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PERSONNEL QUESTIONS

Report of the Fifth Committee

Rapporteur: Mr. Santiago MEYER PICON (Mexico)

(a) COMPOSITION OF THE SECRETARIAT

1. The Fifth Committee considered agenda item 81 (a), the composition of the Secretariat, at its 1280th to 1284th, 1286th to 1290th, 1295th and 1296th meetings held between 10 and 20 December 1968.
2. The Committee had before it the report (A/7334) of the Secretary-General on the composition of the Secretariat and the related report (A/7386 and Corr.1) of the Advisory Committee on Administrative and Budgetary Questions, as well as the customary report of the Secretary-General (A/C.5/L.942 and Add.1) listing all staff members by organizational unit, title, nationality and level.

I. INTRODUCTION

3. The Under-Secretary-General for Administration and Management introduced the report of the Secretary-General on the composition of the Secretariat (A/7334), in the preparation of which very helpful discussions were held with representatives of Member States which had established language instruction programmes, and intensive discussions were recently held with interested delegations. The Secretary-General believed, as a result, that a broadly acceptable approach to the achievement of a better balance among the working languages of the Organization had thereby been achieved.
4. The first of the three questions dealt with, namely, the geographical composition of the Secretariat, involved increasing efforts being made to reconcile

the two principles of staff recruitment laid down in Article 101 of the Charter - individual competence and geographical distribution. The Secretary-General's task was infinitely greater than that faced by national administrations in recruiting staff. Candidates for appointments in the United Nations had such diverse cultural and educational backgrounds that comparative evaluation was exceedingly difficult and competitive examination could rarely be used. Reliance had to be placed almost entirely on interviews and references. Recruitment for the Secretariat also had to take into account three special factors which had no real parallel in national administrations: the need to ensure at every stage a balance between the nationalities representing the growing number of Member States, the importance of maintaining a balance between permanent and fixed-term appointments and the need to bring about a better balance among the working languages. To give each of these its due weight required a constant and most delicate balancing of the various elements. The sympathetic understanding and co-operation of all Member States, in their own interests, was needed in this matter.

5. The second question dealt with in the Secretary-General's report was the necessity of bringing about a more flexible and varied use of languages in keeping with the international character of the Secretariat. The proposals in the report represented an attempt to reconcile the need to improve the linguistic abilities of the staff with the need to maintain the smooth functioning of the Secretariat. The Secretary-General felt that the additional expenditure entailed by the alternative measures proposed instead of a language bonus was well justified in view of their expected results. He appealed to members of the Committee not to press for more clear-cut measures for, although those proposed were limited, they were neither unimaginative nor unenterprising, and the paramount consideration was to ensure that the Secretariat continued to work efficiently.

6. The third question dealt with in the report was that of including Russian among the working languages of United Nations organs. The Secretary-General considered that the political aspects of the question, namely, the criteria to be applied in revising the language rules, must remain within the competence of the General Assembly. The administrative aspects of the question presented no

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insuperable obstacle to making Russian one of the working languages of the deliberative organs over a period of time, if Member States so desired, provided that the necessary resources were made available.

7. The Under-Secretary-General concluded that the proposals amounted to a course of action designed to strengthen the Secretariat, enhance its effectiveness and increase the confidence which Member States had in it. They also reflected the often stated view that the efficiency of the Secretariat must ultimately depend upon the judicious exercise of the authority vested by the Charter in the Secretary-General himself.

8. The Chairman of the Advisory Committee, at the 1283rd meeting, introduced its report (A/7386 and Corr.1) on the report of the Secretary-General on personnel questions - composition of the Secretariat (A/7334). The Secretary-General had estimated the total cost of the expanded language training programme at and away from Headquarters, including the cost of an enlarged administration unit and the emoluments of the teaching staff, to be \$558,600 on a full-year basis. The Advisory Committee recommended no reduction in this estimate of the Secretary-General, if his proposals were approved by the Fifth Committee. With regard to the request of the Fifth Committee to study and report on the questions connected with the inclusion of Russian as a working language of the principal United Nations organs other than the Secretariat and the International Court of Justice, the Secretary-General had estimated that an additional \$1,680,600 for Headquarters, Geneva, including the United Nations Conference on Trade and Development (UNCTAD) and the United Nations Industrial Development Organization (UNIDO) would be required for the first full year.

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## II. DISCUSSION

9. In the discussion of the report, it was generally recognized that advances had been made towards the achievement of the objectives set out in General Assembly resolution 2359 (XXII), but many delegations considered that much more remained to be done. The discussion was centred on three main points: (a) geographical distribution of staff, (b) equitable linguistic balance, and (c) the question of including Russian as a working language. A number of representatives also commented on the further increase in the proportion of fixed-term to career appointments which had once again moved away from the ratio of 1 to 3 which had been established in the interests of over-all efficiency and stability as well as of geographical distribution. Several delegations mentioned the advantages in increased objectivity and experience of having a greater proportion of career appointments and others urged the use of more fixed-term appointments to allow for the influx of new staff at all levels and to permit a quicker improvement of geographical representation.

### A. Geographical distribution of staff

10. In examining the results of the efforts which had been made towards a more equitable geographical distribution of the staff, many delegations acknowledged the delicacy of the task of balancing the various elements of the directives of the General Assembly to the Secretary-General which had to be borne in mind in the recruitment of staff. According to Article 101 (3) of the Charter, the paramount consideration in the recruitment of staff was the necessity of securing the highest standards of efficiency, competence and integrity, but there was no incompatibility between this provision and the requirement of the Article that due regard should be paid to the importance of recruiting the staff on as wide a geographical basis as possible. The Secretariat should be universal in character and would be enriched by having among its staff representatives of all the different cultures and working methods of Member States. Various representatives pointed to the high proportion of nationals of western countries in the senior levels of the Secretariat and urged that the number of staff from different regions at these levels should be more closely related to their desirable range. A number of

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representatives stressed the contribution of staff members from the newer Member States which demonstrated their willingness to participate in the work of the Secretariat and to assume their full responsibility. The Secretary-General was urged to recognize the professional experience of staff members from these countries rather than their academic qualifications alone. Many representatives expressed the opinion that the methods of work of the Secretariat should reflect the various cultures and the technical competence of all nations.

