

UN-Secretariat matters A-S:
UN-Secretariat matters A-S -
3

HS L 179:92



Dag Hammarskjöld's saml.

UN/Secretariat matters 1953

Advisory Committee on Administrative and Bud.
Questions

Memoranda for Sec. Gen. from Byron Price (Administra
11 - 25 June - tive and Financial Services)

L 173: 92



INTEROFFICE MEMORANDUM

FILE NO. _____

DATE 11 June 1953Confidential

TO: THE SECRETARY-GENERAL

FROM: Byron Price, Assistant Secretary-General
Administrative and Financial Services

SUBJECT:

.....

I have been given confidentially, the attached draft of a memorandum by the Advisory Committee which I believe is intended to cover the points which the Committee desires to discuss with you. I am setting down below my own brief comments on these points in the hope that you will find them useful.

1. I agree that documentation is a serious problem. I do not know what more the secretariat can do to reduce long-winded dissertations which delegates or organs insist upon distributing. I do think something more can be done to reduce the volume produced by the Secretariat itself, and I am firmly of the opinion that no sizeable reductions will be made until responsibility is placed in the hands of one person with complete authority to act for the Secretary-General. I think that man should be the head of the department handling documentation, the Assistant Secretary-General for Conference and General Services. I have adhered to this recommendation for more than two years.
2. I have been of the opinion for a long time, as the record will show, that better results could be obtained with less money by a re-organization of the Department of Public Information. This re-organization would have to be a drastic one.
3. Superficially, observation indicates that our staff is overpaid considering all of the allowances. It is not overpaid however in relation to the competitive market. Anyone who undertakes to recruit highly competent staff at the present rates will soon be convinced that a lowering of salary scales would be a mistake. I have no doubt some individual staff members are overpaid and we must continue to weed them out.



4. Regarding the staffing pattern, I would agree completely that there should be more recruiting at the junior level except for the fact that acceptable recruits are not available. On the whole, I believe that the Committee may be under a misapprehension on this general subject.
5. I agree that some further reduction in consultants fees may be possible and that we should endeavour to make such a reduction. I doubt, however, whether the Committee has ever understood that the heading "Consultants" covers a very wide range including many items which cannot wisely be undertaken by regular members of the Secretariat. In Administrative and Financial Services alone, for example, the item of consultants covers fees of specialists who serve the Health Service part-time, the pay of an actuary for the Pension Fund and bank charges for investments.
6. Noone can disagree with the general premise that there should be more mutual interchange of personnel among the departments. It should be remembered, however, that most of the temporary assistance money is expended for lower grade services such as messengers, ushers and guards for special occasions, and interpreters and translators who must be available when a considerable number of meetings are in progress simultaneously. The Committee notes a decrease from 1953 to 1954 figures for temporary assistance. There also was a decrease of 290,000 from 1952 to the authorized figure for 1953.
7. I am not in favour of reducing annual leave; in my opinion such a step would have serious morale repercussions and worsen a situation which is already unsatisfactory. I think we should give consideration to the suggestion that a larger proportion of the staff be given leave at fixed periods when the work is light.
8. I agree generally with the two suggestions regarding travel, made by the Committee, but the Committee should give credit as well as criticize. The annual Financial Report already distributed, shows that official travel was reduced from \$154,000 in 1951 to \$99,000 in 1952. Present indications are that the 1953 figure will be no greater than that for 1952 and it may be less.
9. I agree that some departments have encouraged over-staffing of missions, but the chief difficulty is with the Governments. It is the Members of the Commissions themselves who insist on elaborate service. Very often these requests are nonsense, but it is extremely difficult to resist them.
10. I believe the Secretary-General has "made every effort" within the diplomatic limitations to secure appropriate tax exemption action

UNITED NATIONS  NATIONS UNIES

- 3 -

but it must be remembered that actual lobbying by the Secretary-General before the national legislative body of any member country not only would be resented but would defeat its own purpose. The responsibility rests squarely with the Governments themselves.

Yuan Chien

DISTRIBUTED TO COMMITTEE
MEMBERS: 11 June 1953

CONFIDENTIAL

MEMORANDUM AC/331

SECOND DRAFT

Observations on certain problems examined
by the Advisory Committee on Administrative and Budgetary Questions

INTRODUCTION

1. The Advisory Committee takes note of two recent statements by the Secretary-General: the first, that in preparing the 1954 estimates, he has sought to maintain the existing lines of administrative policy, since any major changes which prove, upon further study, to be desirable should be made only after the most careful consideration: the second statement, in the Secretary-General's memorandum to the Committee on Special Administrative Questions, reads:

"On the general question of a revision of the present administrative structure of the Secretariat, the Secretary-General is not prepared in the immediate future to proceed with the present proposals or to make new ones. He feels that it is one of his first duties in taking up his responsibilities to make a detailed study of the working of the Secretariat in order to submit such proposals as may be found appropriate concerning a further streamlining of the activities as well as concerning the administrative structure of the Organization. As this study should not be made hastily, he may not find it possible to make definite proposals on this matter to the eighth session of the General Assembly."

