responsibilities.

15. This development has inevitably brought about a change in the character of the responsibilities which the Secretariat was asked to assume. When the Secretariat was established in 1946, its major resources were directed to administration, to the provision of conference services to the organs of the United Nations, and to substantive work in fields such as economic and social development and technical assistance. While these responsibilities continue, the Secretary-General and his staff have been called upon with increasing frequency in the past few years to provide Member States with services of a quasi-diplomatic and mediatory character. This expansion and the much broader nature of the tasks of the Secretariat have created an unprecedented and unforeseen demand on the top officials of the Organization. The problem in this respect is, therefore, not alone of strengthening the top level staff in order to perform internal tasks, although the responsibilities at Headquarters have increased, but also of ensuring that there exists the necessary political and diplomatic experience at the top level to meet substantive demands in the field.

16. To meet these heavy demands, the Secretary-General has called upon qualified diplomats to assume short-term ad hoc assignments. The Committee, while endorsing the short-term utilization of such "outside" personnel for short-term ad hoc assignments, considers that this is not a complete or adequate solution of the problem. The selection of short-term staff tends to be somewhat fortuitous, depending upon the availability of persons sufficiently qualified at the time when they may be needed. The term of their service tends to be limited by the length of time of their availability. The experience gained by them in their brief assignments tends to be lost to the Organization. Furthermore, the ad hoc recruitment of such short-term missions does not contribute to the needed adjustment of the distribution of top-level posts on a wider and more equitable geographical basis.

Fundamental principles governing the activity of the Secretariat

17. In studying the problem of the structure of the Secretariat at the Under-Secretary level, it may be well to recall the fundamental principles which, under the Charter, govern the functions of the Secretariat and the obligations and responsibilities of the Secretary-General, since the officials serving immediately below him, at the highest level of the Organization, must necessarily share in these responsibilities and obligations.

18. Such a restatement of the basic principles as a starting point in the consideration of the problem seems all the more necessary in the light of the greatly widened membership of the Organization and of the increased scope and importance of the political and diplomatic tasks entrusted to the Secretary-General. If the Organization is to continue serving Member States at their request by providing them with disinterested and impartial advice in critical periods of their development, as well as aid in such vital fields as economic development, technical assistance and the building up of their own State services, it is essential that the principles on which the action of the Secretariat is based should be fully understood and respected.

19. The obligations of all the members of the Secretariat in the performance of their duties set out in Article 100 of the Charter are embodied in a solemn oath or declaration which every member of the Secretariat, from the Secretary-General down, is required to take. The oath or declaration reads as follows:

"I solemnly swear (undertake, affirm, promise) to exercise in all loyalty, discretion and conscience the functions entrusted to me as an international civil servant of the United Nations, to discharge these functions and regulate my conduct with the interests of the United Nations only in view, and not to seek or accept instructions in regard to the performance of my duties from any Government or other authority external to the Organization."

This Committee wishes to emphasize the strict character of the obligation thus undertaken. The oath of office is not a mere formality; it is the foundation on which rests the relationship of the Secretary-General and his staff to every organ

of the United Nations and to all the Member States and their delegations. The strict maintenance of the principles of impartiality and independence of the Executive is, in fact, the foundation for the activity of the Organization as a whole in carrying out the new tasks which face it.

20. What is involved in Article 100 of the Charter and the oath of office is an obligation undertaken by every official of the Secretariat to exercise a conscious discipline over his actions, subjecting them to the service of the United Nations only, and excluding specifically the interests or wishes of "any Government or other authority external to the Organization". The fact that this obligation is embodied in the international treaty by which the United Nations was created implies a recognition by every Member of the United Nations that the self-discipline required to ensure objectivity, impartiality and independence is attainable regardless of the social or political system of the country of which the staff member is a citizen.

21. In its report to the first session of the General Assembly, the Preparatory Commission of the United Nations noted the personal responsibility of the Secretary-General for all the actions of the Secretariat. While recognizing that many of the Secretary-General's duties would naturally be delegated, in greater or lesser degree, to members of his staff and particularly to high officials, the Preparatory Commission emphasized that they would be subject to his supervision and control and that "the ultimate responsibility remains his alone". The Preparatory Commission observed, as far back as 1945, that the Secretary-General "may have an important role to play as a mediator and as an informal adviser of many Governments, and will undoubtedly be called upon from time to time, in the exercise of his administrative duties, to take decisions which may justly be called political".<sup>d/</sup> The obligations thus imposed upon the Secretary-General under the Charter apply with special force to the highest echelon of the staff at the Under-Secretary level. The Preparatory Commission envisaged that the Secretary-General would be an official on whose complete discretion all Member Governments should be able to rely. This obligation should be equally applicable to all Under-Secretaries, and particularly those entrusted by the Secretary-General with important political and diplomatic responsibilities.

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<sup>d/</sup> Report of the Preparatory Commission of the United Nations (PC/20), chapter VIII, para. 16.

22. The attainment of standards of efficiency, competence and integrity depends upon the action of the Secretary-General in his selection and direction of the staff composing the Secretariat, in particular in the selection of the Under-Secretaries, who, in turn, are responsible for directing the staff serving under them. An equally important factor is the manner in which the Governments of Member States discharge their obligation contained in paragraph 2 of Article 100 of the Charter "to respect the exclusively international character of the responsibilities of the Secretary-General and the staff and not to seek to influence them in the discharge of their duties".

23. The Committee considered the problem of the geographical distribution of posts at the Under-Secretary level appropriate to an organization which now has nearly 100 Members, forty-seven of which are from Asia and Africa. Paragraph 3 of Article 101 of the Charter, referring to the recruitment and conditions of service of the staff, states:

"The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence, and integrity. Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible."

In the development of the Secretariat, however, the criterion of wide geographical basis has tended at times to overshadow the three criteria described in Article 101 as "paramount". Efficiency, competence and integrity are personal qualities difficult to measure, at least as a basis for comparison and selection. Geographical distribution, however, can be expressed in statistical tables and is subject to critical examination against the facts shown therein.

24. The Committee recognized that there should be no incompatibility, and there need be no incompatibility, between the concept of a wide geographical distribution and the attainment of the highest standards of efficiency, competence and integrity. In this connexion, it is well to recall that the Charter speaks of geographical distribution not in absolute, but in relative terms: "as wide a geographical basis as possible". It is not the Committee's intention to attempt a precise definition of the phrase or to deal with the problem

as a whole, especially as the General Assembly, in resolution 1559 (XV) of 18 December 1960, has requested the Committee of Experts on the Activities and Organization of the Secretariat to study the matter and propose a suitable formula. However, as regards the geographical basis of the staff at the Under-Secretary level, the Committee wishes to emphasize that "geographical" does not mean "political" or "ideological".

Previous proposals for change

25. The Committee reviewed the proposals that have been made for altering the top level of the Secretariat. It did so in the light of the principles outlined above and of the practical effect of the changes suggested. The Committee examined the proposal made in the course of the General Debate at the fifteenth session of the General Assembly that the office of the Secretary-General be replaced by a committee of three elected officials. Except for a certain number of Eastern European States, this proposal found no support in the General Debate. The view expressed by the Prime Minister of India<sup>e/</sup> seemed to meet general acceptance, namely, that

"It would not be desirable for the Executive to be weakened when frequent and rapid decisions have to be made. That would mean an abdication of the responsibilities undertaken by the United Nations. If the Executive itself is split up and pulls in different directions, it will not be able to function adequately or with speed."

The above argument seems to us to be conclusive. We do not, therefore, support the idea that the administrative head of an international organization should consist of a committee rather than a single person.

26. It is pertinent to recall that such committee approach is not new. It is, in fact, the revival, in a somewhat altered form, of the proposal rejected by the San Francisco Conference fifteen years ago, that the Chief Executive of the United Nations should consist of a Secretary-General and four deputies elected by the General Assembly on the recommendation of the Security Council. This concept was then defended on the grounds that the peace and security of the world

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<sup>e/</sup> Official Records of the General Assembly, Fifteenth Session, Plenary Meetings, 882nd meeting, para. 143.

depended upon five Great Powers. It is defended now by the contention that the world is divided into three "camps". In fact, however, a tripartite structure of the Executive of the kind suggested would, in all likelihood, consist of a representative of each of the opposing sides in the cold war, together with one other member selected from an "uncommitted" country, who presumably would "represent" a mass of nations lumped together without any differentiation as to cultural, historical, or regional affinities or associations. The representative of Burma, speaking in the General Debate at the fifteenth session of the General Assembly,<sup>f/</sup> expressed the view of many countries committed to a policy of strict neutrality in the cold war, when he said that his country did "not aim at setting up a new grouping of neutral or unaligned States, for, by the very nature of things, this would mean bloc policy, which in turn would result in a further splitting of an already divided world".

27. The trend in the development of the Secretariat has, indeed, been in a contrary direction. If an organization consisting of only fifty Member States found it unacceptable fifteen years ago to establish a directorate of five, it is reasonable to assume that any organization consisting of 100 Members would be even more reluctant to establish a directorate of only three. Furthermore, the implementation of the Soviet proposal would require a revision of Articles 97, 98, 99 and 100 of the Charter. It thus lies outside the scope of practical possibility in view of the terms of Article 108 of the Charter which provides that any amendment of the Charter must be approved by all five permanent members of the Security Council.

28. Another arrangement, which the Committee does not recommend, is that which existed in the early years of the Organization when the top echelon consisted of Assistant Secretaries-General with a second echelon of Principal Directors. In a structure of eight departments and offices this would give a group of sixteen posts at the senior level. In practice, however, the level of Assistant Secretaries-General would be regarded by Member countries as more desirable from the point of view of geographical distribution. Thus, the problem would be complicated by the availability, in fact, of only eight posts to satisfy the

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<sup>f/</sup> Ibid., 897th meeting, para. 104.

needs of a widened membership. The Committee considered that this double echelon approach, abandoned in 1953, would not solve the problem.