11. Some representatives suggested the suspension of recruitment from all Member States which had exceeded their desirable range. Other representatives, noting that approximately 40 per cent of new recruits during 1968 were from such countries, urged that only very exceptional cases should be permitted. Other representatives pointed out that in special circumstances the Secretary-General needed authority to select candidates wherever the required skills could be found. Some essential programmes, particularly in the economic and social work of the Organization, might not be carried out if he were precluded from recruiting the right man for the right post, even though the candidate did not fill absolutely all the criteria which were relevant.

12. Responding to questions raised by representatives on the same subject, the representative of the Secretary-General assured the Committee that, so far as possible, recruitment from over-represented countries would be restricted to special cases. At all stages of the appointment process, care was now being taken and would continue to be taken that nationals of over-represented countries should not be appointed to the Secretariat unless it were established to the satisfaction of the Secretary-General that qualified candidates of other nationalities were not available. There was certainly no policy within the Secretariat that a vacancy had to be filled by a national of the same country as the staff member vacating the post, although it would clearly not be wrong to do so in a particular case where the nature of the post and the duties attaching to it made the appointment of a particular national desirable. In applying the system of desirable ranges, the Secretary-General not only looked at the number of posts filled by the nationals of any country, but also took into account the level of the posts they held.

13. The Fifth Committee, concerned at the lack of progress made in improving the geographical distribution of the staff of the United Nations, urged the

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Secretary-General of the United Nations to take the necessary steps to enable countries which had not filled their minimum quota of posts to do so during 1969 and 1970. The representative of the Secretary-General assured the Committee that he would do all he could to carry this out, within the proper exercise of the Secretary-General's prerogatives under the Charter and bearing in mind the terms of the relevant resolutions of the General Assembly. In this connexion, the Committee heard without comment a statement by the representative of India to the effect that the implementation of this request would have to be undertaken in such a way as not to undermine the efficiency of the Organization. His understanding of the proposal was accordingly limited to an invitation to under-represented countries to present candidatures for vacant posts during the next two years, it being left to the discretion of the Secretary-General to determine to what extent such candidates could be accommodated bearing in mind the paramount consideration of the efficiency of the Organization.

14. At the 1286th meeting, Pakistan, on behalf of the co-sponsors, introduced a draft resolution (A/C.5/L.966) on the composition of the Secretariat. The representative stated that the sponsors felt that imbalances continued to exist and that the Secretary-General still needed to continue his efforts to achieve a fuller implementation of resolution 2359 A (XXII), of which they wished to reiterate the importance. The draft resolution (A/C.5/L.966) was sponsored by Brazil, Ceylon, Guyana, India, Japan, Pakistan, Peru, Philippines, Sudan, Syria and the United Arab Republic. Subsequently Turkey was added to the sponsors of the draft resolution (A/C.5/L.966/Add.1), which read as follows:

"The General Assembly,

Recalling its resolution 2359 (XXII) A of 19 December 1967,

Reaffirming the need of equitable distribution of staff among Member States as between regions, and within each region, in particular at the level of senior posts,

Reiterating its invitation to the Secretary-General to give preference to candidates from inadequately represented countries, keeping in mind paragraph 73 of the report of the Committee on the Reorganization of the Secretariat (A/7359),

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1. Notes with appreciation the information contained in table 10 based on weighted geographical distribution, of the report of the Secretary-General (A/7334);

2. Requests the Secretary-General to continue to include a table based on weighted geographical distribution in his future reports;

3. Renews its request to the Secretary-General to continue his efforts to achieve a better geographical distribution of the staff of the Secretariat at all levels;

4. Further requests the Secretary-General to report to the General Assembly at its twenty-fourth session on the progress achieved in the implementation of the present resolution."

15. Also at the 1281st meeting the Ukrainian Soviet Socialist Republic proposed the inclusion in the report of the Fifth Committee of the following paragraph (A/C.5/L.965):

"The Fifth Committee, concerned at the lack of progress made in improving the geographical distribution of the staff of the United Nations, urges the Secretary-General of the United Nations to take the necessary steps to enable countries which have not filled their minimum quota of posts to do so during 1969 and 1970."

B. Equitable linguistic balance

16. All representatives recognized the common objective of achieving an equitable linguistic balance within the Secretariat, but there was some difference of opinion at the previous session on the best means of achieving this. They welcomed the proposals of the Secretary-General to expand the language training programme, to accept fluency in one working language as a minimum requirement to qualify for recruitment, and to make knowledge of a second working language, defined as comprehension of the written and spoken word, a factor in promotion as well as a basis for entitlement to faster movement between steps.

17. In a modified form, the proposals of the Secretary-General were embodied in a thirty-one-Power draft resolution (A/C.5/L.963) that was introduced on behalf of its sponsors by the representative of Tunisia. He stated that it was based on discussions during the past two sessions and on the report of the Secretary-General (A/7334). It stressed the importance of ensuring the effectiveness of measures recommended by the Secretary-General by means of incentives in the matter

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of staff promotion in the professional category subject to geographical distribution. Language training without incentive was not sufficient. Linguistic balance would be ensured in particular by encouraging knowledge of a second language. He pointed out that the various measures proposed constituted a whole which could not be altered in substance.

