



Report on the Use of Travel Funds in the United Nations

by

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Joint Inspection Unit

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FOREWORD

1. In writing this report, the Inspector had constantly in mind the observations made by members of the Fifth Committee in regard to the nature and length of JIU reports.
2. Consequently an endeavour has been made to avoid any unnecessary descriptive or background information. Where such information is given it is in order to clarify a given situation. The report is therefore limited mainly to quoting examples and presenting facts which should enable Member States to obtain a complete picture of the situation and to judge better the proposed recommendations in order to take an informed decision on them.
3. Research has been carried out to the extent that it was necessary to obtain a true picture of the vast area of expenditure where it is believed that possibilities for economies are greater than in any other.
4. The Inspector wishes to express his deep gratitude to all those who made it possible for him to gather the necessary data and evidence for this report. He particularly appreciated the co-operation of the staff of the Controller's Office and their assistance in providing the data requested.

Chapter I

TRAVEL OF REPRESENTATIVES TO THE GENERAL ASSEMBLY AND OF MEMBERS OF COMMISSIONS, COMMITTEES AND OTHER SUBSIDIARY BODIES

A. Travel of representatives to the General Assembly

5. The principle of payment of the travel of representatives and alternate representatives to sessions of the General Assembly was first laid down in resolution 14 D (I) of 13 February 1946. This decision, based on a recommendation of the Preparatory Commission of the United Nations, was motivated by the desire to equalize as far as possible the opportunities of Member States to participate in the activities of the United Nations. This principle was reaffirmed in resolutions 231 (III) of 8 October 1948, 1075 (XI) of 7 December 1956, 1798 (XVII) of 11 December 1962, 2128 (XX) of 21 December 1965 and 2245 (XXI) of 20 December 1966.

6. Pursuant to resolution 14 D (I), for each Member, the maximum number of persons whose travel expenses to and from meetings of the General Assembly were to be paid was limited to five.^{1/}

7. In 1946 there was no stipulation regarding the class of accommodation; first-class travel had at that time been authorized, with some justification, for air transport was less developed, the time for travelling was much longer and few airlines existed. Since then, however, air travel has been revolutionized and it seems an appropriate time to review the whole situation.

8. On the suggestion of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) and after a thorough discussion, the General Assembly on 21 December 1965 adopted resolution 2128 (XX) amending paragraph 4 of the annex to resolution 1798 (XVII) concerning the payment of travel expenses.

9. The new resolution stipulated that the payment of travel expenses should, in all cases, be limited to the cost of economy-class accommodation by air or its equivalent by recognized public transport via a direct route.

^{1/} Subsequently the interpretation of the principle was broadened so that if a permanent representative or a member of a permanent mission was accredited as a representative or alternate representative to the General Assembly, his travel expenses to and from the capital city of his country would be reimbursed if he left Headquarters immediately before the opening of a session for the purpose of consultations with his Government; one-way travel expenses would be reimbursed if he returned to his capital to report to his Government at the end of a session.

10. In recommending this measure to the General Assembly, the Fifth Committee was guided by two main considerations: the continuing serious financial situation of the Organization and the demands of Member States for expanded programmes in the economic and social fields. The Fifth Committee believed that every attempt should be made to achieve all possible economies in areas which had no direct effect upon the work of the Organization in order that maximum funds might be devoted to its essential activities. Furthermore economy-class standards for air travel were being increasingly used for the foreign services of Member States. Needless to say, this decision of the General Assembly resulted in savings in several sections of the budget.
11. The Fifth Committee decided as a corollary that economy-class standards should apply in the case of all members of the Secretariat with the exception of the Secretary-General and officers who accompanied him.
12. The above decision was approved by Member States and was implemented by the Secretary-General. However, it was short-lived; within a year it was changed.
13. The General Assembly at its twenty-first session, on the proposal of the Secretary-General and with the concurrence of the Advisory Committee on Administrative and Budgetary Questions, adopted a new resolution (resolution 2245 (XXI) of 20 December 1966) amending again paragraph 4 of resolution 2128 of 21 December 1965 to provide that travel expenses should be limited to the cost of economy-class accommodation by air or its equivalent by recognized public transport via a direct route, except that in the case of one representative of each Member State attending regular, special or emergency special sessions of the General Assembly and of all persons who served in an individual capacity, as distinct from those serving as representatives of governments, payment of travel expenses should be limited to the cost of first-class accommodation by air or its equivalent by recognized public transport via a direct route. The cost of air travel was usually to be regarded as a ceiling regardless of any alternative mode of transport used.
14. Thenceforth each Member State was entitled to be reimbursed for five air tickets - of which one was first-class and the other four economy-class.
15. It is regretted that the principles set forth in resolution 2128 (XX) had to be abandoned so quickly given the fact that the financial situation of the Organization had not improved.
16. After a thorough checking of travel claims submitted by Member States for the last three sessions of the General Assembly one can conclude that not all Member States have used all five tickets nor have all Member States requested the reimbursement of one first-class ticket. The following table shows the savings made during the past few years:

Table 1
GENERAL ASSEMBLY TRAVEL (SECTION 1)
(in \$)

Year	Appropriations	Obligations incurred	Unencumbered balance of appropriation
1955	574,000	573,717	283
1960	490,000	530,000 ^{1/}	
1965	632,000	632,500	
1966	501,000	427,960.52	73,039.78
1967	624,000	492,661.73	131,338.27
1968	520,000	491,088.62	28,911.38
1969	516,000	461,370.68	54,659.32
1970	520,000	463,897.03	56,105.97

^{1/} Sixteen new members were admitted to UN.

17. During the last three General Assemblies the members of several delegations all travelled in economy-class, which probably explains why, despite increased membership, the total obligations have been kept down and even reduced.

18. It is necessary to recall that, except for the IBRD and IMF (which are sui generis) the only other international organization within the UN system which reimburses travel expenses (for one delegate only) is the World Health Organization. It is interesting to note that most delegations to the annual or biennial conferences of the agencies are often composed of ten persons or more and that the governments of Member States do not complain.

19. Another important consideration is that, at the beginning of its existence the UN was interested in having all members attend sessions of the General Assembly; the Organization was young, several new independent States became members of the Organization, the reconstruction of the national economies of a considerable number of States required special measures etc. While at that time the guiding principle of refunding five tickets for each delegation in order to "equalize" as far as possible the opportunities of Member States to participate in the activities of the United Nations was justified and had some meaning (although even at that time it could be contested), today when the Organization has grown threefold, it is perhaps necessary to interpret this "principle" in a somewhat different way, to give it a different meaning. The term "to equalize" could mean today to assist the "have-nots" and enable them to participate in the activities of the UN on the same footing as the "haves". While in the case of the developing countries this principle has the meaning of "assistance", in the case of the developed countries it is a mere reduction of their contribution to the budget.

It is obvious that a distinction could be made along such lines and a new principle established in respect of payment of the travel expenses of representatives attending the General Assembly. Although equal sovereign rights is a basic principle of the Charter, the obligations of Member States, particularly their obligation to contribute to the financing of the Organization's activities, differ in a manner which clearly emerges from the report of the Committee on Contributions and the scale of assessment proposed by it.

20. Therefore, a new approach along these lines which would be based not solely on financial considerations but more and more on principle, could be envisaged. To achieve this, it would be necessary to have the full understanding and co-operation of the developed countries at this very difficult financial juncture.

21. Probably, the most drastic solution would be to discontinue reimbursement of the travel expenses of representatives attending the sessions of the General Assembly. However, the majority of Member States are still short of foreign currency and do not have national airlines. They are still coping with many problems of their own economic development, and, as may be readily concluded from the reports of the Committee on Contributions, the scale of assessment has not been substantially changed for many years.

22. But, as has been said above, this new delicate approach could be made only if those who were in a position to waive their travel claims were ready to do so. In that case and under this condition, the new approach could be defined in the following way:

- (a) Member States whose contribution to the regular budget of the UN is from 0.04 to 0.30 per cent would be entitled to the reimbursement of four tickets;
- (b) Member States whose contribution to the regular budget of the Organization is from 0.31 to 0.50 per cent would be entitled to the reimbursement of three tickets;
- (c) Member States whose contribution to the regular budget of the Organization is above 0.50 per cent would not be entitled to any reimbursement of travel expenses of their representatives attending sessions of the General Assembly.