29. In his report of 12 November 1953<sup>g/</sup> the Secretary-General analysed in detail the considerations which led him to abolish the double echelon of Assistant Secretaries-General and to replace it with the one top level of Under-Secretaries. He pointed out that the earlier arrangement was cumbersome and administratively wasteful. The double echelon of Assistant Secretaries-General and Principal Directors created duplication and some confusion as to lines of authority. On the other hand, the function of Assistant Secretaries-General as a group of officials drawn from a wide cross-section of Member nations and readily available to the Secretary-General for diplomatic contacts with the Governments in their respective areas became superseded through the establishment of permanent missions of Member States at the Headquarters of the United Nations. These missions are headed by diplomats of ambassadorial rank who have the opportunity of continuous contact with the Secretary-General throughout the year. The Committee would not wish to recommend any arrangement which might have the effect of interfering with this direct relationship between the accredited representatives of Member States and the Secretary-General and his senior assistants.

30. After studying the earlier arrangement and the Secretary-General's report of 12 November 1953, the Committee came to the conclusion that the reasoning which led to the establishment of a single echelon of officials was well founded. The experience of the past six years appears to have justified it. Its main advantage is that it made it possible to define clearly the administrative responsibilities of the Under-Secretaries, without impairing the practice followed by the Secretary-General of assigning to Under-Secretaries, from time to time, certain ad hoc political and diplomatic responsibilities depending upon special needs and circumstances.

31. The Committee believes that the widened membership of the Organization together with the necessity of maintaining efficiency and economy in the use of top level administrative staff, and the special need pointed out by the

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<sup>g/</sup> Official Records of the General Assembly, Eighth Session, Annexes, agenda item 48, document A/2554.

Secretary-General for highly qualified senior officials to undertake special tasks of a political and diplomatic character, tend to confirm the direction set in 1953, subject to certain adjustments suggested below.

32. The Committee also considered the suggestion which had been advanced by the first Secretary-General of the United Nations, Mr. Trygve Lie, in 1953, on the eve of his retirement. The former Secretary-General proposed that while the existing departmental structure should in general be maintained, the departments should be grouped under three Deputy Secretaries-General. The arrangement envisaged a Deputy Secretary-General for Political and Public Affairs, one for Economic and Social Affairs, and a third for Administrative and Conference Services. Shortly after submitting this proposal (A/2214) Mr. Lie resigned and the Assembly never dealt fully with it.

33. A similar idea was put forward during the General Debate at the fifteenth session. The Committee does not favour this idea. It feels that the interposition of three Deputies between the Secretary-General and the heads of offices and departments who are actually in charge of the day-to-day conduct of the work, and therefore more familiar with the relevant policy considerations, would have the disadvantages of the double echelon system without bringing the Organization any closer to the solution of the problem. Indeed, the establishment of a group of three top officials would tend to become a directorate of three and reduce the effectiveness of the actual heads of offices and departments.

34. The Committee considered whether a possible solution might lie in the direction of dividing the Under-Secretaries into two groups: one having primarily political and diplomatic responsibilities, and the other primarily administrative responsibilities. Were such a division possible, the group of "political" Under-Secretaries might be used for the needs indicated by the Secretary-General in the introduction to the annual report - special assignments of a political and diplomatic character - while the "administrative" Under-Secretaries, based at Headquarters, would ensure that the administrative work of the Secretariat would not be disrupted by the recurring extraordinary demands arising from requests of Member Governments and decisions of the Security Council and the General Assembly. In such a system, the possibility might be envisaged of reserving, at least as an ultimate objective, posts of a political and diplomatic



character to nationals of States which are not permanent members of the Security Council.

35. After examining this possibility, however, the Committee came to the conclusion that, except for two or three cases, any distinction between administrative and political tasks at the Under-Secretary level would be unrealistic. In an international organization which serves the collective interest of all Member Governments, and in which the top officials must necessarily deal with plenipotentiary representatives of sovereign States, tasks which in a national context may appear to be purely administrative often have major political implications. On the other hand, the political and diplomatic tasks in the international Secretariat tend to involve important administrative and organizational aspects, particularly in so far as they may relate to measures of implementation spread over a period of time. The distinction between political and administrative functions at this senior level becomes blurred and the effort to separate these two aspects in a clear-cut manner is not likely to be successful in practice.

. Increase in the number of Under-Secretaries  
for Special Political Affairs

36. The Committee found particularly useful the innovation introduced by the Secretary-General in 1953 of appointing two Under-Secretaries for Special Political Affairs, who serve him as advisers on special questions and are available for important ad hoc assignments. The Committee considers that an increase in the number of Under-Secretaries for Special Political Affairs from two to five would greatly assist in meeting the expanded needs of the Organization outlined above. Such officials, of high quality and integrity, and with the required diplomatic experience, would help to ensure that the United Nations presence, wherever it is required, is politically effective. Together with the Under-Secretary in charge of Political and Security Council Affairs and other senior officials, they would give valuable additional assistance to the Secretary-General in assessing the wider political implications of new tasks in the field, and in planning and developing lines of policy within the mandates laid down by the Security Council or the General Assembly. This addition of three new Under-Secretaries for Special Political Affairs would, at

the same time, make it possible for the entire group of Under-Secretaries as a whole to reflect more accurately the widened geographical basis of the Organization in the recent increase in the number of Members.

37. The functions of the five Under-Secretaries for Special Political Affairs as a group might be described as follows:

(1) They would be available for consultation with the Secretary-General on all political and diplomatic questions of concern to the United Nations.

(2) They could be used for special political assignments as the need arose. To make this possible, their administrative duties would have to be kept limited and flexible.

(3) Each would have a special responsibility for a certain geographical area. He would keep himself informed of the problems of that area; and visit its Governments as opportunity offered as the representative of the Secretary-General to whom he would regularly report on developments and difficulties in the area, of concern to the United Nations.

(4) Each would have responsibility for certain matters assigned to him from time to time. Some of these are referred to below.

38. One of these matters was referred to in the Introduction to the Annual Report of the Secretary-General, 1960,<sup>h/</sup> in connexion with the problem of a standing United Nations Force. The Secretary-General points out the value of Governments maintaining "a state of preparedness so as to be able to meet possible demands from the United Nations" and also the value of the Organization itself being in "a state of preparedness with considerable flexibility and in the hands of a qualified staff which quickly and smoothly can adjust their plans to new situations and assist the Secretary-General in the crucially important first stages of the execution of a decision by the main organs to set up a United Nations Force, whatever its type or task".

39. An Under-Secretary, therefore, with special qualifications and experience in military matters would be useful to those Member Governments which made plans to earmark units of their defence forces for possible use by the United Nations in

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<sup>h/</sup> Official Records of the General Assembly, Fifteenth Session, Supplement No. 1A (A/4390/Add.1), section II.

connexion with such operations as UNEF and ONUC. The availability of a top-level official for consultations with Governments on matters involving standardization of organizational and administrative procedures might well result in considerable streamlining and possible economies in cases when such units are urgently required for peace and security duties under resolutions of the Security Council or the General Assembly. An Under-Secretary with the necessary qualifications, along with an appropriate staff, would be available to take immediate charge in the field, of the work of a subsidiary organ established by the Security Council or the General Assembly.

40. Analogous to the above responsibilities would be those in connexion with the possible establishment, if the General Assembly should so decide, of a Peace and Security Fund as proposed by the Secretary-General. An Under-Secretary with the necessary qualifications could also assume responsibilities in connexion with certain special financial problems, outside the normal scope of the United Nations budget, such as the clearance of the Suez Canal in 1957. The availability of an Under-Secretary for these purposes would, among other things, relieve the Controller from the heavy pressures involved in emergency and ad hoc tasks imposed by Security Council or General Assembly action.

41. Although the five Under-Secretaries would have important activities in the field, they would be assigned, as well, certain functions at Headquarters now included in the terms of reference of the existing two Under-Secretaries, as outlined in paragraph 8, above.

42. In recommending that there should be five instead of two Under-Secretaries for Special Political Affairs, the Committee wishes to stress the value of flexibility within the total number of Under-Secretaries. The five should be fully integrated in the work of the full group of sixteen Under-Secretaries. They should participate fully in regular staff meetings with their colleagues under the chairmanship of the Secretary-General, and in the development of policy and planning for the Secretariat as a whole. The Committee considers that it would be consistent with the principle of flexibility if all of the Under-Secretaries at Headquarters could be considered as available for special assignments in the field, depending upon their individual qualifications and the needs of the task. Interchangeability in the utilization of the top echelon of the Secretariat would increase the total effectiveness of the Secretariat.

43. The cost of the proposed expansion at the top level, in an effort to assist the Secretary-General to meet new and increasing responsibilities, would be very small. Each of the five Under-Secretaries for Special Political Affairs would require only a personal staff, such as the existing two Under-Secretaries now have, and each would be able, as ad hoc assignments came up, to draw upon the resources of the entire Secretariat for assistance. The amount of extra expenditure involved would be modest in comparison with the value of the work that could be done.

#### Ad hoc committees on special problems

44. In making the above recommendations, the Committee took into account the practice followed by the Secretary-General of calling upon well-known personalities from time to time to undertake special studies and consultations within the range of his responsibilities, when in his judgement advice from outside the Secretariat proper might be of special usefulness. Our own Committee of three past Presidents, constituted on an ad hoc basis to consult with the Secretary-General on the problem of staffing at the Under-Secretary level, may be mentioned as a case in point; another is the Committee of Experts, established at the request of the General Assembly to work together with the Secretary-General in reviewing the activities and organization of the Secretariat. In this latter case, the Secretary-General widened the membership of the Committee from the number of six stipulated by the General Assembly, to eight, in order more adequately to meet the requirement of geographical distribution. Such consultative committees make it possible to reflect in their composition the widened membership of the Organization and to draw upon the resources of experience and judgement which should be available to the Secretary-General.

45. Events have dictated an increase in the diplomatic and political responsibilities of the Organization, within mandates laid down by the Security Council or the Assembly. New activities have developed in the effort of the United Nations to prevent or limit or solve conflicts. The Secretary-General in the Introduction to his Annual Report of 31 August 1960<sup>i/</sup> has described the implications of this development as follows:

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<sup>i/</sup> Ibid., section V.

"... if the United Nations firmly adheres to its principles and purposes, with flexibility and intelligent adjustment to needs as regards procedure, Members engaged in this co-operation will increasingly turn to the Organization for assistance. Therefore, they will find it increasingly necessary to maintain its strength as an instrument for the world community in their efforts to reduce those areas of major conflict where the Organization so far has been powerless, as well as in efforts to resolve problems, arising outside or on the margin of these areas, in a spirit reflecting the overriding common interest."