2. The Advisory Committee considers that neither the necessity for re-organization nor the interest with which the General Assembly awaits the Secretary-General's proposals can be doubted. This general problem was debated at length during two sessions of the Fifth Committee (1951/52, 1952), which initially had before it a suggestion of the Advisory Committee¹⁾ that the establishment of the Technical Assistance Administration, the organic separation of the Departments of Economic Affairs and Social Affairs might not be administratively sound or economic. With this suggestion was coupled the question whether effective co-ordination of the activities of the three units could be achieved within the existing structure¹⁾. The wider proposal for a

1) A/1853, paragraphs 13, 119.

study of the administrative structure of the Secretariat as a whole resulted from the ensuing discussions in the Fifth Committee²⁾.

3. As in other years, the Committee will make available to the Secretary-General the final draft of its budget report, thus giving him^{an} opportunity to discuss with the Committee any points on which he may wish to offer observations.

4. The Committee has provisionally refrained from including in its budgetary recommendations for 1954 any proposals for the re-organization of the Secretariat. The General Assembly itself has requested a full report by the Secretary-General on that subject, together with recommendations by the Advisory Committee on the basis of that report. It is anticipated that the Assembly will grant the Secretary-General whatever extension of time-limit he may request.

5. At the same time, the Advisory Committee does not overlook the fact that the Secretary-General, when pondering a scheme of re-organization, must necessarily have regard to many considerations that fall outside the Committee's competence. Such are, the multitude of political views that cannot go unheeded, and - to cite but one example - the requirements of an equitable geographical distribution that shall not do violence to the Charter. In matters of this kind, which yet may be fraught with budgetary or administrative consequences, discretion clearly must be left to the Secretary-General.

6. Subject to this consideration, the Secretary-General may find it useful to have before him a summary statement of the Committee's position on certain problems that have caused concern. These are:-

- Documentation
- Public information of the United Nations

2) A/2022, paragraphs 15, 16

- Salary scale
- Staffing pattern
- Consultants
- (Temporary assistance
- (Annual leave
- Travel on official business
- Staffing of United Nations missions
- Reimbursement of national income taxes

ADMINISTRATIVE PROBLEMS

Documentation

7. The documentation of the United Nations is one of the more important elements by which the Organization is judged. During the past two years the General Assembly, the Fifth Committee, and the Advisory Committee have placed in the hands of the Secretariat certain weapons with which to combat the growing menace of a voluminous documentation of mediocre quality. It is enough to recall Assembly resolution 593 (VI) of 4 February 1952 on the control and limitation of documentation, the discussions in the Fifth Committee during 1951 and 1952, and the report submitted by the latter Committee to the General Assembly (A/2352), which took account of recommendations made by the Advisory Committee in its First Report to the seventh session of the General Assembly (A/2157, paragraphs 23 - 33). By contrast, the printing bill for 1954 is \$70,000 higher.

8. It is the opinion of the Advisory Committee that it will prove difficult to find the solution in the existing administrative arrangements. The Department of Conference and General Services does not appear to be possessed of those wider powers without which the editorial function will remain ineffective. In a memorandum submitted to the Committee, the Department states that while "no specific new powers - in the sense of a formal devolution

of detailed responsibilities - have been granted to the editorial services," the Publications Board, through its Chairman, has issued instructions to the departments which have "re-affirmed the authority of the Editorial Section." It goes on to say that, with the help of qualified staff recently recruited the Department confidently expects to "cover more fields and go even deeper in the work of intelligent and constructive criticism which in the end will improve the quality of the United Nations publications and reduce it to manageable limits."

9. The memorandum continues "..... this whole problem goes beyond the mere editorial action of the Department of Conference and General Services. It calls for full co-operation and closer liaison with the substantive departments The Department of Conference and General Services should be associated with the elaboration of the work programmes of the Secretariat." The Committee fully agrees that the Department, or whatever other unit may in future be authorized to exercise editorial functions, should be able to count on such co-operation as an indispensable adjunct to its work. The Committee also strongly supports the further proposition that "guidance on matters of documentation, at the very inception of a project would be more useful and would result in more savings of time and money for all concerned than the present practices of screening documentation only when it reaches its final stages." Indeed, it is the view of the Committee that before any work is initiated that may result in documentation, the project should be submitted to some editorial body, together with information on the following points:

- (a) detailed plan of the work; and
- (b) estimates of
 - (i) duration;
 - (ii) staff requirements;
 - (iii) volume of the report or study and of all related documentation;
 - (iv) date of submission of the final draft for reproduction.

10. The comments of the Department suggest the following questions:

- (a) What steps has the Department taken (i) to resolve a situation in which conflicts of authority are "constant"; and (ii) to reduce the volume of documentation "to manageable limits" and improve its quality.
- (b) Why have the substantive departments failed to associate the editorial services with their projects except at the final stage? Is it not an elementary obligation to inform the editors of any projects involving documentation, and to welcome their co-operation?
- (c) The Committee was informed during 1952 that it is the policy of the Publications Board to ensure that "the responsibility for the abridgement of documents or, where necessary, their suppression, should be exercised at source by heads of section or divisional directors." Is the Board satisfied that its policy is being respected?