23. The savings thus achieved (assuming that a first-class round trip costs an average of \$1,255 and economy round trip \$990) would amount to some \$208,000. Any saving at a time when serious efforts are being made to reduce expenditure without detriment to the activities of the Organization could be considered a good result.

24. In the case of emergency or extraordinary sessions, the UN would refund one ticket only to Member States in group (a). For the members of group (c) the measure recommended would not represent a serious burden seeing that almost all of them have their own national airlines.^{1/}

^{1/} The average sum that would be waived is about \$5,500.

25. So much for the number of tickets to be reimbursed; we now come to the question of class of accommodation.

26. When the General Assembly at its twentieth session in 1965 adopted resolution 2128 amending paragraph 4 of the annex to resolution 1798 (XVII), thereby stipulating that the payment of travel expenses should in all cases be limited to the cost of economy class accommodation by air, the resulting savings were not negligible. The reasons which induced the General Assembly to adopt such a measure are even more convincing today, when air transport has assumed such dimensions that it has become the normal way of travelling.

27. All those who have had an opportunity to travel both in first and in economy class could not find any great difference, unless it is considered that the UN should pay first-class for reasons of prestige and to enable passengers to have better food and drink. The seats in first-class are so little different from those in economy-class that this reason should not prevail when the Organization has to decide whether or not it should continue to reimburse first-class tickets.

28. In our view the General Assembly should revert to the decision it adopted in 1965, reaffirm its resolution, and limit payment of travel expenses in all cases to the cost of economy-class accommodation. It may be recalled that in 1965 no Member State complained and all co-operated fully with the Secretary-General.

29. If this measure were approved, it is obvious that each government could afford to pay the difference between first and economy class for its Minister of Foreign Affairs; there is no question of imposing on Member States the class in which their ministers should travel, but the UN would simply state that it is able to reimburse economy-class fares only. This is even more understandable and justified when it is recalled that during the last three sessions of the General Assembly several heads of delegations travelled in economy class.

30. It would be difficult to understand how Member States who have repeatedly expressed a desire for rationalization in the appropriation of funds could object to such a measure. If endorsed by the General Assembly, it would result in further savings - about \$30,000. Although this is not a big sum, the measure would have far-reaching consequences with regard to the travel expenses both of members of organs and subsidiary bodies and a good number of staff of the higher grades now entitled to first-class travel.

31. The measure is also closely linked to the payment of excess baggage charges which is the subject of a separate chapter of this report.

32. The provision for payment of travel to the capital city and return, for purposes of consultation or report, of a member of a permanent mission in New York has not been much used by Member States. Statistics for the last five sessions show that it was used in 1966 by nineteen, in 1968 by twenty-two, in 1969 by twenty-six and in 1970 by seventeen missions. The missions using this facility were in almost all cases those of small developing countries.

33. This provision was the result of a very broad interpretation of the resolutions of the General Assembly. While the basic idea was to enable the representatives of small countries to consult with their governments in connection with problems coming before the General Assembly, in two or three cases the facility was used by members of permanent missions of States which had ways and means not only of communicating directly with their governments but even of paying the travel expenses from their own resources.

34. Since at the present stage of development of communications almost all missions have the possibility of maintaining contact with their governments, should not this provision be completely discontinued or its use be limited to Member States whose contribution to the regular budget of the UN is from 0.04 to 0.30 per cent?

B. Travel of members of commissions, committees and other subsidiary bodies

35. From the early days of the Organization the question of payment of the travel of members of commissions, committees and other subsidiary bodies was controversial and discussed at length by the Fifth Committee. Many resolutions were adopted listing the bodies whose members would be entitled either to travel expenses or to both travel expenses and subsistence. Although at the beginning the number of these bodies was rather limited, it grew from year to year.

36. The general principles and conditions governing the payment of such travel expenses are contained in General Assembly resolution 1075 (XI) of December 1956 which consolidated legislation and practices as laid down in resolutions 14 D (I) of 13 February 1946, 70 (I) of 19 November 1946, 231 I (III) of October 1948, 459 (V) of 1 December 1950 and 875 (IX) of 4 December 1954.