The Committee accepts these conclusions of the Secretary-General and has based on them its recommendations for increased assistance to the Secretary-General in the discharge of these increasing and difficult responsibilities. We feel that our proposals should help the Secretariat both to meet the increased need for additional resources of political and diplomatic experience and to contribute to the development of an international diplomatic tradition within its career staff.

46. The changes we suggest would also help to redress the existing imbalance in the geographical distribution of top-level posts along lines which would recognize the importance of the entry at this time of so many new States into the world community on a basis of full independence, equality and responsibility. Even more, the strengthening of the Secretariat in this way will also strengthen our world Organization in its work for international peace and security.

ANNEX II

STAFF, AS AT 1 APRIL 1961, IN PROFESSIONAL AND HIGHER LEVEL POSTS  
SUBJECT TO GEOGRAPHICAL DISTRIBUTION AND INCLUDING STAFF IN THE  
G-5 LEVEL AT HEADQUARTERS a/

Nationality and level										No. of staff	Desirable range of posts (including G-5 at Hqs.)
Name of country	Under Sec'y	D-2	D-1	P-5	P-4	P-3	P-2	P-1	G-5		
Afghanistan						1	2			3	1-3
Albania										-	1-3
Argentina	1			3	4	6	1		1	16	12-20
Australia		1	1	3	5	5	6		1	22	19-32
Austria				1		2	3	1		7	5-8
Belgium			2	3	7	6	3	1	1	23	14-23
Bolivia				2		1	3			6	1-3
Brazil	1			2	3	4	3		1	14	11-18
Bulgaria						1	1	1		3	2-3
Burma	1					2	2			5	1-3
Byelorussian Soviet Socialist Republic										-	5-8
Cambodia										-	1-3
Cameroun										-	1-3

a/ The above figures do not include staff in the following categories:

Staff members who have permanent residence status  
in the United States

13

Staff on leave-without-pay for a period longer than  
six months, including two staff members at D-2 level

9  
22

Nationality and level										No. of staff	Desirable range of posts (including G-5 at Hqs.)
Name of country	Under Sec'y	D-2	D-1	P-5	P-4	P-3	P-2	P-1	G-5		
Canada		1	2	7	8	8	7	2	5	40	33-55
Central African Republic										-	1-3
Ceylon					3	1	2			6	1-3
Chad										-	1-3
Chile			1	3	3	1	6	3	1	18	3-5
China	1	1	2	9	16	12	7	2	1	51	53-89
Colombia			1		1	5	3			10	3-6
Congo (Brazzaville)										-	1-3
Congo (Leopoldville)										-	1-3
Costa Rica					1		1	1		3	1-3
Cuba						4	1			5	3-4
Cyprus										-	1-3
Czechoslovakia			2	1	5	2			1	11	9-15
Dahomey										-	1-3
Denmark				1	6	1	4			12	6-11
Dominican Republic						1	2			3	1-3
Ecuador					2	2	3		1	8	1-3
El Salvador										-	1-3
Ethiopia						1	1	1		3	1-3

Nationality and level										No. of staff	Desirable range of posts (including G-5 at Hqs.)
Name of country	Under Sec'y	D-2	D-1	P-5	P-4	P-3	P-2	P-1	G-5		
Federal Republic of Germany (non-member)						1	1			2	-
Federation of Malaya								1		1	2-3
Finland				2			4	1		7	4-6
France	1	3	6	14	23	19	11	3	9	89	68-114
Gabon										-	1-3
Ghana			1		1		2	1		5	1-3
Greece	1			3	1	2	2			9	2-4
Guatemala			1				1			2	1-3
Guinea										-	1-3
Haiti						1	1		2	4	1-3
Honduras										-	1-3
Hungary					1	2	1			4	4-7
Iceland					1				1	2	1-3
India	1	2	2	7	16	17	12	2	1	60	26-44
Indonesia					2	1	4	1		8	5-8
Iran				1	4	2				7	2-4
Iraq				1		1				2	1-3
Ireland						2			1	3	2-3
Israel				1	2		2			5	1-3
Italy	1				2	7	9	2		21	24-40



Nationality and level										No. of staff	Desirable range of posts (including G-5 at Hqs.)
Name of country	Under Sec'y	D-2	D-1	P-5	P-4	P-3	P-2	P-1	G-5		
Ivory Coast										-	1-3
Japan			1	1	2	8	11	1		24	23-39
Jordan					1	3	1	1		6	1-3
Laos						1				-	1-3
Lebanon					2	1	3			6	1-3
Liberia								1		1	1-3
Libya										-	1-3
Luxembourg							2			2	1-3
Madagascar										-	1-3
Mali										-	1-3
Mexico				2	2	3				7	8-13
Morocco							1	1		2	1-3
Nepal							1			1	1-3
Netherlands			2	4	13	1	2	1	1	24	11-18
New Zealand	1			3	2	2				8	4-7
Nicaragua							1			1	1-3
Niger										-	1-3
Nigeria						1	1	1		3	2-4
Norway			1	1	4	8			1	15	5-9
Pakistan			3	1	4	3	1			12	4-7

[illegible]

Nationality and level										No. of staff	Desirable range of posts (including G-5 at Hqs.)
Name of country	Under Sec'y	D-2	D-1	P-5	P-4	P-3	P-2	P-1	G-5		
Turkey					2	1	6			9	6-10
Ukrainian Soviet Socialist Republic							1			1	19-32
Union of South Africa		1	1	1	5	1	4			13	6-10
Union of Soviet Socialist Republics	1	3	4	4	8	18	6			44	145-193
United Arab Republic					2	10	7	1		20	3-6
United Kingdom of Great Britain and Northern Ireland	1	3	14	17	28	27	27	4	10	131	83-137
United States of America	3	10	8	40	58	60	69	4	103	355	346-462
Upper Volta										-	1-3
Uruguay					1					1	1-3
Venezuela						1				1	5-9
Yemen							1			1	1-3
Yugoslavia	2		1	2	2	2	1			10	4-6
Stateless							1			1	-
TOTAL	18	25	62	149	279	292	294	47	145	1311	

## ANNEX III

POSTS AT UNDER-SECRETARY AND D-2 LEVELS  
(As at 1 April 1961)

	<u>Under- Sec'y</u>	<u>D-2</u>	<u>Total</u>
I. United Nations Secretariat (Includes European Office and regional economic commissions)	18	27 <sup>1/</sup>	45
II. Technical Assistance Board - Headquarters secretariat	1	2	3
III. Technical Assistance Board - field offices	-	22	22
IV. Special Fund	1	2	3
V. <u>Special missions:</u>			
United Nations Truce Supervision Organization in Palestine (Chief of Staff; Special Adviser)	1	1	2
United Nations Military Observer Group in India and Pakistan	-	1	1
United Nations Representative for India and Pakistan	1	-	1
United Nations Emergency Force	1	-	1
United Nations Plebiscite Commissioner for the Cameroons under United Kingdom administration	1	-	1
United Nations Mission in Laos	1	-	1
United Nations Operation in the Congo (Special Representative; Chief of Civilian Operations; Commander; Chief Assistant to Special Representative; Military Adviser to the Secretary-General)	3	2	5
VI. Office of the United Nations High Commissioner for Refugees	1	1	2
International Court of Justice	1	1	2
United Nations Children's Fund	1	3	4
United Nations Relief and Works Agency for Palestine Refugees in the Near East	<u>1</u>	<u>1</u>	<u>2</u>
<u>Total</u>	32	63	95

<sup>1/</sup> Two posts are held by staff members on leave without pay for a period longer than six months.

**UNDER SECRETARIES AND OFFICIALS OF EQUIVALENT RANK, AND DIRECTORS (D-2)**  
(As at 1 April 1961)

<u>Region</u>	<u>No. of staff 1 April 1961</u>	<u>United Nations Secretariat, TAB and Special Fund</u>		<u>United Nations Secretariat, TAB, Special Fund, missions, UNHCR, ICJ, UNICEF and UNRWA</u>	
		<u>No. of staff 1 April 1961</u>	<u>Target distribution of posts under new formula b/</u>	<u>No. of staff 1 April 1961</u>	<u>Target distribution of posts under new formula b/</u>
I <u>Africa</u>	2	2	5	3	5
II <u>Asia and the Far East</u>	8	11	13	17	16
III <u>Europe, Eastern</u>	4	4	12	4	17
IV <u>Europe, Western</u>	13 <sup>a/</sup>	18 <sup>a/</sup>	16	25 <sup>a/</sup>	21
V <u>Latin America</u>	4 <sup>a/</sup>	4 <sup>a/</sup>	5	4 <sup>a/</sup>	6
VI <u>Middle East</u>	-	-	2	1	2
VII <u>North America</u>	14	22	20	26	28
	45	61	73	80	95
Non-member (Switzerland)	-	-	-	2	-
	45	61	73	82	95
<u>Total</u>		12 c/		13 d/	
<u>Vacancies as of 1 April 1961</u>					

a/ One post held by staff member on leave without pay for a period longer than six months.  
b/ The total number of U-S and D-2 posts available is apportioned in the same ratio as the target for each region - calculated under the new formula - bears to the total number of G-5 to D-1 posts.  
c/ Twelve in TAB Field Offices of which eight are encumbered by staff members at the lower levels.  
d/ The posts in b/ plus one in UNHCR.