11. The gravity of this situation, in which the prestige of the Organization suffers and public funds are wasted, calls for the direct intervention of the Secretary-General. The Committee feels that only the chief administrative officer of the United Nations can bring to an end the disorder now prevailing in this field. The precise form in which control may best be exercised, whether, for example, through a small, internal committee, or through the office of a chief editor, is a matter that may appropriately be left to the decision of the Secretary-General. The Committee does, however, suggest that in any case the editorial function should be performed under his direct and immediate authority.

Public information of the United Nations

12. During 1948 the General Assembly decided not to establish a ceiling on total information expenditure, nor did it favour, either in that year or subsequently, the fixing of a given ratio between information and other items in the annual budget.

13. Two years later the Assembly called upon the Advisory Committee to review, together with the Secretary-General, the information activities of the United Nations in the light of the discussions held during the fifth session of the General Assembly "with a view to bringing about substantial economies in the cost of such activities."

14. The position taken by the Advisory Committee on this problem is set forth in a number of its budget reports, notably in the reports of 1951 (A/1853) and 1952 (A/2157). It may therefore be sufficient in the present memorandum to indicate, along broad lines, the Committee's approach to the difficult question of information expenditure.

15. From the first years of the Organization the Committee sought guidance from the General Assembly concerning the limits to be set on the activities of the Department of Public Information and concerning the proportion of information expenditure to the total United Nations budget.

16. The recommendations of the Advisory Committee and proposals of the Secretary-General resulting from their 1951 review were duly considered by the General Assembly in 1951/52 (sixth session). Basic principles to govern information policy were adopted on a report of Sub-Committee 8 of the Fifth Committee (A/C.5/L.172). But, as a glance at the budget figures under sections 13 and 21 will show, "substantial economies" did not result.

17. By resolution 595 (VI) of 4 February 1952 the General Assembly, when approving the basic principles, invited the Advisory Committee to submit its observations on the Sub-Committee's report to the following seventh session (1952). These observations, which were submitted in August 1952 (A/2157), continue to reflect the Advisory Committee's position, and may be summarized as follows: The basic principles (A/C.5/L.172) are satisfactory in the emphasis they give to the problems and needs of the under-developed areas; to a co-ordinated policy and common services for the United Nations and the specialized agencies; and to the need for stimulating revenue producing activities. They do not, however adequately reflect the budgetary problems or the principle of priorities; they afford no indication as to the limits of the services to be furnished or the proportion of information expenditure to total budgetary provision.

18. The Advisory Committee takes the position that, if economy is to be achieved, there is no alternative to a system of priorities, and that the order of priority should in the first instance be determined by the department itself.

19. The Committee concurs generally in basic principle 2 concerning information centres. But the Advisory Committee recommends a comprehensive survey of the system of centres with a view to the possible substitution of a more compact system, for example, in Europe two or three main centres supplemented by the services of part-time correspondents, with equivalent arrangements in other areas.

20. When submitting during August 1952 its observations on the basic principles, the Advisory Committee assumed that these would be discussed in accordance with paragraph 3 of General Assembly resolution 595 (VI), which reads:

The General Assembly decides that the observations of the Advisory Committee on Administrative and Budgetary Questions and of the Secretary-General, if any, on the Sub-Committee's report shall be considered at the seventh regular session of the General Assembly."

The General Assembly has had no opportunity to consider these observations.

Salary scale

21. The base salary scales were adopted in 1950 by the General Assembly virtually as recommended by the Advisory Committee, and the general level of remuneration was not affected by minor amendments introduced at that time by the Assembly.

22. Any judgment whether the staff now holding the posts are overpaid would necessarily be too general to be of value, apart from the difficulty of developing common standards applicable to a staff of fifty-seven different nationalities. The Committee is, however, of the opinion that, particularly when account is taken of the accompanying leave, travel, pension, and other provisions, the salaries now offered for the internationally recruited staff, are such as should attract staff of the highest qualifications. The Committee, nevertheless,

has the impression that in some instances the salary scales are excessive in relation to the quality of the existing staff. This may point to possible weaknesses in recruiting methods, but in any case it is felt that an examination of the position is desirable.

23. The above considerations apply, of course, principally to the internationally recruited staff since the salary scales in the General Service category are open to exact and scientific checks against outside conditions of employment.

24. The Committee feels that the whole system of differentials and cost-of-living adjustments at offices away from Headquarters calls for thorough review. The Committee is aware of the difficulties to which such a recommendation gives rise, not only because of the intrinsic complexity of the question at issue, but because of the desirability of acting in concert with the specialized agencies. But on the basis of its examination of the 1954 estimates, and particularly section 21, such a review seems necessary, and the Committee is glad to note that the Secretary-General proposes during September next to submit a paper setting forth the latest developments regarding the system.

25. The Committee also suggests that General Service scales in offices away from Headquarters might be closely re-examined, to ensure that they are fully consistent with the Assembly directive (resolution 470 (V), Annex I, paragraph 7).