18. The draft resolution (A/C.5/L.963 and Corr.1), which was sponsored by Argentina, Belgium, Burundi, Canada, Central African Republic, Colombia, Congo (Brazzaville), Congo (Democratic Republic of), Dahomey, El Salvador, Equatorial Guinea, France, Haiti, Italy, Ivory Coast, Lebanon, Madagascar, Mauritania, Mauritius, Mexico, Niger, Peru, Philippines, Romania, Rwanda, Senegal, Spain, Togo, Tunisia, Upper Volta and Uruguay, read as follows:

"The General Assembly,

Recalling its resolutions 2241 B (XXI) of 20 December 1966 and 2359 B (XXII) of 19 December 1967 relating to the use of the working languages and to the establishment of a language bonus, and in particular operative paragraph 3 (a) of resolution 2359 B (XXII) concerning the need to ensure a linguistic balance within the Secretariat,

Having considered the relevant part of the report submitted by the Secretary-General pursuant to General Assembly resolution 2359 B (XXII),

Having noted with satisfaction the measures recommended by the Secretary-General in his report (A/7334) with a view to bringing about a broad expansion of the language training programme already conducted by the Secretariat and ensuring its effectiveness by incentives in the matter of the promotion of staff in the professional category subject to geographical distribution,

1. Requests the Secretary-General, with a view to ensuring a linguistic balance, to take the following steps:

(a) From 1 January 1970 the acceptable minimum requirement at the moment of recruitment will be:

(i) Ability to use one of the working languages of the Secretariat, or

(ii) Ability to use one of the working languages of a United Nations organ, in the case of staff members recruited for one of the sections of the Secretariat working for that organ. It is understood that such staff members will not be appointed on a permanent basis or that their fixed-term engagement will not be extended beyond two years until they are able to work in one of the working languages of the Secretariat.

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(b) From 1 January 1972,

- (i) All promotion from one grade to another, from P-1 to D-2 inclusive, for staff in the professional category subject to geographical distribution will be conditional upon adequate and confirmed knowledge of a second language;
- (ii) Adequate and confirmed knowledge of a second language will permit more rapid passage through the steps within each grade, from P-1 to D-2 inclusive, for the same staff. In this case the interval between steps will be ten months instead of twelve. A reduction by the same proportion will be applied for grades where the interval between each step is at present more than twelve months;

2. Decides that confirmation of the knowledge of a second language shall be the fact of obtaining the language proficiency certificate as at present awarded by the United Nations, i.e., by boards consisting of language teachers. Since the end in view is essentially to provide understanding of the written and the spoken language, the language training courses will have to be modified accordingly;

3. Decides that the second language, knowledge of which will be confirmed by the award of the language proficiency certificate, shall be one of the official languages listed in rule 51 of the rules of procedure of the General Assembly;

4. Urges the Secretary-General to take all the necessary steps to enable all the officials who so request to follow language courses and to ensure that modern teaching methods are used as widely as possible;

5. Invites the Secretary-General to report to the General Assembly at its twenty-eighth session, in 1973, on the action taken on this resolution, in order to enable the Assembly to take, if necessary, whatever steps it may deem appropriate, bearing in mind this resolution and resolutions 2241 B (XXI) and 2359 B (XXII)."

19. Many representatives spoke in support of this proposal and pointed out that neither of the working languages of the Secretariat should be predominant and neither should enjoy a privileged status. These languages were equally important and a knowledge of them would not hinder, but would rather facilitate the work of the Organization. Several representatives suggested that the proposal was discriminatory with regard to those whose mother tongue was neither a working nor an official language and would put a premium on linguistic ability if not applied with flexibility. Others pointed out that it was reasonable for those entering the international civil service to expect to have to acquire a knowledge of

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different languages. It was also stated that it would not be fair to make promotion absolutely conditional on knowledge of a second working or even official language, unless all staff members were given equal opportunity to acquire such knowledge if they did not already possess it. It was not the intention that staff should devote their energy to the acquisition of linguistic skills to the detriment of their official functions. One representative urged that the implications of the proposal on the common system of conditions of employment in the United Nations family should be carefully considered. It was generally agreed that the possession of a language proficiency certificate issued after examination by the teaching staff of the Secretariat would be a proper test of the knowledge of the second language. Several representatives considered that the text of the proposals was unduly rigid and would restrict the Secretary-General's discretion and possibly interfere in matters which were within his exclusive competence under the Charter.

20. One of the co-sponsors recalled that, while the Secretary-General considered English and French to be the working languages of the Secretariat, the Spanish-speaking delegations still considered that Spanish had become de jure a working language of the Secretariat when rule 51 of the rules of procedure of the General Assembly had been amended. However, without moving from that position, the Spanish-speaking delegations, on the basis of the de facto recognition by the Secretary-General of the importance of the Spanish language as reflected in his report, had assisted in the drafting and had co-sponsored the draft resolution.

21. In a spirit of co-operation, the co-sponsors subsequently revised the draft in various respects to take into account the reservations of various delegations and in particular to permit the Secretary-General the necessary flexibility to exercise his responsibilities as chief administrative officer under Article 97 of the Charter. A first revision (A/C.5/L.963/Rev.1) was introduced by the representative of Tunisia at the 1286th meeting on behalf of the co-sponsors, who had been joined by Chile, Ecuador, Laos, Luxembourg, Malta, Nicaragua and the United Arab Republic (A/C.5/L.963/Add.1-5), and added the following paragraphs to operative paragraph 1 (b) (i):

"Nevertheless, the Secretary-General, in the spirit of the preceding provision, may by way of exception authorize the promotion of staff members as specified above who do not fulfil the condition laid down in paragraph (b) (i) above if he otherwise considers that their promotion is justified by reason of their professional aptitude and the particular services which they render to the Organization;

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"Such exceptional promotions shall be authorized by the Secretary-General upon the proposal of the Under-Secretary-General for Administration and Management, such proposal to be made on the basis of the recommendations of the Director of Personnel;

"The Secretary-General shall indicate the number of exceptions he has authorized in his annual report to the General Assembly on personnel questions, in a separate annex, stating the reasons for such exceptions;"

and added the following sentence to operative paragraph 5:

"It is understood that the application of the language bonus established by resolution 2359 B (XXII) remains in suspense pending the decision to be taken by the General Assembly at its twenty-eighth session."