37. The basic principles governing the payment of travel expenses to members of all organs and subsidiary bodies were set forth in operative paragraph 1, sub-paragraphs (a) and (b), of General Assembly resolution 1075 (XI) in the following terms:

- "(a) Travel and subsistence expenses shall be paid out of the United Nations funds in respect of members of organs or subsidiary organs who serve in their individual personal capacity and not as representatives of governments.
- (b) Except as provided in the resolution by way of special exception to the general rule, neither travel nor subsistence expenses shall be paid in respect of members of organs or subsidiary organs who serve as representatives of governments."

38. As may be seen, a clear distinction was made between members serving in a personal capacity and those serving as representatives of their governments, although at present it is difficult to say when a member is serving in a personal capacity particularly if such a member is acting as his government's representative in organs of the General Assembly.

39. In sub-paragraphs (c) and (d) of the same resolution, the General Assembly enumerated a number of specific exceptions to the rule excluding payment to representatives of governments. A distinction was made between cases in which only travel expenses would be paid and those in which travel and subsistence would be paid out of UN funds.

40. The General Assembly stipulated that travel expenses were payable to one representative of each Member State participating in a functional commission or sub-commission of the Economic and Social Council, where such representatives were nominated by their governments in consultation with the Secretary-General and subsequently confirmed by the Council and provided they were not excluded by the resolution establishing the commission concerned (e.g. ECOSOC resolution 557 B (XVIII) specifically excluded such payments to the members of the commissions on International Commodity Trade).

41. At the same time, the General Assembly decided to pay travel expenses to one representative of each Member State participating in the Commission on Narcotic Drugs, despite the fact that the members of this Commission are nominated directly by their governments without consultation with the Secretary-General and subsequent confirmation by the Council.

42. By the same resolution 1075 (XI) - paragraph 4 - the Secretary-General was authorized to issue a special bulletin ST/SGB/107 promulgating a number of rules and procedures for the implementation of the resolution.

43. The consolidated pattern established by General Assembly resolution 1075 (XI) was confirmed by subsequent resolutions adopted in connection with the payment of travel expenses to members of organs and subsidiary organs of the United Nations (resolutions 1798 (XVII), 2245 (XXI), 2489 (XXIII) and 2491 (XXIII)).

44. As was mentioned at the beginning of this section, the number of these organs grew from year to year and their membership increased (e.g. the Sub-Committee on the Prevention of Discrimination and Protection of Minorities was almost doubled and its members are entitled both to travel expenses and subsistence). The last special bulletin issued by the Secretary-General in accordance with resolution 1798 (XVII) of 11 December 1962 as amended by resolutions 2245 (XXI), 2489 (XXIII) and 2491 (XXIII) - ST/SGB/107/Rev.4, lists all organs, commissions and committees members of which are entitled either to both travel expenses and subsistence or only to travel expenses (see Annex 1).

45. There are two basic categories of representatives to whom payment of travel expenses is made out of UN funds. In the first category are those members of commissions, committees or other subsidiary organs who are entitled only to the travel expenses but not subsistence. There are

seven such organs.^{1/} In the second category are twenty-one organs or bodies the members of which are entitled to reimbursement of travel and subsistence expenses.^{2/}

46. It is difficult to understand why the members belonging to the first category are only entitled to economy-class (except the 132 first-class tickets of the representatives attending the General Assembly) while eighteen members of the second category (representatives in a personal capacity) are entitled not only to subsistence but also to first-class. Here there is no intention of going in depth into the question of subsistence; however, it is necessary to stress that the members of the first category (excluding the delegates to the General Assembly) are sometimes at least as well qualified as, if not of higher rank than, the members of the second category.

47. Furthermore, of twenty-one members of the second category, only members of three organs are excluded from the list of those entitled to first-class tickets.

48. When in 1965 the General Assembly (resolution 2128 (XX)) limited the payment of travel expenses in all cases to the cost of economy-class accommodation by air or its equivalent by recognized public transport via a direct route, there was no reaction from governments but rather from the members of elected bodies serving in an individual capacity. In his report A/C.5/1074 the Secretary-General referred to the difficulties he encountered in 1966 in implementing the above decision of the General Assembly. He observed that members of organs or subsidiary organs often serve without remuneration and used this as justification for extending to them the privilege of first-class travel, taking into account the important role which the bodies in question are called upon to play in the formulation, direction and control of United Nations activities and the measure of assistance and expertise voluntarily contributed.