Staffing pattern

26. The Committee considers that the number of senior posts in many cases is too large in proportion to the number of subordinate posts. For example, there appears to be a tendency, in some departments, automatically to provide posts of deputies with consequent raising of classification levels. This applies not only to posts at the Principal Director and Director levels, but also at much lower levels. Thus, out of 1,561 posts proposed for 1954 in the General Service category at Headquarters, 745 are at the intermediate level, with only 299 at the junior level. As the salary scales provide a wide range of increments, it seems difficult to justify this apparent over-grading.

Consultants

27. In view of the large amounts expended annually for consultants' fees, (at Headquarters alone, \$158,000 is proposed for 1954 under Part III of the budget) the Committee has repeatedly stressed the need to restrict to an absolute minimum the employment of experts and consultants, normal functions of the Secretariat being performed by full-time staff members.

28. While recognizing that consultants may be needed for the preparation of reports in specialized fields not normally covered by the Secretariat, the Committee urges that strenuous efforts further to reduce this item of expenditure should be made.

Annual leave

29. In 1952 the Advisory Committee made specific recommendations concerning the use of temporary assistance (A/2157). Comparative figures for the three years 1952-54, show that a certain effort has been made to reduce this item of expenditure:

	<u>1953</u> <u>authorized</u>	<u>1954</u> <u>proposed</u>
(excluding section 5)	\$929,800	\$882,950

30. Can further reductions of any size be made? The Committee thinks so, and suggests for consideration the following two points:

(i) much more could be done to promote the free interchange of staff on temporary loan between departments and between divisions; and

(ii) the amount of annual leave might be curtailed, or, as an alternative, further consideration be given to the Canadian proposal for two 'dead' conference periods, each of two weeks, during which annual leave would be taken by a majority of the staff (A/C.5/SR.366).

31. As regards point (i), the incidence of seasonal peak-loads varies by departments and divisions; even during a General Assembly session staff in certain divisions can be made available for temporary transfer. A major obstacle to such arrangements appears to be the rigid segregation of the Secretariat in autonomous units. Loans or interchanges are effected for the most part by means of negotiation between departmental heads, with only a minor role assigned to the Bureau of Personnel. Therefore, cannot this authority be exercised directly by the Secretary-General, and on a systematic basis, prepared in advance of Assembly and Council sessions, in the form of a 'clearing-house' for the departments?

32. As regards point (ii), annual leave, the Committee suggested in 1952 a possible reduction in the permissible accumulation of annual leave (which leave is, of course, subject to the exigencies of the service), a suggestion aimed at a decrease in common staff costs. A reduction in the actual rate at which annual leave accrues (2-1/2 days per month) merits consideration in view of its impact on expenditure both for temporary assistance and for overtime. (The Committee has in mind cases where compensatory time plus annual leave would cause either dislocation in a department or injustice to the staff member through forfeiture of accrued leave, and where cash payments for overtime are for that reason unavoidable).

33. While the Committee understands that temporary staff is no longer engaged for the replacement of staff on annual leave, a reduction in the amount of annual leave would have an immediate repercussion on expenditure for temporary assistance as a whole.

Travel on official business

34. The actual machinery of control is satisfactory at Headquarters - personal review made in advance by the Secretary-General of every Secretariat journey (except for conference travel) costing more than \$100. The Committee attaches extreme importance to the process of personal scrutiny by the Secretary-General, as the most efficacious means of stopping unnecessary travel.

35. The Committee wishes to make the following observations:

- (a) it trusts that a no less strict control can be applied in offices away from Headquarters; and
- (b) it feels confident that the Secretary-General will find it possible to extend his personal review of individual travel to trips proposed in respect of conferences. The fact that, in the latter cases, the budgetary provision is specific and not general does not, in the Committee's opinion, entirely do away with the need for final control at the highest level.

Staffing of United Nations missions in the field

36. Of necessity, the 1954 budget document at present contains only a token figure in respect of section 5 - Investigations and Inquiries. It may nevertheless be useful, since detailed estimates will be submitted later in the year, if the Committee explains its attitude towards this problem.

37. In past years the Committee has been far from impressed by the staffing proposals for missions in the field or by the administrative controls that have been exercised. At the professional level, the following is a representative pattern for a medium-sized mission - one principal secretary, one deputy principal secretary, two to three other substantive officers, two precis-writers and one information officer.

38. The Committee is not satisfied that, except in the largest missions, there is reason for including precis-writers or an information officer. The work of the last-named staff member is not to that degree specialized - particularly on mission work - that it cannot be performed efficiently by the substantive officers, under the supervision of the principal secretary. As regards the precis writing, the Committee trusts that the case does not need to be argued. Its recommendations on section 5 will be predicated on full employment for missions staff, and it relies in this matter on the co-operation of the Bureau of Finance, which during 1953 has secured significant administrative economies through personal inspections of various missions. The continuance and extension of this system of inspection are desirable.

Reimbursement of national income taxes

39. The Committee studied this problem in detail during 1952, and presented certain observations to the General Assembly (A/2157, paragraphs 41-51).

40. The budgetary consequences are increasingly serious. Should reimbursement prove necessary during 1953 and be authorized by the General Assembly, a supplementary estimate to an amount of about \$1,800,000, and possibly exceeding that figure, would be required. For the year 1954 the situation would be aggravated, since those staff members coming under the provisions of the McCarran Act who decide to retain their immigrant status would suffer taxation in respect of a full year's salary. Only in exceptional cases would tax assessments be fully offset by savings on home leave travel.