ANNEX V

EFFECT OF NEW FORMULA ON STAFF AT LEVELS G-5 (HEADQUARTERS) THROUGH D-1

(As at 1 April 1961)

Region/Nationality	United Nations Secretariat (including TAB and Special Fund)					
	Existing staff G-5 through D-1	Present formula Desirable range G-5 through D-1 posts	New formula			
			Minimum	Popula- tion	Based on contribu- tions	Target
I. AFRICA						
1. Cameroun	-	1-3	2	-	-	2
2. Central African Republic	-	1-3	2	-	-	2
3. Chad	-	1-3	2	-	-	2
4. Congo (Brazzaville)	-	1-3	2	-	-	2
5. Congo (Leo- poldville)	-	1-3	2	1	-	3
6. Dahomey	-	1-3	2	-	-	2
7. Ethiopia	3	1-3	2	2	1	5
8. Gabon	-	1-3	2	-	-	2
9. Ghana	5	1-3	2	-	1	3
10. Guinea	-	1-3	2	-	-	2
11. Ivory Coast	-	1-3	2	-	1	3
12. Liberia	1	1-3	2	-	-	2
13. Libya	-	1-3	2	-	-	2

Region/Nationality	United Nations Secretariat (including TAB and Special Fund)					
	Existing staff G-5 through D-1	Present formula Desirable range G-5 through D-1 posts	New formula			
			Minimum	Popula- tion	Based on contribu- tions	Target
I. <u>AFRICA</u> (cont'd.)						
14. Madagascar	-	1-3	2	-	1	3
15. Mali	-	1-3	2	-	-	2
16. Morocco	2	1-3	2	1	2	5
17. Niger	-	1-3	2	-	-	2
18. Nigeria	3	2-4	2	3	2	7
19. Senegal	1	1-3	2	-	1	3
20. Somalia	-	1-3	2	-	-	2
21. Sudan	1	1-3	2	1	1	4
22. Togo	1	1-3	2	-	-	2
23. Tunisia	-	1-3	2	-	1	3
24. Union of South Africa	12	6-10	2	1	6	9
25. United Arab Republic	20	3-6	2	3	3	8
26. Upper Volta	-	1-3	2	-	-	2
Total	49	34-89	52	12	20	84
Float				7	-	7
						91

Region/Nationality	United Nations Secretariat (including TAB and Special Fund)					
	Existing staff G-5 through D-1	Present formula Desirable range G-5 through D-1 posts	New formula			
			Minimum	Popula- tion	Based on contribu- tions	Target
II. ASIA AND THE FAR EAST						
27. Australia	22	20-33	2	1	19	22
28. Burma	4	1-3	2	2	1	5
29. Cambodia	-	1-3	2	-	-	2
30. Ceylon	6	1-3	2	-	1	3
31. China	49	56-93	2	32	54	88
32. Federation of Malaya	1	2-3	2	-	2	4
33. India	61	27-46	2	23	26	51
34. Indonesia	8	5-9	2	9	5	16
35. Japan	25	24-41	2	9	24	35
36. Laos	-	1-3	2	-	-	2
37. Nepal	1	1-3	2	-	-	2
38. New Zealand	10	5-7	2	-	5	7
39. Pakistan	13	4-7	2	8	4	14
40. Philippines	9	5-7	2	2	5	9
41. Thailand	6	2-3	2	2	2	6
Total	215	155-264	30	88	148	266
Float				7		7
						273



Region/Nationality	United Nations Secretariat (including TAB and Special Fund)					
	Existing staff G-5 through D-1	Present formula Desirable range G-5 through D-1 posts	New formula			
			Minimum	Popula- tion	Based on contribu- tions	Target
III. <u>EUROPE,</u> <u>EASTERN</u>						
42. Albania	-	1-3	2	-	-	2
43. Bulgaria	3	2-3	2	-	2	4
44. Byelorussian Soviet Socialist Republic	-	5-9	2	-	5	7
45. Czechoslo- vakia	11	10-16	2	1	9	12
46. Hungary	4	5-7	2	1	5	8
47. Poland	24	15-25	2	2	15	19
48. Romania	2	4-6	2	1	4	7
49. Ukrainian Soviet Socialist Republic	2	20-34	2	4	19	25
50. Union of Soviet Socialist Republics	41	152-202	2	17	146	165
Total	87	214-305	18	26	205	249
Float				4		4
						253

Region/Nationality	United Nations Secretariat (including TAB and Special Fund)					
	Existing staff G-5 through D-1	<u>Present formula</u> Desirable range G-5 through D-1 posts	<u>New formula</u>			
			Minimum	Population	Based on contribu- tions	Target
<b>IV. EUROPE, WESTERN</b>						
51. Austria	8	5-7	2	-	5	7
52. Belgium	27	14-24	2	-	14	16
53. Denmark	13	7-11	2	-	6	8
54. Finland	7	4-7	2	-	4	6
55. France	92	71-119	2	4	69	75
56. Greece	9	3-4	2	-	2	4
57. Iceland	2	1-3	2	-	-	2
58. Ireland	4	2-3	2	-	2	4
59. Italy	21	25-42	2	4	24	30
60. Luxembourg	2	1-3	2	-	1	3
61. Netherlands	25	11-19	2	1	11	14
62. Norway	17	5-9	2	-	5	7
63. Portugal	2	2-4	2	-	2	4
64. Spain	17	10-17	2	3	10	15
65. Sweden	20	15-26	2	-	15	17
66. United Kingdom	140	87-145	2	5	83	90
67. Yugoslavia	9	4-7	2	1	4	7
Total	415	267-450	34	18	257	309
Float				8		8
						317

Region/Nationality	United Nations Secretariat (including TAB and Special Fund)					
	Existing staff G-5 through D-1	<u>Present formula</u> Desirable range G-5 through D-1 posts	<u>New formula</u>			
			Minimum	Population	Based on contribu- tions	Target
<b>V. <u>LATIN AMERICA</u></b>						
68. Argentina	16	12-20	2	2	12	16
69. Bolivia	7	1-3	2	-	-	2
70. Brazil	14	11-19	2	6	11	19
71. Chile	22	3-5	2	-	3	5
72. Colombia	10	3-6	2	1	3	6
73. Costa Rica	3	1-3	2	-	-	2
74. Cuba	5	3-4	2	-	3	5
75. Dominican Republic	3	1-3	2	-	-	2
76. Ecuador	11	1-3	2	-	1	3
77. El Salvador	-	1-3	2	-	-	2
78. Guatemala	2	1-3	2	-	-	2
79. Haiti	4	1-3	2	-	-	2
80. Honduras	-	1-3	2	-	-	2
81. Mexico	8	8-13	2	3	8	13
82. Nicaragua	1	1-3	2	-	-	2
83. Panama	2	1-3	2	-	-	2
84. Paraguay	3	1-3	2	-	-	2

Region/Nationality	United Nations Secretariat (including TAB and Special Fund)					
	Existing staff G-5 through D-1	<u>Present formula</u> Desirable range G-5 through D-1 posts	<u>New formula</u>			
			Minimum	Population	Based on contribu- tions	Target
<u>V. LATIN AMERICA</u> (cont'd.)						
85. Peru	6	1-3	2	1	1	4
86. Uruguay	1	1-3	2	-	1	3
87. Venezuela	1	6-9	2	-	5	7
Total	119	59-115	40	13	48	101
Float				7		7
						108
<u>VI. MIDDLE EAST</u>						
88. Afghanistan	3	1-3	2	1	1	4
89. Cyprus	-	1-3	2	-	-	2
90. Iran	9	2-4	2	2	2	6
91. Iraq	2	1-3	2	-	1	3
92. Israel	5	1-3	2	-	2	4
93. Jordan	8	1-3	2	-	-	2
94. Lebanon	6	1-3	2	-	-	2
95. Saudi Arabia	2	1-3	2	-	1	3
96. Turkey	10	7-11	2	2	6	10
97. Yemen	1	1-3	2	-	-	2
Total	46	17-39	20	5	13	38
Float				3		3

Region/Nationality	United Nations Secretariat (including TAB and Special Fund)					
	Existing staff G-5 through D-1	Present formula Desirable range G-5 through D-1 posts	New formula			
			Minimum	Population	Based on contribu- tions	Target
<u>VII. NORTH AMERICA</u>						
98. Canada	44	35-58	2	1	33	36
99. United States of America	357	362-483	2	16	348	366
Total	401	397-541	4	17	381	402
Float				1		1
						403

# ANNEX VI

## FORECAST PLAN SUBMITTED ON 14 FEBRUARY 1961 BY THE DIRECTOR OF PERSONNEL

1. The Committee requested some forecast of how far it would be possible to correct the imbalance of staff caused by the small number of staff from the USSR within a reasonable period - two to three years - without resorting to extreme measures such as banning promotions or terminating permanent contracts.

### P-1 to P-5

2. The basic assumption must relate to the number of vacancies becoming available for international recruitment. In 1960, as a working rule, about one-third of the anticipated vacancies were reserved for international recruitment, though the proportion worked out somewhat differently in practice. An intensification of international recruitment must mean some increase in this proportion and for the purposes of this paper it is assumed that anticipated and estimated vacancies will be filled equally by international recruitment and promotion. The categories of posts involved are those at present within the ambit of geographical distribution.

### 3. Table I

	<u>Actual position, 1960</u>	<u>Filled by</u>	<u>Total</u>
	<u>Filled internationally</u> (Posts filled by USSR shown in brackets)	<u>promotion</u>	
At P-5	13	17	30
P-4	17	30	47
P-3	29 (11)	34	63
P-1/P-2	40 ( 2)	19 <sup>a/</sup>	59
	99 (13)	100	199

a/ Excludes promotion from P-1 to P-2.

Table II

Estimated position, 1961

	<u>To be filled by international recruitment</u> (Projected recruitment of USSR nationals shown in brackets)	<u>To be filled by promotion</u>	<u>Estimated vacancies</u>
At P-5	18 (10)	17	35
P-4	29 (11)	12 + 17 <sup>a/</sup>	58
P-3	32 (12)	3 + 29 <sup>a/</sup>	64
P-1/P-2	<u>25 ( 7)</u>	<u>18<sup>b/</sup></u>	<u>43</u>
	104 (40)	96	200

a/ The plus figures represent vacancies arising from promotion.

b/ This figure represents promotion from General Service.

Table III

Estimated position, 1962 and following years

	<u>To be filled by international recruitment</u> (Projected recruitment of USSR nationals shown in brackets)	<u>To be filled by promotion</u>	<u>Estimated vacancies</u>
At P-5	18 (10)	17	35
P-4	28 (12)	10 + 17 <sup>a/</sup>	55
P-3	30 (15)	3 + 27 <sup>a/</sup>	60
P-1/P-2	<u>30 (10)</u>	<u>20<sup>b/</sup></u>	<u>50</u>
	106 (47)	94	200

a/ The plus figures represent vacancies arising from promotion.

b/ This figure represents promotion from General Service.