^{1/} General Assembly, Commission on Human Rights, Commission on Narcotic Drugs, Commission on Status of Women, Population Commission, Commission for Social Development and Statistical Commission (altogether 824 tickets).

^{2/} Advisory Committee on Administrative and Budgetary Questions, Advisory Committee on Science and Technology, Advisory Committee to Trade and Development Board and to the Committee on Commodities, Board of Auditors, Committee on Contributions, International Law Commission, Investment Committee, International Narcotics Control Board, Sub-Committee on Prevention of Discrimination and Protection of Minorities, United Nations Administrative Tribunal, United Nations Scientific Advisory Committee, United Nations Scientific Committee on the Effects of Atomic Radiation, United Nations Joint Staff Pension Board (members representing the General Assembly), United Nations Staff Pension Committee (members representing the General Assembly), United Nations Commission for the Unification and Rehabilitation of Korea, United Nations Conciliation Commission for Palestine, Visiting Missions to Trust Territories, Committee of Actuaries, Committee for Development Planning, International Civil Service Advisory Board, Expert Committee on Post Adjustments (altogether 152 tickets).

49. It is difficult to understand such arguments, particularly when the Secretary-General at that time encountered no objection from governments the representatives of which serve on other organs or subsidiary bodies without remuneration and who also contribute to the activities of the organization. To serve on a body, even in a personal capacity, is an honour and no remuneration in any form should be expected. Furthermore, no representative who serves in a personal capacity is elected unless he desires to do so.

50. During the talks the Inspector had with those responsible for travel the argument was advanced that some members of the organs elected in a personal capacity refused to travel except first class. This argument should not be accepted; the same persons, when travelling to the General Assembly as members of a delegation, would normally travel in economy class.

51. In the light of the present financial situation of the UN and the renewed efforts to improve it, the understanding and co-operation of all, not only of Member States and representatives of the governments but also of staff members, are necessary if this action is to be successful.

52. For all the reasons set forth above, the present time would appear to be appropriate to revert to the General Assembly's 1965 decision and limit all reimbursement to economy class. This measure, if approved, would bring further savings of about \$38,000.

53. As was mentioned earlier in this report this decision would have very important effects on the travel of staff in the categories entitled to first-class accommodation.

54. As for the other categories of representatives entitled to the reimbursement of travel expenses, it is stated in paragraph (d) of resolution 1075 (XI) that travel and subsistence expenses shall be paid in respect of the following persons regardless of whether they serve in their individual personal capacity or as a representative of governments:

- (i) a rapporteur or chairman of a subsidiary organ who is called upon to present in an expert capacity the report of such a subsidiary organ to a parent body;
- (ii) one member of a commission acting as its representative on another commission or committee;
- (iii) one representative of any Member State participating in a commission of inquiry or consultation instituted by the General Assembly or by the Security Council, except where the organ concerned decides that an alternate for each member is necessary, in which case payment may also be made in respect of an alternate;
- (iv) members of the Board of Auditors.

55. In the view of this Inspector, the General Assembly should have a fresh look at (i) and (ii) above. While in his view payments to the first group should be kept to a minimum and be authorized only when really necessary, and when the presence of the chairman or rapporteur is indispensable (i.e. rapporteur of the International Law Commission), payment of travel of the second group should be definitely discontinued.

56. The total expenses for travel covered by this Chapter are shown in Annex 2.

Chapter II

TRAVEL OF STAFF ON MISSION

57. Member States have been concerned about the travel expenses of staff since the early days of the Organization. During the first debates on the budget estimates of the United Nations, they requested the Secretary-General to exercise a very tight control on such expenditure.

58. Thus the Secretary-General as the highest official of the Organization was given the authority to prescribe the conditions of payment of travel expenses incurred by staff members; responsibility for their control was also vested in the Secretary-General.