41. In its 1952 report the Committee implicitly recognized (paragraph 50) that only a limited initiative can rest with the Secretary-General: it urged "the Secretary-General to make every effort to ensure that the Members take at an early date one or other of the alternative courses ⁽³⁾ which the General Assembly has recommended"; it suggested "for the consideration of the Assembly whether any action on its part would be desirable to help the Secretary-General in his efforts".

3) Accession to the Convention on the Privileges and Immunities of the United Nations or grant of relief from double taxation.

MEMORANDUM

24 June 1953

To: The Secretary-General

From: A. W. Cordier, ~~Executive~~ Assistant to the Secretary-General

Subject: Comments by the Advisory Committee on staffing of Missions

In paragraph 36 the Advisory Committee states that the representative pattern for a medium sized mission is one principal secretary, one deputy principal secretary, two to three other substantive officers, two precis-writers and one information officer.

I am at a loss to explain where the Advisory Committee got the idea that this was a "representative pattern". It certainly is not reflected in any of the eleven political missions operating currently. Nor is it applicable to the staffing of missions last year. Similarly as regards the observations in paragraph 37 referring to information officers and precis-writers, the Advisory Committee's comments could not have been based on the existing situation. The summary below shows the present position with regard to these posts. This summary is in essentials true of the situation last year as well.

The Truce Supervision Organization in Palestine is headed by a Chief of Staff and has only one political officer to deal with problems raised in four mixed Armistice Commissions. It has only one interpreter. There are no precis-writers and no information officers.

The Palestine Conciliation Commission, served entirely at headquarters, has a principal secretary who is also Secretary of the Ad Hoc Political Committee of the General Assembly and Chief of the Substantive Servicing of Political Committees Section in the Department of Security Council Affairs. It has on its staff one land expert, two junior substantive officers and two clerks. In connection with the recent crisis

on the unblocking of refugee accounts, it sent to Palestine as expert an officer of the Department of Economic Affairs, who is returning to his regular post after brilliant handling of a difficult problem.

In Greece, the Sub-Commission on the Balkans of the Peace Observation Commission maintains a small military observer team headed by a principal observer. Its staff consists of one political officer, one administrative and finance officer, three radio operators and one secretary. No precis-writers, no information officers.

In Somaliland, the Advisory Council is served by a principal secretary, one administrative and finance officer, one social affairs officer, one translator and one documents officer. A political officer has left the area, and may need to be replaced. The translator acts as precis-writer. The information officer is not a full time official. He also acts as Registrar of the United Nations Tribunal in Eritrea, and indeed is sole representative of the United Nations in Eritrea.

In Libya, apart from the Technical Assistance Mission which is not a political mission, the United Nations has a Tribunal served by one registrar, and one translator. Two interpreter-translators are carried on the manning table but they work almost full time for the Technical Assistance Mission. It is understood that the Tribunal has first call on their services when they are needed. There are no precis-writers and there is no information officer.

It should perhaps be mentioned that at the initiative of the Missions Coordination Committee informal suggestions were made to the delegations directly concerned that the three judges already recruited for the Libyan Tribunal be asked to serve concurrently on the Eritrean Tribunal, thus obviating the recruitment of three additional top-flight jurists. The entire staff of the Eritrean Tribunal thus consists of the part time services of the Registrar referred to above.

In Korea, UNCURK has a principal secretary, one political affairs officer and one administrative officer. A finance officer, formerly assigned to UNCURK, has recently been transferred. There is no precis-writer, but there is one information officer. The Missions Coordination Committee approved this post at the special request of the Department of Public Information on the following main grounds: (1) because of the importance of the United Nations action in Korea, and the persistent misunderstanding of the position of the Unified Command, the supplying of accurate information about the role of the United Nations as such is essential; (2) because of the deep concern with the Korean question among the accredited press correspondents here and among delegations it is essential to receive first hand reports on the statements of the Unified

Command, the Republic of Korea, and UNCURK itself. Such statements often reach headquarters after considerable delays and frequently in garbled form.

In Kashmir, the United Nations Military Observer Group is headed by a Chief Military Observer and served by one administrative officer, one finance officer, one administrative assistant and four secretaries. It has no political affairs officer, no precis-writer and no information officer.

The United Nations Representative in India and Pakistan has at this time only a personal assistant (who is in process of being transferred to consultant status). An officer of the Department of Security Council Affairs is available to him as principal secretary when needed, and two regularly employed secretaries are in a similar position. During all his negotiations on the sub-continent, in Geneva, Paris and New York, no precis-writers and no information officers were assigned to the mission from headquarters, although of course the services of headquarters and Geneva staff were available when needed. At the very start of Dr. Graham's mission in June 1951, an information officer was assigned but the arrangement was cancelled after a few days, and has never been restored.

The Commission on South Africa (racial discrimination) has a principal secretary, a regular member of the Department of Security Council Affairs, and one political affairs officer. A short-term expert has been recruited as consultant. The Department of Social Affairs also provides certain materials. This Commission may, of course, call on the Geneva office to provide it with services when needed.