22. In the same spirit, Tunisia, at the 1287th meeting, introduced a second revision (A/C.5/L.963/Rev.2) by which a modified text had been produced instead of the sentences introduced into operative paragraph 1 (b) (i) of the draft by the previous revision, as follows:

"Nevertheless, the Secretary-General may authorize the promotion of staff members as specified above who do not fulfil the condition laid down in paragraph (b) (i) above, if he deems it necessary for the proper functioning of the Secretariat. The Secretary-General shall indicate what action has been taken in this respect in his annual report to the General Assembly on personnel questions;"

The representative of Tunisia pointed out that his new text allowed more latitude to the Secretary-General in following the directive and that the General Assembly in any case would have the opportunity to re-examine the matter in 1973 according to operative paragraph 5.

23. Another delegation stated, on behalf of the sponsors, that it construed paragraph 1 (b) (i) to mean that the exceptions authorized by the Secretary-General should favour primarily staff members whose mother tongue was not an official language of the General Assembly within the meaning of rule 51 of the General Assembly's rules of procedure. The delegation also stated that it would be sufficient for the Secretary-General to indicate in his annual report the number of exceptions he had authorized, it being understood that it was not the sponsors' intention to ask him questions which might lead to the disclosure of the names of the staff members who had been promoted in that way. Other delegations said that they understood that it should not otherwise encroach on the authority vested in the Secretary-General. Another representative stated on behalf of the sponsors

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that operative paragraph 1 (a) (ii) did not imply that the concept of a consolidated manning table for the Secretariat should be abolished nor was it intended to compartmentalize it nor to restrict the Secretary-General's freedom to move staff from one unit to another.

24. In a statement (A/C.5/L.963) on the financial implications of the draft resolution (A/C.5/L.963) introduced by Tunisia with a view to ensuring a linguistic balance within the Secretariat, the Secretary-General indicated that the total cost could tentatively be estimated at \$12,500 in 1969 for an additional teacher, \$460,000 in 1970 for additional translation staff and for the replacement of 100 monolingual secretaries by bilingual secretaries, and an additional \$140,000 annually from 1972 for shortening the one-year increment period for staff with knowledge of a second language.

C. The question of including Russian as a working language

25. As regards the question of including Russian among the working languages of the United Nations principal organs other than the International Court of Justice and the Secretariat, the Secretary-General believed that, subject to the provision of the necessary resources and space, the administrative problems relating to this question could be met within a reasonably short period. Considerable strides had already been made, in recent years, towards reducing the distinction between official and working languages in the deliberative organs. In administrative terms, therefore, the issue came down to an increase in the number of languages staff required for the purpose and in their accommodation at Headquarters. In the course of the discussion of this question in the Fifth Committee, the representative of the Secretary-General suggested that, since effective implementation would in any case have to be brought about gradually, consideration might perhaps be given to the advisability, at the present moment, of taking some measurable step rather than attempting to go all the way.

26. The representative of the Union of Soviet Socialist Republics proposed initially that Russian should be included among the working languages of all the principal organs, but later accepted a suggestion by the representative of the United Arab Republic that the proposal be limited to make Russian a working language of the General Assembly and to recommend that Russian should also be included among the working languages of the Security Council. The importance of

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Russian as a means of communication in diplomacy and science was stressed by quite a number of representatives, as well as the political and practical reasons for including the language of the Union of Soviet Socialist Republics among the working languages of these organs. A number of delegations emphasized the financial implications and questioned the appropriateness of making the language used normally in communications with the Secretariat by the delegations of only four of the 126 Member States a working language of principal organs of the Organization. The representative of the United States of America noted that the Union of Soviet Socialist Republics, while withdrawing its proposal for the inclusion of Russian among the working languages of the principal organs other than the General Assembly and the Security Council, still maintained its wish to make Russian a working language of all principal organs in time. The representative of the United States of America urged that the proper criterion for determining what should be the working languages of any organ should be efficiency and economy. The representative of China proposed that the distinction between working and official languages in the General Assembly should be removed in order to avoid any discrimination between the official languages of the Organization.

27. At the 1281st meeting, the Union of Soviet Socialist Republics introduced a draft resolution (A/C.5/L.962), which read as follows:

"The General Assembly,

"Noting with satisfaction that, with the development and consolidation of the United Nations, the remaining distinctions in United Nations organs between the official and the working languages are being eliminated, and desiring to promote the further acceleration of that process,

"Taking into account the practice of using certain other official languages on a level with English and French as working languages of the principal organs of the United Nations,

"Noting the outstanding significance of Russian, in the world today, as a medium of international political, economic, scientific, technical and cultural intercourse, and also the fact that it is used as a working and diplomatic language by many States Members of the United Nations,

"Decides to include Russian among the working languages of the principal United Nations organs."

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28. At the 1283rd meeting, the Union of Soviet Socialist Republics introduced a revised text (A/C.5/L.962/Rev.1) of its draft resolution, by which the operative paragraph was replaced by the following:

"Decides to include Russian among the working languages of the principal United Nations organs, with the exception, at the present state, of the Secretariat and the International Court of Justice."