4. The following conclusions relating to the P-1 - P-5 levels would seem to be valid:

- (a) A division of the vacancies 50:50 leaves a reasonable number of promotion vacancies.
- (b) By the end of 1962 the recruitment of 80-90 new USSR staff members is possible and practical.
- (c) In addition, up to and including 1962, some 15 additional USSR recruitments will be necessary each year to replace present staff members who will be returning to USSR. Thereafter, assuming three-year contracts, some 65 new recruitment actions per annum will be required to maintain the position reached by that date.
- (d) This leaves in 1961 some 49 vacancies for other international recruitment and in 1962 some 45 vacancies.
- (e) These vacancies would enable recruitment to continue from new Member States and other countries below the "desirable range".
- (f) There would be no room for recruitment from other areas, except in rare cases.

#### D-1 and D-2 posts

5. Vacancies do not occur so regularly at these levels. At the moment, the best estimate is that by the end of 1962 there will have been 18 vacancies, the majority at the D-1 level. There would seem to be room for a reasonable number of recruitments from the USSR by the end of 1962.

#### Minimum of desirable range

6. Using the existing formula for P-1 and above, the number of additional staff members needed as of February 1961 to bring the number of nationals of all Member States to the minimum of the desirable range is not unmanageably large. The figures are:



(a) One appointment each from 23 States: <sup>a/</sup>	23
(b) Venezuela	4
(c) Byelorussian SSR	4
(d) Ukrainian SSR	17
(e) USA	53
(f) USSR	87
	<u>188</u>

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a/ The 23 States one short of the minimum at present are: Albania, Cambodia, Cameroun, Central African Republic, Chad, Congo (Brazzaville), Congo (Leopoldville), Cyprus, Dahomey, El Salvador, Gabon, Guinea, Honduras, Ivory Coast, Laos, Libya, Madagascar, Mali, Niger, Romania, Somalia, Tunisia, Upper Volta.

#### Conclusion

7. The broad conclusion would seem to be that, assuming definitely directed recruitment and the availability of candidates qualified to fill the vacancies that arise, the problem could be solved within two years, and more easily and comfortably within three years, without damaging the existing framework of recruitment and promotion and without resort to excessively drastic measures.

ANNEX VII

RELATIONSHIP OF EXPENSES FOR ECONOMIC AND SOCIAL ACTIVITIES TO  
TOTAL UNITED NATIONS EXPENSES

	<u>Total</u> \$	<u>1960 Obligations incurred</u>	
		<u>Economic and social</u> \$	<u>Other</u> \$
(1) United Nations regular budget activities	65,264,181	22,098,452 <sup>a/</sup>	43,165,729
(2) United Nations other items	2,813,836 <sup>b/</sup>	-	2,813,836 <sup>b/</sup>
Sub-total	68,078,017	22,098,452	45,979,565
(3) Extra-budgetary activities			
(a) Special Account for EPTA (United Nations projects and TAB)	9,169,702	9,169,702	-
(b) Special Fund (United Nations projects and Managing Director's budget)	2,433,439	2,433,439	-
(c) Voluntary Funds administered by High Commissioner for Refugees	15,372,225	15,372,225	-
(d) United Nations Children's Fund	23,006,568	23,006,568	-
(e) UNRWA	34,701,276	34,701,276	-
(f) Held-in-Trust Fund projects	600,325	600,325	-
(g) United Nations Fund for the Congo and Congo Relief Counterpart Fund	2,015,898	2,015,898	-
(h) Suez Surcharge Operation (Income effected)	3,085,230	-	3,085,230
(i) UNEF	19,095,945	-	19,095,945
(j) ONUC	48,432,153	-	48,432,153
(4) Total extra-budgetary activities	157,912,761	87,299,433	70,613,328
(5) Grand total	225,990,778	109,397,885	116,592,893

For 1960, the proportion of economic and social activities to total United Nations activities was:

- (1) All economic and social activities 48.4 per cent of total
- (2) Budgeted economic and social activities 9.8 per cent of total

a/ Analyses of the budget by main activities have shown that, for the 1960 estimates, 33.86 per cent of the requirements related to the economic and social field. The figure shown is derived by applying this ratio. The amount includes the following subventions towards administrative costs, inasmuch as these sums were taken into account in establishing the total budgetary requirements (which, for purposes of assessment, however, were reduced by off-setting income): \$1,100,000 from EPTA and \$673,750 from the High Commissioner's Voluntary Funds.

b/ Reimbursement of income taxes out of the Tax Equalization Fund, advances made for self-liquidating activities, etc., from the United Nations Working Capital Fund, library expenses financed from Library Endowment Fund, construction expenses for the new United Nations Library, etc.

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ANNEX VIII

ADMINISTRATIVE AND BASIC PROGRAMME EXPENDITURE UNDER THE  
REGULAR BUDGET OF THE UNITED NATIONS

(Prepared at the request of the Committee of Experts  
by the Controller)

1. The regular budget expenses of the Organization may be considered as comprising three broad categories:

- A. Administrative
- B. Basic (non-operational) programmes<sup>a/</sup>
- C. Operational programmes<sup>a/</sup>

While the core of each of the above categories can be identified without too much difficulty, it is not easy to segregate one category from another in a mutually exclusive fashion. There are items of expenditure of such a nature that they cannot be clearly and decisively assigned to one or other group. Furthermore, any segregation of the type intended can rest only on a matter of degree since practically every item of expenditure bears some degree of relationship to the basic work of the Organization; to what extent this relationship is direct or ancillary is a relative question involving essentially an element of judgement. It should also be emphasized in this connexion that any necessary and orderly growth in the work of the Organization will have implications, no doubt in varying measure, for all three categories of expenditure. In this sense, no segment can be deemed water-tight and uninfluenced by the other segments.

2. The question of a definition of "administrative expenses" must be considered in the context in which the term is to be applied, having regard to the purposes for which a segregation of such expenses is attempted. There has in the past been experience in the United Nations with defining "administrative costs" in respect of operational programmes such as technical assistance or the United

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<sup>a/</sup> Within these broad categories, again, a further sub-division may be possible of elements of expenditure of an administrative or servicing nature but which directly relate to these programmes. However, this does not appear material to a broad classification of the budget.

Nations Children's Fund. In these cases, where a specific "commodity" or "product" is "delivered", the amount of product delivered may be considered as the volume of the activity (project costs) while the ancillary expenditure involved in organizing and facilitating such "delivery" may be considered the administrative costs of the operation.<sup>b/</sup>

3. The activities financed from the regular budget of the United Nations are not, as noted in paragraph 1 above, in the main, "operational" in character, although there is a relatively small amount of operational activities, mainly represented by the provision for technical programmes (sections 13 to 17 of the 1961 budget). Consequently, the classification of expenditures that has been developed with regard to operational programmes will need modification before it can be applied to the regular budget.

4. Subject to the foregoing reservations, different categories of expenditure might be segregated on the basis of the broad definitions that follow.

A. Administrative Expenses

5. This group would comprise the costs of providing all administrative services essential for the work of the Organization and its duly-constituted organs.

Included in this group would be

(a) The over-all functions in organizing and directing the activities of the Organization, including relations with Member States, together with legal services connected with the internal administration of the Organization.

(b) Financial functions, including budgeting, accounting, treasury, auditing, investment, salary administration and general financial and administrative management.

(c) Personnel functions, including personnel management, administration of staff regulations and staff rules, appointment, placement, training, staff insurance, health services, staff welfare, employee relations in general.

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<sup>b/</sup> In practice, it has been found that there are certain other costs, which fall in neither of the two categories mentioned, connected with the technical servicing or supervision of projects. Such costs have been classified as "operational services" costs.

(d) Conference and general services, including technical staffing and physical and material arrangements for conferences and meetings and related documentation, library services; also office accommodation, maintenance, equipment and supplies, travel services, communications and records, language, stenographic and publishing services, etc.

(e) Top management, including executive and administrative offices of substantive departments and administrative expenses of regional economic commissions.

(f) Any other expenses of an administrative nature arising in substantive departments of the Secretariat.

B. Basic (Non-Operational) Programmes

6. This group would comprise the costs of the basic programmes of work which have been authorized by the organs of the United Nations - mainly programmes of general interest and importance to the membership of the Organization as a whole or of duly-constituted regional organs. Included in this group would be

(a) The substantive areas of the Departments of Economic and Social Affairs, Political and Security Council Affairs, Trusteeship and Information from Non-Self-Governing Territories.

(b) The substantive areas of the Office of Legal Affairs.

(c) The substantive areas of the work of regional economic commissions.

C. Operational Programmes

7. This group would include the provision in the regular budget for technical programmes and any other operational activities - generally speaking, programmes of assistance to a country or a group of countries.

8. One additional point may be noted. Category A (administrative expenses) would naturally cover the administrative costs involved in providing the basic substantive or non-operational programmes covered under category B. However, as regards the operational programmes under category C, the question may arise whether the related administrative costs<sup>c/</sup> should (1) be included in category A

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<sup>c/</sup> Examples are administrative costs of the Office of the High Commissioner for Refugees and similar costs of the technical assistance programme.

on the ground that they are by nature administrative or (2) be included in category C on the ground that they are by origin and function part of the total costs of operational programmes. The trend in the past several years has been towards an integration of all costs of an administrative nature, regardless of whether they pertain to the basic administrative functions or arise in respect of substantive programmes on the one hand and operational programmes on the other.

#### COST DISTRIBUTION OF 1961 ESTIMATES

9. Tables showing the distribution of the 1961 budget estimates and 1961 appropriations in accordance with the above broad definitions follow:

TABLE I.