The Commission on the Treatment of Indians in South Africa has as its principal secretary a member of the Department of Security Council Affairs and no other special staff. Such work as it requires is done by the Department of Security Council Affairs.

I have not touched on the field service personnel assigned to various missions because the Advisory Committee did not raise the question.

As the summary above shows, not a single operating mission reflects anything remotely resembling the "representative pattern". It may be that the so-called pattern existed before 1949 when the Missions Coordination Committee was established. Before that date, the servicing of missions was handled by the Conference Division whose basic approach was that a mission was in fact a conference held away from headquarters. It is true, of course, that some of the largest missions set up in the past had both a principal secretary and a deputy and several political affairs officers. When the membership of the commission was large enough to warrant it, precis-writers were also appointed. But this sort of staffing was the exception rather than the rule and was not, even in the distant past, regarded as a representative pattern of a large mission, let alone of a medium-sized mission. Indeed, the Missions Coordination Committee was

established because experience showed that no preconceived pattern was applicable to the work of missions, each of which was established by Resolutions of the General Assembly to deal with specific problems which bore no resemblance one to another. The needs of each mission are under continuous review by the Missions Coordination Committee with a view to meeting those needs only, and to freeing the missions from the imposition of any preconceived pattern. In most cases the agreement reached in the Missions Coordination Committee has been unanimous. The Bureau of Finance, the Bureau of Personnel and the substantive departments are represented in this Committee and it is neither accurate nor fair to attribute to only one element of the Committee credit for decisions to which all contributed, although, of course, it is the responsibility of the Bureau of Finance to carry out the agreement reached in the Committee with regard to its sphere of operations, as it is the responsibility of the other constituent elements of the Committee to carry out decisions falling within their respective spheres of activity.

If a criticism can be made of the present staffing of missions, it is that in the interests of economy there has often been too great a departure from the terms of reference of a mission as laid down by the General Assembly and too severe a curtailment of services in the light of the seriousness of the problems involved and the objectives of the United Nations in the area in question. For example in the case of Somaliland, there is still no economist on the staff of the mission although only six years remain before this extremely under-developed Territory will be expected to have an independent economic system. In Palestine, the Truce Supervision Organization had for a long time no political officer of the requisite calibre, and it could be argued that some of the political difficulties which finally necessitated the sending of M. Vigier there might have been obviated with proper staffing. The military observers in Kashmir have operated from the very beginning without any political affairs officer on the spot.

It should also be added that the personal inspections of various missions were initiated not by the Bureau of Finance but the substantive members of the Missions Coordination Committee. Their basic purpose was to help the substantive people to carry their heavy load of responsibility for United Nations work in difficult areas and in an atmosphere often charged with emotional and political tensions. It was their visits in 1949, 1950, 1951 which helped to establish the current pattern of minimum staffing, rather than the visits of 1952 and 1953 by representatives of the Bureau of Finance, concerned only with financial questions apart from the substantive needs of which these are only the reflection.

Finally, it should be added that estimates of the future needs of a mission are at best only well-informed guesses and in all honesty are presented as such. Who can say today what the needs of United Nations political representation in Korea will be in 1954? Who can predict the course of events in Kashmir, in Palestine or in Somaliland? The estimates presented even before the General Assembly has adopted the final

resolution have often differed from the actual structure of the mission in operation. In most cases the operating mission represents a downward revision as compared with the estimates. The question is whether this reduction is to be interpreted as the success of a joint effort of all departments to economize to the maximum, or as evidence of bad faith in the presentation of the original estimates. And further, is the credit for such reductions in practice to be attributed to one bureau or one department when in fact the adjustments in the work which made the economy possible are the result of joint consultation among several departments, and of their joint decisions reached in the light of actual needs: and, not least, of the outstanding work and devotion of the staff in the field who have continued to serve the United Nations on increasingly skimpy rations?

UNITED NATIONS  NATIONS UNIES

M E M O R A N D U M

#67
CONFIDENTIAL

TO: THE SECRETARY-GENERAL

FROM: Byron Price, Assistant Secretary-General
Administrative and Financial Services

SUBJECT: BUDGET

25 June 1953

1. The Advisory Committee has now completed its examination of the 1954 budget estimates with the exception of the estimates for sections 20, 20a and 32, which will be examined by the Committee during August, in the course of its Geneva session.

..... 2. The attached table shows, for each section of the estimates, the amount which the Advisory Committee is prepared to recommend that the General Assembly should appropriate as compared with the estimates submitted by you. The total reduction recommended on the sections examined by the Committee (\$901,800, or approximately 2%) is of the order of the reductions they recommended on last year's budget estimates for the same sections.

3. Of this total reduction, \$550,900 would affect Part III - Headquarters, New York and \$200,000 the estimates for Part VIII - Contractual Printing.