He also requested the inclusion of the following paragraph (A/C.5/L.968) in this report:

"The Committee, having considered chapter IV of the report of the Secretary-General concerning the question of including Russian among the working languages of the United Nations (A/7334), expressed its appreciation to the Secretary-General for the study which he had carried out and requested him to continue the study of this question with a view to presenting his views and recommendations regarding the inclusion of Russian among the working languages of the United Nations Secretariat and the International Court of Justice to the General Assembly at its twenty-fourth session."

29. At the same meeting, the United Arab Republic suggested that members of the Committee might consider, as an alternative to the draft resolution (A/C.5/L.962) submitted by the Union of Soviet Socialist Republics, the following text (A/C.5/L.969):

"The General Assembly,

"Recalling its resolution 2359 B (XXII) of 19 December 1967 on the use of the working languages, which pointed out that 'the use of several languages by the United Nations could constitute not a hindrance, but rather an enrichment and a means of attaining the objectives of the Charter of the United Nations',

"Having examined the relevant part of the report submitted by the Secretary-General in document A/7334 and, in particular, part IV 'The question of including Russian among the working languages of the United Nations',

"1. Decides to include Russian among the working languages of the General Assembly and amend accordingly rule 51 of the rules of procedure of the General Assembly;

"2. Considers it desirable to include Russian among the working languages of the Security Council;

"3. Requests the Secretary-General to transmit this resolution to the President of the Security Council."

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30. Also at the 1283rd meeting, the representative of Chile requested the representatives of the Secretary-General for information on the additional costs which would arise if Spanish were included among the working languages of the Security Council. The additional costs were later indicated (A/C.5/L.970) to be some \$240,200 on a full-year basis.

31. The Secretary-General stated (A/C.5/L.972) that the financial implications of the Union of Soviet Socialist Republics draft resolution (A/C.5/L.962/Rev.1) to provide for the inclusion of Russian among the working languages of four of the principal organs of the Organization would be approximately \$1,680,600 for a full year and that the suggestion of the United Arab Republic that Russian should be included among the working languages of the General Assembly and the Security Council would be approximately \$612,100 for a full year. If the intent was only that Russian be used for plenary meetings and meetings of the main committees the figure of \$612,100 would be reduced to \$342,100.

32. At the 1286th meeting, the Union of Soviet Socialist Republics agreed to the text (A/C.5/L.969) proposed by the United Arab Republic as an alternative to the draft proposed previously by the Union of Soviet Socialist Republics and requested that it be considered as a revised draft sponsored by the Union of Soviet Socialist Republics. It was issued again later as document A/C.5/L.962/Rev.2.

33. At the 1286th meeting, China proposed an amendment (A/C.5/L.973) to the draft resolution (A/C.5/L.962/Rev.2) on the inclusion of Russian among the working languages of the General Assembly and the Security Council, which would delete the second preambular paragraph and replace the first and second operative paragraphs by the following:

"1. Decides to eliminate distinctions between the official and working languages of the General Assembly and amend accordingly rule 51 of the rules of procedure of the General Assembly;

"2. Considers it desirable to eliminate distinctions between the official and working languages of the Security Council;"

The Secretary-General stated (A/C.5/L.976) that the financial implications of this amendment (A/C.5/L.973) would be an additional \$448,000 on a full-year basis.

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### III. VOTING

34. At the 1289th meeting, the Union of Soviet Socialist Republics stated that, if draft resolution A/C.5/L.962/Rev.2 were adopted, the request for the inclusion in the report of the Committee of a paragraph on the subject of further study of the question of including Russian among the working languages of the principal organs would be withdrawn.

35. At the same meeting, the amendment (A/C.5/L.973) of China to the draft resolution of the Union of Soviet Socialist Republics (A/C.5/L.962/Rev.2) was rejected by 54 votes to 4, with 47 abstentions. A roll-call vote was taken. The voting was as follows:

In favour: China, Guinea, Philippines, Rwanda.

Against: Algeria, Australia, Austria, Belgium, Bulgaria, Burundi, Byelorussian Soviet Socialist Republic, Cambodia, Ceylon, Cuba, Czechoslovakia, Denmark, El Salvador, Finland, France, Greece, Guatemala, Honduras, Hungary, Iceland, India, Iraq, Ireland, Israel, Italy, Japan, Kenya, Luxembourg, Mali, Malta, Mauritania, Mongolia, Netherlands, New Zealand, Nicaragua, Nigeria, Norway, Pakistan, Poland, Romania, Somalia, South Africa, Sudan, Sweden, Syria, Tunisia, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United States of America, Venezuela, Yugoslavia, Zambia.

Abstaining: Afghanistan, Argentina, Barbados, Brazil, Burma, Cameroon, Canada, Central African Republic, Chad, Chile, Colombia, Congo (Brazzaville), Cyprus, Dahomey, Ecuador, Ethiopia, Gabon, Ghana, Guyana, Haiti, Indonesia, Iran, Ivory Coast, Jamaica, Jordan, Kuwait, Laos, Lebanon, Liberia, Libya, Madagascar, Mauritius, Mexico, Morocco, Nepal, Niger, Peru, Portugal, Saudi Arabia, Senegal, Sierra Leone, Spain, Togo, Trinidad and Tobago, Turkey, United Republic of Tanzania, Upper Volta.

36. The Committee then proceeded to vote on the draft resolution of the Union of Soviet Socialist Republics (A/C.5/L.962/Rev.2) on the inclusion of Russian among the working languages of the General Assembly and the Security Council.