DISTRIBUTION OF 1961 ESTIMATES AS BETWEEN ADMINISTRATIVE,  
BASIC (NON-OPERATIONAL) PROGRAMMES AND OPERATIONAL  
PROGRAMMES

Section	Title	A	B	C	Total
		Administration	Basic (Non-operational) Programmes	Operational	Appropriations
		\$	\$	\$	\$
1	Travel and other expenses of representatives, members of commissions, committees and other subsidiary bodies	1,090,350	-	-	1,090,350
2	Special meetings and conferences	255,600	-	-	255,600
3 & 4	Salaries and wages: Common staff costs	32,218,850 <sup>a/</sup>	11,674,090 <sup>a/</sup>	1,179,160 <sup>a/</sup>	45,072,100 <sup>a/</sup>
5	Travel of staff	493,600	366,200	18,000	877,800 <sup>b/</sup>
6	Payments under annex 1, paragraphs 2 and 3 of the Staff Regulations; Hospitality	100,000			100,000
7 to 10	Buildings and improvements to premises; permanent equipment; maintenance operation and rental of premises; general expenses	11,021,175			11,021,175
11	Printing	564,950	695,800	-	1,260,750
12	Special expenses	134,000			134,000
13 to 17	Technical programmes			5,955,000	5,955,000
18 19	Special missions; United Nations Field Service			4,144,550	4,144,550

Table I. (continued)

Section	Title	A	B	C	Total Appropriations
		Administration	Basic (Non-operational) Programmes	Operational	
		\$	\$	\$	
20	Office of the United Nations High Commissioner for Refugees			2,302,275	2,302,275
21	International Court of Justice	755,700			755,700
	Gross totals	46,634,225	12,736,090	13,598,985 <sup>c/</sup>	72,969,300

Footnotes:

a/ Includes salaries and wages (section 3) \$35,702,600  
Common staff costs (section 4) 8,213,300  
Home leave costs (section 5)  
treated as common staff costs 1,156,200  
45,072,100

b/ Excludes \$1,156,200 (Home leave costs): see a/ above.

c/ Total operational costs are as follows:

(i) Technical programmes  
Administrative and operational service costs \$ 1,197,160  
Operational costs 5,955,000  
7,152,160

There would be further operational costs arising out of the Expanded Programme of Technical Assistance and the Special Fund.

(ii) Special missions  
Special missions (section 18) \$ 2,848,750  
United Nations Field Service (section 19) 1,295,800  
4,144,550

These amounts include the administrative costs of the mission.

(iii) Office of the United Nations High Commissioner for Refugees  
Administrative costs of the High Commissioner's operational programme\* 750,000  
Administrative costs of the High Commissioner's regular programme 1,552,275  
2,302,275

\* These costs are included in the United Nations budget, but are reimbursed from the voluntary funds of the High Commissioner's programme.

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TABLE II.

DISTRIBUTION OF 1961 APPROPRIATIONS (SECTIONS 3, 4 AND HOME LEAVE APPROPRIATIONS UNDER SECTION 5) AS BETWEEN ADMINISTRATIVE, BASIC (NON-OPERATIONAL) PROGRAMMES AND OPERATIONAL PROGRAMMES

	A	B		
	Administrative	Basic (non-operational)	Operational	Total
	\$	\$	\$	\$
<u>Offices of the Secretary-General</u>				
Office of Legal Affairs, Codification Division		134,000		
Balance	3,851,100			3,985,100
Office of Under-Secretaries for Special Political Affairs	327,250			327,250
<u>Department of Political and Security Council Affairs</u>				
Political Affairs Division Disarmament Affairs Group		533,920		
Balance	326,000			859,920
Secretariat of the Joint Staff Pension Board and United Nations Staff Pension Committee	186,930			186,930
<u>Department of Economic and Social Affairs</u>				
Office of the Under-Secretary BTAO	817,000		855,000	
Balance		4,613,640		6,285,640
Division of Human Rights		541,730		541,730
<u>Department of Trusteeship and Information from Non-Self- Governing Territories</u>				
Division of Information from Non-Self-Governing Territories		407,000		
Balance	653,920			1,060,920
<u>Office of Public Information (including information centres)</u>				
Visitors' Service	223,250			
Balance	3,549,820	3,773,070		3,773,070

Table II. (continued)

	A	B	C	
	Administrative	Basic (non-operational)	Operational	Total
	\$	\$	\$	\$
<u>Office of Conference Services</u>				
Sale of publications	113,530			
Balance	<u>10,184,540</u>	10,298,070		10,298,070
Library		782,500		782,500
<u>Office of General Services</u>				
BTAO: Central Administrative Services			187,400	
UNPA	277,540			
Balance	<u>5,035,330</u>	5,312,870		5,500,270
<u>GENEVA OFFICE</u>				
General services	4,021,000			4,021,000
Information services	165,560			165,560
BTAO			136,760	136,760
Permanent Central Opium Board and Drug Supervisory Body	92,710			92,710
Sale of publications	29,530			29,530
Visitors' service	21,840			21,840
ECE (Office of Under-Secretary)	84,000			
Balance		1,397,410		1,481,410
Division of Narcotic Drugs		270,700		270,700
Office of Social Affairs		96,690		96,690
<u>ECAFE</u>				
Office of Executive Secretary and Division of Administration	588,500			
Balance		1,291,200		1,879,700
<u>ECLA</u>				
Office of Executive Secretary and Division of Administration	489,000			
Balance		1,430,300		1,919,300
<u>ECA</u>				
Office of Executive Secretary and Division of Administration	398,000			
Balance		957,500		1,355,500
	<u>32,218,850</u>	<u>11,674,090</u>	<u>1,179,160</u>	<u>45,072,100</u>

ANNEX IX

UNITED NATIONS LIBRARY SERVICES

Letter dated 17 May 1961, from the Chairman of the Committee of Experts  
to the Chairman of the Advisory Committee

In its report on the United Nations Library to the General Assembly at its fifteenth session (A/4630), the Fifth Committee stated that it had considered a report by the Secretary-General on the level of library resources and services (A/4545). The Fifth Committee decided "to take note of this report on the understanding that the long-term programme for the development of the library resources and services set out therein would be the subject of review and report by the Advisory Committee on Administrative and Budgetary Questions in connexion with its review of the budget estimates for 1962 and subsequent years". The Fifth Committee also agreed to the suggestion that the development of United Nations library services generally might be studied by the Committee of Experts on the Review of the Activities and Organization of the Secretariat, while the improvement of library facilities of information centres would be considered by the Advisory Committee for report to the General Assembly at its sixteenth session. Thus, the development of United Nations library services generally was a matter for this Committee to consider while the improvement of library facilities of information centres was to be considered by the Advisory Committee.

Our Committee favours an adequate strengthening of Headquarters library services to meet the growing requirements of delegations, of the Secretariat, of non-governmental organizations, press representatives and scholars.

As regards the development of United Nations library services generally, our Committee was interested in the arrangements which have been worked out between the Geneva Library and depository and correspondent libraries in Europe, providing for reciprocal exchange of services. The Committee recommends that similar arrangements be considered by the Headquarters Library. Both depository and correspondent libraries would benefit by special services from the United Nations Libraries at Headquarters and in Geneva. These services might include bibliographical information, loans of publications, advice on the use of documents

of the United Nations and the specialized agencies, and assistance in completing collections of these documents. This seems to the Committee to be a useful method of extending the services of the Headquarters Library to libraries of Member States where there exists a demand for such services.

The Committee feels that the development of United Nations library services generally should proceed along the lines approved by the Fifth Committee. It considers that the Headquarters Library should include in its scope of work the task of rendering such assistance as it may find possible to the regional economic commissions and information centres in the development of their reference services. This assistance may take such forms as guidance in the use of United Nations documents, expansion of the programme of indexing all United Nations documents and the preparation of topical bibliographies.

APPENDIX

SEPARATE STATEMENTS BY INDIVIDUAL EXPERTS<sup>a/</sup>

1. SEPARATE OPINION BY MR. A. ROSHCIN, SOVIET EXPERT, APPENDED  
TO THE REPORT OF THE COMMITTEE OF EXPERTS  
(translated from Russian)

It will be seen from the report of the Committee of Experts that the Soviet expert has already put forward his own views on a number of vital problems considered by the Committee. Differences of opinion have emerged in the Committee on the most important problems relating to the activities and organization of the United Nations Secretariat.

It is the opinion of the Soviet expert that, although the report recognizes the existence of shortcomings in the activities and organization of the Secretariat, the conclusions and proposals put forward by the majority of the Committee are most inadequate and do not provide for vigorous corrective measures which would materially improve the unfavourable and unsatisfactory situation with regard to the work of the Secretariat.

With respect to the important problem of the geographical distribution of the staff of the Secretariat, the report states that "The Committee has been impressed with the existing imbalance and inequality in the geographical distribution of staff"; however, the report does not, as it should, contain conclusions and recommendations urgently calling for a drastic change in the clearly unsatisfactory situation which now exists in this regard.

The fact remains that the state of affairs in the Secretariat with regard to this problem is quite intolerable. Secretariat staff is recruited in a manner that fails to meet the basic requirements which an international body must fulfil. All of the Secretariat staff which is subject to geographical distribution, and more particularly the senior staff, is composed, in the overwhelming majority, of nationals of countries belonging to Western military alliances. Thus of a total of thirty-three posts at the Under-Secretary or equivalent level, twenty are occupied by nationals of countries belonging to Western military alliances, including seven nationals of the United States.

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<sup>a/</sup> In this appendix are reproduced separate and individual statements by members of the Committee of Experts regarding the report, which have been included at their request. They have not been considered or discussed by the Committee and represent only the views of the expert concerned.

Only one such post is held by all the socialist countries combined, and the Soviet national serving in that post is virtually unable, under the procedures and conditions prevailing in the Secretariat, to perform his basic functions in the proper manner. Although he heads the Department of Political and Security Council Affairs, he is in practice given no opportunity to direct the business of the Political Department; he does not even receive information relating to the conduct of affairs within that Department's sphere of competence. Under the existing procedures and the policy which is pursued in the Secretariat in relation to the nationals of socialist countries, all political questions of any importance are taken away from that Department and handed over either to Mr. Hammarskjöld's Office or to the Under-Secretaries for Special Political Affairs.

Of forty-eight posts at Director (D-2) level, nationals of countries in Western blocs occupy thirty-seven (United States nationals holding fifteen, those of France seven, those of the United Kingdom five, those of Australia four, and so on). It is only recently that all the socialist countries combined have acquired a mere three of these posts.

Of a total of 1,309 posts in the Secretariat subject to geographical distribution (at Headquarters, in the European Office and in the regional commissions), 1,006 posts are occupied by the nationals of countries in Western blocs (including 357 from the United States, 129 from the United Kingdom and 93 from France). All the neutralist countries together hold a total of 219 posts and all the socialist countries a total of 84 posts, of which the USSR has 42.