4. I have transmitted the recommendations of the Committee to the Heads of the departments concerned, and in the light of the consultations with these departments, I would wish to submit the following recommendations to you:

From an overall point of view, the reductions made by the Advisory Committee are not of such a nature that they would seriously hamper the proper functioning of the Organization throughout 1954, and it is my feeling that in the main they should not be opposed, at least at this stage, subject to the following observations:

...../



Section 1 - The General Assembly, Commissions and Committees (- \$35,000)

The Committee recommends that this reduction be made in the items for temporary assistance and overtime and night differential for Chapter I (The General Assembly Session). This would necessitate a cut of about 1/5 of the 202 temporary staff to be recruited for the duration of the General Assembly session, and require a sizeable reduction of the temporary posts to be recruited for the Department of Public Information, the Buildings Management Service and the Publishing Division. The departments concerned have made reservations, but my view is that the reductions can be made.

Section 3 - The Economic and Social Council, Commissions and Committees (- \$13,200)

No further reduction

The reductions recommended in Chapter XII (Additional Expenses for the Geneva Sessions of Functional Commissions - \$2,200) and Chapter XIV (World Population Conference - \$2,800), are somewhat unrealistic. The reduction of \$8,200 for Chapter I, Geneva Session of ECOSOC, would require a real cut in the number of professional staff to be sent to Geneva. The estimate provided for 48 substantive staff members as against 46 who will attend the 1953 session. It would be necessary to reduce the number to approximately 40 to meet the reduction proposed specifically for Chapter I. It might be desirable to try to absorb the other reductions by a further cut in the ECOSOC staff, limiting it to 35 or 36. In my view this can be done without real loss, although the departments will doubtless protest.

Section 6a - Library (- \$19,000)

The Committee does not dispute that the Library, as at present organized, provides an excellent service for its users. What is called in question, is the need for "unnecessarily high standards of service". It is doubtful that the Library which operates under a very stringent budget is in a position to bear the reduction recommended, without some curtailment of its present services. The Committee indicates that in its view the departmental libraries are a questionable luxury. However, these libraries render valuable services to the substantive departments and, although this is an area where savings could be made, the substantive departments generally would view the suppression with concern. I doubt if any protest should be made to the Advisory Committee.

Section 7 - Political and Security Council Affairs (- \$2,000)

The Department is prepared to accept the reduction recommended by the Advisory Committee, but takes exception to the Committee's suggestion that the procedure in existence in regard to economic and social activities be extended to political activities. By this procedure, the General Assembly



(Resolution 533 (VI)) defers consideration of the budget sections covering economic and social activities until supplementary information concerning the decisions of the ECOSOC are submitted to the Assembly and reported upon by the Advisory Committee. The Department feels that extending this procedure to political activities would be impractical as it would not be possible to submit significant supplementary information concerning these activities in the course of the General Assembly session, as the political bodies served by the Department are in continuous session and will adopt, at any time during the year, resolutions requiring unforeseen duties.

Section 10 - Department of Economic Affairs (- \$60,000)

The Department is prepared to accept the reductions proposed by the Advisory Committee but objects to some of the statements made by the Committee concerning the level of the estimates proposed for consultants and temporary assistance and, especially, for ad hoc meetings of experts in Chapter II. I doubt that these points are of such importance that they have to be raised with the Committee at this juncture.

Section 11 - Department of Social Affairs (- \$60,000)

The cut proposed in this section is substantial. To meet it the Department would be compelled, not only to abstain from filling any of its present vacancies, but also to curtail the present level of temporary assistance and consultants. The Department contends that they cannot cope with the 1954 anticipated workload with their present staff, especially in the Division of Human Rights, mainly as a result of the decisions recently taken by ECOSOC in the fields of slavery and servitude and by the 9th session of the Commission of Human Rights. The Department also doubts that a progressively diminishing need for consultant services can be reasonably expected. The need for consultants is and will remain great in the case of the Population Division, on projects related to the inter-relationships of demographic economic and social factors, and measurements of infant mortality. Similarly, in the Narcotics Division it is becoming increasingly necessary to obtain the services of persons thoroughly versed in pharmacology, chemistry and synthetics and the area between physiology and chemistry as it is not possible to include in the regular divisional staff persons with experience in these matters.

I am inclined to agree to a certain extent with the views of the Department and feel that some efforts should be made to restore part of the cut recommended by the Advisory Committee in this section.

...../



Section 12 - Department of Trusteeship and Information from Non-Self-Governing Territories (- \$20,000)

Provisions for temporary assistance, consultants and overtime in this Department do not exceed \$8,800. The reduction recommended by the Committee can thus be achieved only through a reduction in the provision for established posts. This in turn, may necessitate a reduction in the number of staff actually working in the Department. The Department is not prepared to accept such a reduction without curtailment of its present functions and responsibilities "which are determined by the Trusteeship Council". I personally believe that economies could be achieved by simplifying the procedures now used for presenting reports and information to the Council and I think you would weaken your position if you opposed so small a reduction.

Section 13 - Department of Public Information (- \$74,000)

The Department strongly opposes the reduction proposed by the Advisory Committee. The recommendation of the Committee is based on the views expressed by them during the past six years regarding the ratio of information expenses to the total United Nations budget and on their feeling that a reduction in the existing level of information activities would in some fields represent a positive advantage from a substantive, no less than a budgetary point of view. You already know my views on this subject.