59. Staff Regulation 7.1 stipulates that "subject to conditions and definitions prescribed by the Secretary-General, the United Nations shall in appropriate cases pay the travel expenses of staff members and their dependants". Staff Rule 107.1 lists the following circumstances in which the United Nations shall pay such travel expenses:

- (i) on initial appointment, provided the staff member is considered to have been internationally recruited;
- (ii) when required to travel on official business;
- (iii) on change of official duty station;
- (iv) on home leave;
- (v) when authorized to visit dependants;
- (vi) on separation from service.

60. Bearing in mind the magnitude of travel expenditure and considering that the rules governing other kinds of travel do not require any substantial changes or amendments, the present report will be limited to the study and analysis of travel on (a) official business and (b) home leave.

61. In order to acquaint himself with the problem of staff travel, which is far more complicated than the travel of representatives to the General Assembly or members of commissions, committees and other subsidiary organs, the Inspector had to go through numerous documents, travel authorizations, travel programmes and many payee cards and travel claims submitted by staff members and hold talks with those responsible for travel expenditures in the United Nations.

Programming of travel

62. The travel programmes are prepared by the substantive Divisions and Departments within the framework of the instructions issued by the Secretary-General. These programmes are drafted in such a manner that often the ultimate reduction by the Advisory Committee on Administrative and Budgetary Questions is borne in mind. The travel programmes are later submitted to the Controller's Office for comment. Any disagreement is resolved either between the Director

of the Department and the Controller or by some other senior official, so that the only level at which a travel programme is discussed at the present time is really in the Controller's Office whose objections are, in many cases, overruled. There is no evidence that this very important part of the budget procedure which requires direct control is discussed by a committee composed of all Under-Secretaries, Assistant Secretaries and Directors of Divisions, which in our view should be a normal procedure. It is no wonder that sometimes the programmes submitted are excessive, escape any real control and depend almost exclusively on the Directors of Divisions and Departments. In case of disagreement, the Secretary-General should take the final decision.

63. The procedures set out in ST/SGB/139 (Control of Travel on official business) provide a new approach to this problem and raise hopes of considerable improvement.

64. Member States should have the possibility of reviewing the approved travel programmes at least once every second year and determining how the programmes were drawn up in order to be able to judge whether the funds appropriated by the General Assembly were properly and rationally used.

65. The way in which UNCTAD presents its travel programmes could be taken as a basis for all UN Divisions and Departments, although more details could be given. In our view full details on each trip should be shown. Reports should be made available to Member Governments showing (a) name, (b) dates, (c) destination, (d) itinerary, (e) purpose and cost of each travel. The report could be issued in one edition only by combining information available on travel forms in whatever language such information is prepared.

Categories of travel

66. It is strange that even within the UN itself there is no uniform classification of the various kinds of travel. While, for example, the budget estimates under Section 5 list three categories of staff travel: (a) travel of staff to meetings; (b) travel of staff on other official business; and (c) travel of staff and dependants on home leave; UNCTAD in Section 15 lists four categories: (a) travel of staff on representation; (b) travel on official business; (c) attendance as observers at other meetings; and (d) travel on home leave. UNIDO has only two categories: (a) official business; (b) travel to meetings, or travel on other official business, while travel on home leave is included in the section dealing with common staff costs.

67. It would be useful to show not only the various categories of travel of staff, but also the total expenditure for each category (for example, official travel, representation travel, etc.). The practice of UNCTAD, mentioned above, would provide governments with a real picture of the way in which the funds appropriated for travel are being used.

The role of the Controller's Office

68. The measures already taken by the Secretary-General in his ST/SGB/139 are encouraging, but in the Inspector's opinion the Controller's Office and its role in approving proposals for travel should be strengthened in order to exercise tighter control over the use of the appropriated funds for the approved travel programmes. The present organizational arrangement under which the Controller's Office is a part of the Office of the Under-Secretary-General for Administration and Management offers little possibility to the Controller to exercise fully his authority. No wonder that in many cases the objections made by the Controller's Office are overruled or disregarded. The solution should be to make the Controller's Office (including the Budget Division) responsible directly to the Secretary-General for the approval of travel. In that case the Secretary-General would have direct control over travel through the Controller's Office and the Controller would be in a position to take the necessary decisions.