Such an incorrect and one-sided composition for the Secretariat has far-reaching adverse consequences. Among these consequences, the fundamental one is that the Secretariat has in effect been transformed into an executive mechanism, not for the United Nations, but for the Western military allies. The provisions of the Charter concerning the international character of the Secretariat and "the importance of recruiting the staff on as wide a geographical basis as possible" are in practice ignored. As matters stand in the Secretariat, the nationals of socialist countries are completely barred from participating in many of the most important executive functions performed pursuant to decisions of the various United Nations organs. Thus the nationals of socialist countries are completely

barred from participating in the political missions sent to different countries pursuant to the decisions of the Security Council and the General Assembly. Of the seventy-nine existing posts in such missions, fifty-two are held by nationals of Western countries. The nationals of socialist countries do not hold a single one of these posts.

The socialist countries are virtually excluded from practical participation in an operation of such extreme importance as the provision of technical assistance to under-developed countries, including the secondment of experts, even though they bear expenses incurred in carrying out the technical assistance programmes. Thus, according to the published data, there were in various countries, on 1 January 1960, 246 experts who had been sent there under United Nations Technical Assistance Board arrangements; 195 of these were nationals of countries belonging to Western military alliances. Not one person had been sent from the Soviet Union, although it had put forward a long list of candidates for employment as experts. Four experts in all had been sent out from other socialist countries.

It was because of the faulty, one-sided composition of the Secretariat, and of its out-dated structure, which no longer corresponds to the needs of modern life, that the Security Council's decision authorizing the Secretary-General "to take the necessary steps, in consultation with the Government of the Republic of the Congo, to provide the Government with such military assistance as may be necessary" was completely distorted and was carried out entirely in the opposite sense. "Assistance" was provided - not, however, to the Government of the Republic of the Congo, as the Security Council's decision had contemplated, but to rebels operating, with the support of the colonialists, against the country's lawful Government. As a result of this method of implementing the Security Council's decision, the lawful Government of the Republic of the Congo was prevented from fulfilling its functions, its Prime Minister, Patrice Lumumba, who had turned to the United Nations for help, was murdered, and power was transferred to the creatures of the colonialists.

A further extremely unsatisfactory feature of the Secretariat's work is the fact that Mr. Hammarskjöld, whom a number of Governments of Members of the

United Nations do not recognize as the Organization's Secretary-General, has adopted the illegal practice, contrary to the United Nations Charter, whereby he and his staff arbitrarily take upon themselves functions and decisions which are outside the Secretariat's competence and are matters for the Security Council alone. Thus, in conducting the "United Nations operation" in the Congo, Mr. Hammarskjold took arbitrary decisions on questions concerning the numbers of the armed forces sent to the Congo and concerning the selection of the States which were to dispatch forces there and the conditions under which such forces were to be sent, although, as specified in Articles 43 and 48 of the Charter, all such decisions rest with the Security Council alone and with no other United Nations organ. Mr. Hammarskjold also takes it upon himself arbitrarily to decide such questions as the dispatch of political missions to various countries. In 1959 a political mission was sent to Laos without the knowledge or agreement of the Security Council or the General Assembly.

Serious defects also exist in the Secretariat's organizational structure established by Mr. Hammarskjold. The Secretariat includes an unjustifiably large number of Under-Secretaries and officials of the equivalent rank - thirty-three in all. The organizational structure of the Secretariat is cumbersome and ill-defined, with an unjustifiably large staff and an excessive division of functions, etc. Indicative of the inefficient manner in which the Secretariat is organized is the fact that seven of the fourteen Under-Secretaries at United Nations Headquarters are concentrated in the Office of the Secretary-General.

The organization of the United Nations financial administration is also defective. The Organization's financial system has been established in violation of the principles underlying the United Nations Charter with the result that all Member States are unlawfully burdened with operational expenses incurred by individual Members without the agreement and contrary to the interests of other Member States and of the United Nations as a whole. Thus, for instance, expenditure under the United Nations regular technical assistance programme, from practical participation in which the socialist countries are deliberately excluded, are defrayed out of the compulsory contributions of all States despite



the fact that the United Nations Charter neither authorizes nor justifies such compulsory financing of these operations under the regular budget.

The Charter (Article 10) provides that the General Assembly may discuss any questions or any matters within the scope of the Charter or relating to the powers and functions of any United Nations organs (with a specific exception with regard to political questions) and make recommendations on them. It does not, however, authorize the General Assembly to take decisions binding on all Member States with regard, for example, to the financing of technical assistance operations.

The views and proposals of the Soviet expert on the questions examined in the Committee of Experts have been set out in the notes which he submitted to the Committee on 6, 10 and 15 April of this year.

In order to ensure that the Secretariat carries out its tasks, its structure must be radically reorganized and its activities brought into line with the United Nations Charter. The approach to this problem must be based on the fact that the course of international events during the past few years, and more particularly the events in the Congo, have clearly shown that the structure of the United Nations Secretariat and the orientation of its work do not correspond at the present time to the change that has taken place in the international balance of forces, having regard to the establishment of a world socialist system, the collapse of colonialism, and the proclamation of their independence by many former colonial and dependent countries.

In the present state of international affairs it has become a matter of particularly urgent importance that the office of Secretary-General should be reorganized in such a way as to ensure that the executive organ of the United Nations should be headed not by a single person, the Secretary-General, but by three persons representing the present three main groups of States - the socialist States, the neutralist States, and the members of Western military blocs. In addition, the entire staff of the United Nations Secretariat should be reorganized on the same basis, so that the three main groups of States referred to above are represented in it on an equal footing. All practical measures taken to reorganize the individual departments of the Secretariat should be aimed at the achievement of those objectives. Only by carrying out a radical reorganization of the structure of the United Nations Secretariat along the lines of the above principles can there be created the genuinely international United Nations executive machinery called upon to promote the purposes and tasks laid down by the Charter.

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## 2. SEPARATE STATEMENT BY MR. FRANCISCO URRUTIA

The demand of one of the experts that the Committee's report should include an Appendix containing his own separate views, places the members of the Committee in a difficult position. The demand was made on the last day of the Committee's meetings, and there was no time to discuss either the views contained in the separate statement or the question of inclusion. The appearance of a report containing a separate statement by one expert, in addition to all the separate statements included at his request within the body of the report, raises the question whether the other experts agree with these views and with the recommendations in the report without any qualifications of their own.

I feel it necessary, therefore, to put on record a comment on some aspects of the Committee's work and on certain questions referred to in the report and on some others which were not discussed by the Committee. Silence on these points might be interpreted, if not as acceptance, at least as proof of no strong opposition.

In the course of drafting the report a number of experts were not in agreement with many points which are included. Some formulations were accepted as a compromise; for instance, in the case of geographical distribution I do not consider the formula recommended by the majority an ideal formula, but when it was first proposed by the Soviet expert I took it as expressing a desire on his part to develop a common ground which might assist delegations to the General Assembly holding differing points of view to reduce, and perhaps to put an end to the controversy which had been raised around the question of the role and functions of the Secretariat. Personally, I would consider the ideal formula to be one which provides for a completely international Secretariat recruited on the widest possible basis, where everyone would forget his nationality as a factor in his selection and service, and where there would be no question of tying the principle of geographical distribution to a rigid formula. But the text as it stands was a compromise and it was accepted as such.

Likewise, it was impossible for the Committee to study the structure of the Secretariat at the top level from a strictly administrative point of view. The basic principles underlying this structure were evolved in political

negotiations, and the present position can only be understood in the light of the political factors which have influenced its development. At the Great Power conferences which preceded the San Francisco Conference, and at San Francisco, agreement was reached, as a compromise between conflicting concepts, on provisions of the Charter under which actions by the United Nations would be taken on the basis of an inter-governmental agreement among all permanent members of the Security Council. The General Assembly, having the right to recommend measures but not to decide on actions, was to provide Member States with an international forum in which world public opinion would find expression. The Secretariat was to be an independent and impartial organ, serving only the interests of the Organization and functioning under a formal commitment by Member States "to respect the exclusively international character of the responsibilities of the Secretary-General and his staff and not to seek to influence them in the discharge of their responsibilities".

The constitutional balance thus envisaged within the United Nations ran into political difficulties from the outset. Owing to the abuse of the veto power, the Security Council was prevented from acting as the executive organ envisaged in the Charter; on the other hand, the General Assembly could not assume the responsibilities for certain actions reserved to the Security Council. Confronted with the dangers of inaction in the face of situations threatening the maintenance of international peace and security, the United Nations sought for various solutions.

One of these was the "Uniting for Peace" resolution of 1950, under which the United Nations was able to take immediate action to summon emergency special sessions of the General Assembly to deal with matters with regard to which the Security Council was unable to exercise its responsibilities because of the veto. Four emergency special sessions have been called under the terms of that resolution.

Another solution, and one on which the United Nations came to rely to an increasing extent was the use of the Secretary-General in carrying out the decisions of the Security Council and General Assembly under Article 98 of the Charter. This Article requires the Secretary-General, in addition to acting in that capacity at meetings of the General Assembly, the Security Council, and the

other two Councils, to "perform such other functions as are entrusted to him by these organs". This is quite distinct from the right of initiative which the Secretary-General was given in Article 99 of the Charter to bring to the attention of the Security Council any matter which in his opinion may threaten the maintenance of international peace and security. Article 98 imposes an obligation on the Secretary-General and at the same time affords an additional method to the principal organs of the United Nations for the implementation of their recommendations and decisions. It is, thus, a way out for the Security Council and the General Assembly from the impasse caused by the veto and by the constitutional limitation on direct action by the General Assembly.

The effectiveness of this method was repeatedly demonstrated in the years since 1954. The Secretary-General acted on a number of matters at the request of these two organs, among them the question of the release of United Nations fliers held by the Peking Government, the problem of compliance of Arab States and Israel with the provisions of the General Armistice Agreements, the Suez question, the case of Lebanon, and more recently the problem of the Congo.

The Security Council and the General Assembly always had at their disposal alternative methods of dealing with these problems. Among these might be mentioned the ad hoc appointment of someone other than the Secretary-General to serve as a United Nations mediator, or a United Nations representative on an important problem; the appointment of inter-governmental committees or commissions; and the use of the President of the Security Council or of the General Assembly to undertake negotiations. These methods are available and have been used in the past, but increasingly the Security Council and the General Assembly made use of the services of the Secretary-General in various emergency situations.