(a) A separate vote was taken on operative paragraph 1, which was adopted by 51 votes to 23, with 31 abstentions. A roll-call vote was taken. The voting was as follows:

In favour: Afghanistan, Algeria, Brazil, Bulgaria, Burundi, Byelorussian Soviet Socialist Republic, Cambodia, Cameroon, Canada, Ceylon, Chad, Congo (Brazzaville), Cuba, Cyprus, Czechoslovakia, Dahomey, Ethiopia, France, Guinea, Hungary, India, Iran, Iraq, Jordan, Kenya, Kuwait, Laos, Lebanon, Libya, Mali, Mauritania, Mongolia, Nepal, Nigeria, Pakistan, Peru, Poland, Romania, Saudi Arabia, Senegal, Sierra Leone, Somalia, Spain, Sudan, Syria, Togo, Turkey, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, Yugoslavia.

Against: Argentina, Australia, Belgium, China, El Salvador, Greece, Guatemala, Haiti, Honduras, Israel, Italy, Japan, Luxembourg, Madagascar, Malta, Netherlands, New Zealand, Nicaragua, Portugal, South Africa, Tunisia, United Kingdom of Great Britain and Northern Ireland, United States of America.

Abstaining: Austria, Barbados, Burma, Central African Republic, Chile, Colombia, Denmark, Ecuador, Finland, Gabon, Ghana, Guyana, Iceland, Indonesia, Ireland, Ivory Coast, Jamaica, Liberia, Mauritius, Mexico, Morocco, Niger, Norway, Philippines, Rwanda, Sweden, Trinidad and Tobago, United Republic of Tanzania, Upper Volta, Venezuela, Zambia.

(b) A separate vote was then taken on operative paragraph 2 which was adopted by 61 votes to 20, with 24 abstentions. A roll-call vote was taken. The voting was as follows:

In favour: Afghanistan, Algeria, Austria, Brazil, Bulgaria, Burundi, Byelorussian Soviet Socialist Republic, Cambodia, Cameroon, Canada, Ceylon, Chad, Chile, Congo (Brazzaville), Cuba, Cyprus, Czechoslovakia, Dahomey, Ethiopia, Finland, France, Guinea, Hungary, India, Iran, Iraq, Jordan, Kenya, Kuwait, Laos, Lebanon, Liberia, Libya, Mali, Mauritania, Mauritius, Mongolia, Morocco, Nepal, Nigeria, Pakistan, Peru, Poland, Romania, Saudi Arabia, Senegal, Sierra Leone, Somalia, Spain, Sudan, Sweden, Syria, Togo, Tunisia, Turkey, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, Upper Volta, Yugoslavia, Zambia.

Against: Argentina, Australia, Belgium, China, El Salvador, Greece, Guatemala, Haiti, Honduras, Italy, Japan, Luxembourg, Malta, Netherlands, New Zealand, Nicaragua, Portugal, South Africa, United Kingdom of Great Britain and Northern Ireland, United States of America.

Abstaining: Barbados, Burma, Central African Republic, Colombia, Denmark, Ecuador, Gabon, Ghana, Guyana, Iceland, Indonesia, Ireland, Israel, Ivory Coast, Jamaica, Madagascar, Mexico, Niger, Norway, Philippines, Rwanda, Trinidad and Tobago, United Republic of Tanzania, Venezuela.

(c) The draft resolution of the Union of Soviet Socialist Republics as a whole (A/C.5/L.962/Rev.2) was then adopted by 55 votes to 22, with 28 abstentions (see paragraph 48 below, draft resolution I). A roll-call vote was taken. The voting was as follows:

In favour: Afghanistan, Algeria, Brazil, Bulgaria, Burundi, Byelorussian Soviet Socialist Republic, Cambodia, Cameroon, Canada, Central African Republic, Ceylon, Chad, Chile, Congo (Brazzaville), Cuba, Cyprus, Czechoslovakia, Dahomey, Ethiopia, France, Guinea, Hungary, India, Iran, Iraq, Jordan, Kenya, Kuwait, Laos, Lebanon, Libya, Mali, Mauritania, Mongolia, Morocco, Nepal, Nigeria, Pakistan, Peru, Poland, Romania, Saudi Arabia, Senegal, Sierra Leone, Somalia, Spain, Sudan, Syria, Togo, Turkey, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, Yugoslavia, Zambia.

Against: Argentina, Australia, Belgium, China, El Salvador, Greece, Guatemala, Haiti, Honduras, Israel, Italy, Japan, Luxembourg, Madagascar, Malta, Netherlands, New Zealand, Nicaragua, Portugal, South Africa, United Kingdom of Great Britain and Northern Ireland, United States of America.

Abstaining: Austria, Barbados, Burma, Colombia, Denmark, Ecuador, Finland, Gabon, Ghana, Guyana, Iceland, Indonesia, Ireland, Ivory Coast, Jamaica, Liberia, Mauritius, Mexico, Niger, Norway, Philippines, Rwanda, Sweden, Trinidad and Tobago, Tunisia, United Republic of Tanzania, Upper Volta, Venezuela.

37. At the same meeting the Chairman of the Advisory Committee reported that the Advisory Committee did not consider that it would be necessary to increase the number of teachers by one, as the Secretary-General stated might be necessary in his report (A/C.5/L.963/Rev.2) on the administrative and financial implications of the draft resolution contained in document A/C.5/L.963/Rev.2. The Advisory Committee advised that if this were necessary, the extra cost should be absorbed.