Section 14 - Department of Legal Affairs (- \$32,000)

The Committee's recommendation is that \$30,000 of the reduction should be "distributed at the discretion of the Secretary-General among senior posts by the deferment of appointments to vacancies". This recommendation, in the light of present vacancies, would be applicable only in regard to two posts - one is the post of Assistant Secretary-General and the other one is a D-1 post. It is not for me to comment on the Assistant Secretary-General's vacancy. However, I must point out that if the Assistant Secretary-General post were filled, it would be impossible to meet the cut recommended by the Advisory Committee simply by not filling the other vacancy. As far as the D-1 post is concerned, I share the view of the Department that it should be filled when we find a well qualified candidate.

The need for officials of seniority in this Department is evident. I fully agree with the Department on this point and concur in their view that on the basis of their workload and unless the post of Assistant Secretary-General is kept vacant throughout 1954, the Committee's position should be strongly opposed.

...../



can you...

Section 15 - Department of Conference and General Services (- \$90,000)

The Department is prepared to agree to the reduction proposed by the Committee and does not object to any of the statements included in the Committee's recommendations.

Section 15a - United Nations Postal Administration (- \$8,000)

13-21, Admin. Imp...

The Department of Conference and General Services feels strongly that the reduction recommended by the Committee must be protested. The United Nations Postal Administration is considered a very valuable instrument, both from an information and revenue producing point of view. Reductions in this field would necessarily impair the effectiveness of the service and adversely affect the amount of income derived from it. The Department feels strongly that the recommendations would impair the operations of the Postal Administration, and I agree. I do not think we should strangle an enterprise which is increasing its net income.

Section 16 - Department of Administrative and Financial Services (- \$30,000)

I do not propose to contest the reduction recommended by the Advisory Committee. The reduction can be taken care of. I do not agree with some of the criticisms, but feel they are not worth arguing about.

Section 17 - Common Staff Costs (- \$36,400)

I think that the reduction recommended by the Advisory Committee for this section can be accepted subject to the following comments:

- i) The Advisory Committee proposes that \$7,400 be deleted in respect of the subsidy to the International School approved in 1953 by the General Assembly. Their view is that the decision made by the Assembly was limited to 1953 but not of a continuing nature. This question will undoubtedly be raised in the course of the discussions in the Fifth Committee and I doubt that it is necessary for you to express any view one way or another at this time.
- ii) The Advisory Committee recommends that one of the three interne groups requested in the estimates be deleted. This is a useful programme but not of vital importance. I suggest that case also be left to the Fifth Committee.

...../

Section 18 - Common Services (- \$79,000)

The Advisory Committee recommends that this cut be applied at the discretion of the Secretary-General. I agree with Conference and General Services that no objection should be made now. You will be able to revise your position later in the Fifth Committee should experience in the next few months warrant such a course.

Section 19 - Permanent Equipment (- \$35,000)

Resisted
I doubt that a reduction of this section to the level recommended by the Advisory Committee is realistic if maintained over a period of years. The Committee considers that there should be a substantial reduction in expenditure for the purchase of library books. The Library insists that no reduction can be accepted on these points without lowering the minimum standards essential to an efficient operation of an up-to-date library. The Committee also warns that a further expansion of the Library beyond its present size would necessitate extra expenses for staff, heating, maintenance and other charges. I do not believe that this is necessarily true. Moreover, such comments are likely to jeopardize our efforts to erect a Library Building through grants from private bodies. I thus would recommend that the statements of the Committee concerning these questions be omitted from their report.

Section 21 - Information Centres (- \$22,400)

The Department of Public Information is of the opinion that this cut should be resisted. I do not share this view as it amounts only to about 2% of the original estimates and surely can be achieved without seriously hampering the activities of the Information Centres.

Section 22 - Economic Commission for Asia and the Far East (- \$27,000)

The Department of Economic Affairs would be prepared to accept a reduction of not more than \$12,000 on this section. I do not share the Department's concern on the reduction proposed, and feel that the reduction recommended by the Committee can be accepted.

Section 23 - Economic Commission for Latin America (- \$47,500)

I agree with the Department that this reduction, which will be largely achieved through the application of a minus differential on the salaries of the professional staff stationed in Santiago, should not be contested.

...../

Section 25 - Official Records

(- \$200,000)

Section 26 - Publications

The Advisory Committee recommends that the above reduction be applied as follows:

Section 25, Official Records - \$50,000; Section 26, Publications \$150,000. While my view is that we can accept the reduction of \$50,000 proposed on Section 25 without any impact on the present volume of summary records, a reduction of \$150,000 on Publications would necessitate a reduction of about 10% of our present level of publications. Should this level be maintained, the reduction which can be accepted should be limited to a maximum of \$75,000. I do not think, however, that a reduction of 10% of our present level of publications is at all impossible.

Concerning the comments on documentation and editorial controls, I understand that Mr. Cordier plans to suggest to Mr. Aghnides certain modifications in the Advisory Committee's text. Mr. Cordier will doubtless keep you advised.

5. I have not commented on a number of observations made by the Committee not directly connected with the level of the 1954 budget and I propose to raise a number of these questions with you at a later stage.

..... 6. I attach all available sections of the Committee's report, in draft form, and also the comments received from the departments.

You Rice