The reason for this is not hard to find. Inter-governmental committees are not, as a rule, very effective in executive tasks. They tend to be cumbersome, to reflect within themselves some of the differences of views and even conflicts among Members which have prevented the Security Council from acting as it was hoped it would under the Charter. In short, they lack the elements needed for prompt and decisive action required of an executive in an emergency.

Furthermore, the use of the Secretary-General by the Security Council and the General Assembly, under Article 98, to carry out the decisions of these organs is based on the proved compliance by the Secretary-General and his staff with Articles 100 and 101 of the Charter. In turn, such use of the Secretary-General is possible only on the basis of a corresponding compliance on the part of all Member States to respect the exclusively international character of his responsibilities and of a conscious effort by them not to seek to influence him in the discharge of his responsibilities. This obligation becomes all the more binding when the Secretary-General, in the course of carrying out decisions entrusted to him by the Security Council, has to undertake measures which do not in all particulars, and at all stages of implementation, meet with the approval of one or other of the permanent members. The Security Council and the General Assembly always have available to them the means to correct what they may regard as a misunderstanding of their instructions, to give new directives, or to decide on other methods of handling a given problem.

Under the Charter, the Secretary-General is the only elected official of the Secretariat. He alone, therefore, bears the responsibility for the manner in which the decisions of principal organs are implemented by him and by the staff under his direction. The Secretary-General cannot delegate this responsibility without assuming, in turn, full personal responsibility for the actions of his appointees. The consequence of this responsibility is that the views of the Secretary-General himself on the organization of the top level staff who work directly under him, whom he selects and appoints, and to whom he assigns the specific tasks involved in the discharge of his responsibility, must be decisive.

No statesman of the calibre which the United Nations needs as its chief administrative officer can be expected to accept the responsibilities of this post without the necessary latitude in the choice of the persons he wishes to work with him, and in the manner and the extent to which he allocates to them the areas of his total responsibility.

It is with these considerations in mind that I have subscribed to certain of the suggestions in this report concerning the top-level organization of the Secretariat. It would be unrealistic for a committee of experts to prescribe

to the Secretary-General any given form of organization at that level. All that experts can do is to suggest certain general ideas, but it should be recognized that any conclusions regarding the organization of the Secretariat at the top level, must remain an integral part of the Secretary-General's direct responsibility to the Members of the United Nations.

An additional observation might be made in conclusion. Expert committees have a useful contribution to make to the total work of the United Nations. They are not, however, the proper forum for the study of questions which are highly political and which fall within the political competence of the Member Governments themselves. It, therefore, seems necessary, as suggested in paragraph 9 of the report, to define the terms of reference of expert committees in language sufficiently precise to ensure that the work of such committees remains at the expert, administrative level and is not deflected into political controversy.

### 3. SEPARATE STATEMENT OF MR. L.M. GOODRICH

When the General Assembly in its fourteenth session requested the Secretary-General to appoint a committee of experts to work with him in reviewing the organization and activities of the Secretariat with a view to effecting or proposing measures to ensure maximum economy and efficiency, the international atmosphere afforded some ground for hope that such a review could be made without the intrusion of highly controversial political issues. As the result of the subsequent deterioration of international relations, the Committee found itself in the situation where problems of organization and administration, which under more favourable conditions could be considered solely on the basis of criteria of efficiency and economy, have become matters of political controversy, incapable of consideration without political arguments being made or political inferences being drawn.

Despite this unfavourable atmosphere, the effort has been made within the Committee to establish an area of general agreement by an accommodation of divergent views. On most major issues, such efforts at accommodation have not been successful in eliminating dissents by one or more members. This right has been fully admitted, though in the interest of achieving an agreed report some members have hesitated to exercise it. However, when a member who has frequently exercised this right finds it necessary to append a separate opinion summarizing and restating his views on the questions considered by the Committee, it is understandable that other members should consider whether their views on matters before the Committee may not be misunderstood unless advantage is taken of the same opportunity.

The increase in the administrative and political responsibilities of the Secretary-General, largely as the result of decisions of the Security Council and the General Assembly, has understandably focused the attention of Governments on questions of Secretariat organization and staffing, particularly at the top level. Complaints have been made by some Governments regarding the manner in which these responsibilities have been discharged, particularly from the point of view of influencing the development of situations along unacceptable lines. While it is not the function of a committee of experts to pass judgement on

matters of this kind, the Committee has considered the question of the adequacy of Secretariat organization at the top level for the discharge of its greatly increased responsibilities as requiring its attention.

The proposal that the Secretary-General be replaced by three persons representing three basic groups of States - "the socialist States, the neutralist States, and the members of Western military blocs" - is not only open to the objection that it would require the amendment of the Charter, but also, and this is much more serious, to the objection that it would permit the complete paralysis of action. It would also introduce into the organization of the Secretariat criteria which are ephemeral in nature and incapable of exact definition, the recognition of which is not in harmony with the basic purposes and principles of the Organization.

The proposal of three Deputy Secretaries-General, primarily concerned with political, diplomatic and ad hoc functions including administrative and financial, to be appointed by the Secretary-General "taking into account the main political trends in the world today," would not require Charter amendment for its implementation, but would involve by implication recognition of a three-way division of the membership of the Organization. It would restrict the responsibility and authority of the Secretary-General to an undesirable extent and introduce confusion and weakness at the top. If provision is to be made for Deputy Secretaries-General there would seem to be little justification on grounds of administrative efficiency for limiting their functions to the political field. Furthermore, it is difficult to see the justification for making a Deputy Secretary-General in charge of special political affairs responsible for administrative and budgetary matters.

It does not follow from the above considerations, however, that some reorganization of the top direction of the Secretariat may not be desirable in the interest of efficiency and economy. The increase in the political responsibilities of the Secretary-General, the discharge of which requires the personal attention of the Secretary-General in the choice of advisers and representatives and the taking of decisions, makes it all the more necessary that he have some relief from the responsibilities involved in the day-to-day



supervision and direction of administration. Furthermore, the effective co-ordination of programmes and finances and the enforcement of strict administrative discipline, all the more necessary in view of steps being taken or about to be taken to achieve wider geographical distribution, require the continuous and undivided attention of a top official who enjoys the confidence of the Secretary-General and has the authority to represent him. In the light of such considerations, the Committee's recommendation that the Offices of the Controller, Personnel and General Services be placed under an official of the highest grade under the Secretary-General should receive consideration independently of other proposals and on its own merits.

The General Assembly in its fifteenth session requested the Committee of Experts to study certain questions relating to the geographical distribution of the staff. Under existing conditions, these questions have serious political implications since some Governments have contended that the alleged unsatisfactory performance of the Secretary-General and his staff is due primarily to the dominant position in the Secretariat of nationals from Western countries. The Committee has recognized the desirability of wide geographical distribution of Secretariat staff and has made proposals for better implementing the principle and more particularly for reducing or eliminating existing inequalities or imbalances within a reasonable time without resorting to radical methods of a surgical nature.

The recommendations of the Committee on criteria for determining the range of posts for each Member State and on practical methods to achieve wider geographical distribution go a considerable distance to meet the demands of representatives of Eastern European countries who have been most vocal in their complaints. It is important, however, to emphasize certain basic principles and safeguards which in the search for general agreement have not received as much specific emphasis in the report as they deserve.

While the Charter recognizes the importance of wide geographical distribution, there is no basis in the Charter or elsewhere for the proposal that groups of States, whether defined in terms ideologies, political tendencies or military alignments, should be represented in the Secretariat on the basis of equality. This proposal has already been commented upon in connexion with

the top direction of the Secretariat; it has even less validity when applied to all Professional posts. Wide geographical distribution gives adequate assurance that nationals of different cultures, political systems, and ideologies will have the opportunity to contribute to the work of the Secretariat.

The Charter does not require or permit that the principle of wide geographical distribution be applied in an arbitrary or mechanical way. It states that in the employment of the staff and the determination of the conditions of service, the paramount consideration shall be the necessity of securing the highest standards of efficiency, integrity and competence, "due regard" being paid "to the importance of recruiting the staff on as wide a geographical basis as possible". Consequently, it is for the Secretary-General to decide in each case whether the application of the prescribed criteria permit him to appoint a national from a particular country. This must be understood in connexion with the Committee's recommendation of a new formula for computing the targets of Member States and the Committee's recommendations for remedying existing imbalances and inequalities. The fact that the Committee recommends a formula for determining the target for each Member must not be interpreted as meaning that there is anything in the nature of a legal or moral entitlement to a particular position. The Secretary-General must always be free to decide on the qualifications of candidates.

The introduction within a relatively short period of time of a substantial number of nationals from under-represented countries to achieve more balanced geographical distribution presents certain hazards to the effective functioning of an international secretariat, particularly if a large proportion of the appointees are on secondment from their Governments or on fixed-term appointments. To reduce these hazards to a minimum, special attention must be given to selection procedures, provision should be made for in-service training, adequate supervision and direction of the work of new appointees should be provided, and strict administrative discipline must be maintained. It must be recognized that the implementation of the proposals of the Committee may place increased burdens on the existing staff, for a time at least, and will undoubtedly require increased expenditure not only for the specific purposes mentioned in the Committee's report but also to cover the costs of recruitment, travel, settling-in, and especially the assistance required to equip the new members for their tasks.

It must also be clearly recognized that the principle of wide geographical distribution applies to the recruitment of personnel, and not to promotion policies. The effectiveness of the United Nations Secretariat in the discharge of its responsibilities depends upon the existence within the organ and permeating all its activities of a body of devoted, experienced and competent international officials who are prepared to make international service their career. This condition can only exist if the recognition of meritorious service is not subordinated to extraneous considerations.

4. SEPARATE STATEMENT BY SIR HAROLD PARKER

The recommendations in the report, with which I have associated myself, represent at times a compromise between my views and those of other members designed to secure the greatest possible measure of agreement. I would emphasize that, in my view, the Secretary-General and his staff are a vital element of the United Nations. The principles set out in Article 100 of the Charter must be maintained in order that they may fully and impartially carry out the responsibilities entrusted to them as a truly international body of officials serving all members without seeking or receiving instructions from any Government.

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