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38. The representative of the Secretary-General stated that it was assumed that if this draft resolution were adopted, the Secretary-General's estimates for full-time teachers and additional staff in paragraph 66 of his report (A/7334) would be approved. The second reading of the budget estimates would reflect this.
39. The twenty-eight Power draft resolution to ensure a linguistic balance within the Secretariat was adopted by 100 votes to none, with 6 abstentions (see paragraph 48 below, draft resolution II B). A roll-call vote was taken. The voting was as follows:

In favour: Algeria, Argentina, Australia, Austria, Barbados, Belgium, Brazil, Bulgaria, Burma, Burundi, Byelorussian Soviet Socialist Republic, Cambodia, Cameroon, Canada, Central African Republic, Ceylon, Chad, Chile, China, Colombia, Congo (Brazzaville), Congo (Democratic Republic of), Cuba, Cyprus, Czechoslovakia, Dahomey, Denmark, Ecuador, El Salvador, Ethiopia, Finland, France, Gabon, Guatemala, Guinea, Guyana, Haiti, Honduras, Hungary, Iceland, India, Indonesia, Iran, Iraq, Ireland, Israel, Italy, Ivory Coast, Jamaica, Jordan, Kenya, Kuwait, Laos, Lebanon, Liberia, Libya, Luxembourg, Madagascar, Mali, Malta, Mauritania, Mauritius, Mexico, Mongolia, Morocco, Nepal, Netherlands, New Zealand, Nicaragua, Niger, Nigeria, Norway, Pakistan, Peru, Philippines, Poland, Portugal, Romania, Rwanda, Senegal, Sierra Leone, Somalia, South Africa, Spain, Sudan, Sweden, Syria, Togo, Trinidad and Tobago, Tunisia, Turkey, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Upper Volta, Venezuela, Yugoslavia.

Against: None

Abstaining: Afghanistan, Ghana, Greece, Japan, Saudi Arabia, Zambia

40. The eleven-Power draft resolution (A/C.5/L.966 and Add.1) on the composition of the Secretariat was then adopted by 98 votes to none, with 1 abstention (see paragraph 48 below, draft resolution II A).
41. The Ukrainian Soviet Socialist Republic's draft (A/C.5/L.965) for the inclusion of a paragraph in the report of the Fifth Committee was then adopted by 30 votes to 15, with 46 abstentions.

(b) OTHER PERSONNEL QUESTIONS

Education grant

42. At its 1258th meeting held on 13 November 1968, the Fifth Committee considered paragraphs 1 to 7 of the Secretary-General's report (A/C.5/1170 and Corr.1) proposing an amendment to regulation 3.2 of the Staff Regulations of the United Nations on the terms and conditions under which an education grant shall be payable and the amount of such a grant, based upon the recommendation of the International Civil Service Advisory Board following a review of the whole system of the education grant.

43. The Committee also considered the recommendations of the Advisory Committee on Administrative and Budgetary Questions as set forth in its related report (A/7295 and Corr.1).

44. One representative, explaining why he could not support the proposal for an increase in the grant, pointed out that its original intent was to compensate a staff member employed in a country other than his country of origin for any additional expenditure incurred in respect of a child's education in his country of origin. No method had yet evolved for determining scientifically how much additional expenditure a staff member had to incur for this purpose, although it had come to be considered that the grant should cover 75 per cent of the actual expenditure. His delegation was not convinced that the cost of education had risen. Moreover, the education grant should be considered in the context of the present salary scales and he considered it was premature to raise the maximum amount of the grant before its position in the salary scale had been clearly determined.

45. The Committee decided by a vote of 78 to 5, with 5 abstentions, to endorse the recommendation of the Advisory Committee as set forth in its report (A/7295).

Amendments to annex I, paragraphs 1 and 3 of the  
Staff Regulations

46. At its 1261st meeting, held on 18 November 1968, the Fifth Committee considered paragraphs 8 to 21 of the Secretary-General's report (A/C.5/1170 and Corr.1) concerning amendments to annex I, paragraphs 1 and 3 of the Staff

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Regulations and the related report of the Advisory Committee on Administrative and Budgetary Questions (A/7328).

47. The Committee voted unanimously to endorse the views of the Advisory Committee as set forth in its report (A/7328). The Rapporteur was asked to draft an appropriate resolution on this item for inclusion in this report (see paragraph 48 below, draft resolution III).

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#### IV. RECOMMENDATIONS OF THE FIFTH COMMITTEE

48. The Fifth Committee recommends to the General Assembly the adoption of the following draft resolutions:

##### DRAFT RESOLUTION I

##### The question of including Russian among the working languages of the United Nations

The General Assembly,

Recalling its resolution 2359 B (XXII) of 19 December 1967 on the use of the working languages, which pointed out that "the use of several languages by the United Nations could constitute not a hindrance, but rather an enrichment and a means of attaining the objectives of the Charter of the United Nations",

Having examined the relevant part of the report submitted by the Secretary-General<sup>1/</sup> and, in particular, part IV entitled "The question of including Russian among the working languages of the United Nations",

1. Decides to include Russian among the working languages of the General Assembly and to amend accordingly rule 51 of the rules of procedure of the Assembly;
2. Considers it desirable to include Russian among the working languages of the Security Council;
3. Requests the Secretary-General to transmit the present resolution to the President of the Security Council.

##### DRAFT RESOLUTION II

##### Composition of the Secretariat

A

The General Assembly,

Recalling its resolution 2359 A (XXII) of 19 December 1967,

Reaffirming the need of equitable distribution of staff among Member States as between regions, and within each region, in particular at the level of senior posts,

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<sup>1/</sup> A/7334.

Reiterating its invitation to the Secretary-General to give preference to candidates from inadequately represented countries, keeping in mind paragraph 73 of the report of the Committee on the Reorganization of the Secretariat,<sup>2/</sup>

1. Notes with appreciation the information contained in table 10, based on weighted geographical distribution, contained in the report of the Secretary-General;<sup>3/</sup>

2. Requests the Secretary-General to continue to include in his future reports a table based on weighted geographical distribution;

3. Renews its request to the Secretary-General to continue his efforts to achieve a better geographical distribution of the staff of the Secretariat at all levels;

4. Further requests the Secretary-General to report to the General Assembly at its twenty-fourth session on the progress achieved in the implementation of the present resolution.

B

The General Assembly,

Recalling its resolutions 2241 B (XXI) of 20 December 1966 and 2359 B (XXII) of 19 December 1967 relating to the use of the working languages and to the establishment of a language bonus, and in particular paragraph 3 (a) of resolution 2359 B (XXII) concerning the need to ensure a linguistic balance within the Secretariat,

Having considered the relevant part of the report submitted by the Secretary-General pursuant to resolution 2359 B (XXII),

Having noted with satisfaction the measures recommended by the Secretary-General in his report<sup>4/</sup> with a view to bringing about a broad expansion of the language training programme already conducted by the Secretariat and ensuring its effectiveness by incentives in the matter of the promotion of staff in the professional category subject to geographical distribution,

1. Requests the Secretary-General, with a view to ensuring a linguistic balance, to take the following steps:

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<sup>2/</sup> A/7359.

<sup>3/</sup> A/7334.

<sup>4/</sup> Ibid.

(a) From 1 January 1970 the acceptable minimum requirement at the moment of recruitment will be:

- (i) Ability to use one of the working languages of the Secretariat, or
- (ii) Ability to use one of the working languages of a United Nations organ, in the case of staff members recruited for one of the sections of the Secretariat working for that organ. It is understood that such staff members will not be appointed on a permanent basis or that their fixed-term engagement will not be extended beyond two years until they are able to work in one of the working languages of the Secretariat;

(b) From 1 January 1972:

- (i) All promotions from one grade to another, from P-1 to D-2 inclusive, for staff in the professional category subject to geographical distribution will be conditional upon adequate and confirmed knowledge of a second language; nevertheless, the Secretary-General may authorize the promotion of staff members as specified above who do not fulfil the condition laid down in paragraph (b) (i) above, if he deems it necessary for the proper functioning of the Secretariat. The Secretary-General shall indicate what action has been taken in this respect in his annual report to the General Assembly on personnel questions;
- (ii) Adequate and confirmed knowledge of a second language will permit more rapid passage through the steps within each grade, from P-1 to D-2 inclusive, for the same staff. In this case the interval between steps will be ten months instead of twelve. A reduction by the same proportion will be applied for grades where the interval between each step is at present more than twelve months;

2. Decides that confirmation of the knowledge of a second language shall be the fact of obtaining the language proficiency certificate as at present awarded by the United Nations, that is, by boards consisting of language teachers; since the end in view is essentially to provide understanding of the written and the spoken language, the language training courses will have to be modified accordingly;

3. Decides that the second language, knowledge of which will be confirmed by the award of the language proficiency certificate, shall be one of the official languages listed in rule 51 of the rules of procedure of the General Assembly;



4. Urges the Secretary-General to take all the necessary steps to enable all the officials who so request to take language courses and to ensure that modern teaching methods are used as widely as possible;

5. Invites the Secretary-General to report to the General Assembly at its twenty-eighth session, in 1973, on the action taken on the present resolution, in order to enable the Assembly to take, if necessary, whatever steps it may deem appropriate, bearing in mind this resolution and resolutions 2241 B (XXI) and 2359 B (XXII), it being understood that the application of the language bonus established by resolution 2359 B (XXII) remains in suspense pending the decision to be taken by the Assembly at its twenty-eighth session.

### DRAFT RESOLUTION III

#### Amendments to the Staff Regulations of the United Nations

##### A

##### The General Assembly

1. Approves the recommendations of the Advisory Committee on Administrative and Budgetary Questions as set forth in its seventh report to the General Assembly at the twenty-third session;<sup>5/</sup>

2. Decides that, with effect from 1 January 1969, the maximum amount of the education grant payable to eligible members of the staff of the United Nations shall be \$1,000 per scholastic year for each child;

3. Amends regulation 3.2 of the Staff Regulations of the United Nations accordingly.

##### B

##### The General Assembly

1. Approves the recommendations of the Advisory Committee on Administrative and Budgetary Questions as set forth in its tenth report to the General Assembly at its twenty-third session;<sup>6/</sup>

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<sup>5/</sup> A/7295.

<sup>6/</sup> A/7328.

2. Decides to amend paragraph 1 and the last two sentences of paragraph 3 of annex I to the Staff Regulations of the United Nations to read as follows:

Salary and Allowances - Administrator of the United Nations  
Development Programme, Under-Secretaries-General and  
Assistant Secretaries-General

Annex I, paragraph 1

"The Administrator of the United Nations Development Programme, having a status equivalent to that of the executive head of a major specialized agency, shall receive a salary of \$US43,000 per year; an Under-Secretary-General shall receive a salary of \$US33,500 per year, and an Assistant Secretary-General shall receive a salary of \$US30,000 per year, subject to the Staff Assessment Plan provided in Staff Regulation 3.3 and to post adjustments wherever applied. If otherwise eligible, they shall receive the allowances which are available to staff members generally."

Annex I, paragraph 3

"The Secretary-General is authorized, on the basis of appropriate justification and/or reporting, to make additional payments to Directors and, where offices are away from Headquarters, to their heads, to compensate for such special costs as may be reasonably incurred in the interest of the Organization in the performance of duties assigned to them by the Secretary-General. The maximum total amount of such payments is to be determined in the annual budget by the General Assembly."

3. Decides to insert paragraph 3, as amended above, after paragraph 5 of annex I, and to renumber the paragraphs accordingly;

4. Takes note of the changes made by the Secretary-General in the Staff Rules in the year ending on 31 August 1968, as set forth in his report to the Fifth Committee.<sup>7/</sup>

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