The execution of travel programmes - the quota system

69. After the budget has been approved by the General Assembly and funds have been allotted to the various Departments on the basis of the quota system - the execution of the travel programmes is entirely in the hands of the Directors and in this matter they act almost as if they were autonomous. The Divisions submit quarterly travel programmes which are often different from the initial request and sometimes much larger than the programmes originally submitted when the budget estimates were prepared. For example, in a letter addressed to an Executive Officer of a Department by the Budget Division it was stated that: "We have noted with considerable concern your proposed second quarter 1971 travel programme. We are concerned that in view of the level of travel credits available, a travel programme has been formulated which is about 150 per cent above the level of appropriations available." The procedure for the submission of quarterly programmes to the Controller's Office is often considered by some Divisions as a mere routine matter. Sometimes these programmes, or part of them, are contested by the Budget Division, but in many cases their objections are overruled by senior officials. A few examples are given below:

70. In a reply to a question from an Executive Officer of a substantive Department the Budget Division stated: "When the statement of financial implications was issued, we clearly understood that the amounts indicated for travel provided for the travel of substantive staff to service the meetings of the ad hoc expert group. The purpose of Mr. X's travel cannot be considered to service the meetings of the expert group and thus we believe that the proposed travel could not be authorized under the financial implications. We are of the view that the consultations Mr. X intends to carry out on his travel could either be conducted by less expensive methods or they must be considered as travel on official business for his division."

71. In another letter in which were listed several examples of the objections made by the Budget Division the following may be quoted: "Could you provide the related work programme items for Mr. A's trip to London and Madrid and what is the purpose of the proposed consultations. Is this essential travel? Could you indicate the work programme items related to Mr. B's travel to Denver and Hartford. What is purpose of this travel?"

Is it essential? Given the rise of the ECLA Division's programme it would be very difficult to justify a full week of discussion in Santiago by Mr. B. One day would more than exhaust the subject if a letter were sent ahead of time setting the stage for the discussions. ECLA has frequently noted the drain placed on their resources by visitors coming from New York just to discuss the co-ordination of work programme items. Here again the proposed Washington travel does not seem essential under the circumstances and could certainly be eliminated."

72. One could quote many more examples of the objections raised by the Budget Division over non-essential travel, but, as has been said above, these objections are usually overruled and find their way into the archives.

Unnecessary travel

73. The first impression that one gets after reading travel programmes and the purposes of travel is that the staff have almost completely forgotten the existence of other means of communication: letter, cable, phone, etc. For example, in the travel programmes of some substantive Divisions several individual trips are planned to Washington and other cities in the United States to consult with officials of the US Government. We wonder whether many of these trips could not have been handled more easily and efficiently, and at the same time much more cheaply, by letter, cable or by a phone call.

74. Also noted was the practice of paying subsistence allowance for one or two weeks to staff members for consultations with their governments while on home leave. In some cases the staff member is also supposed to collect statistics or stop en route on home leave to consult with other UN officials posted at regional economic commissions or in Geneva regarding the work programme in a particular sector. It seems improper to pay a full subsistence rate, or in fact, even a partial subsistence rate during the time when a staff member is on home leave in his home country.

75. In our view much more control is necessary in this field.

The lack of co-ordination between various bodies or organizations

76. In many cases travel could have been avoided if real co-operation and co-ordination existed between Departments, field officers and regional economic commissions. It is surprising to note, for example, that a special staff member went from Geneva to attend the Coconut Committee's session in Tokyo, while ECAFE, directly involved, had sent its own staff members who could easily have sent a detailed report on the meeting to their colleagues in UNCTAD.

77. UNCTAD has a major office in New York, headed by a senior and experienced official. It is thus difficult to justify the frequent trips from Geneva to New York or to Latin America, or from New York to Geneva, when with better co-ordination many of these trips could be avoided and written reports sent instead from Geneva to UNCTAD's office in New York or vice versa.

Travel on representation

78. On many occasions trips are made to represent the Secretary-General, to deliver a message of the Secretary-General to a conference, or to represent a Department at a seminar etc. It happens that a staff member often undertakes a long trip from New York to Bangkok just to deliver a message from the Secretary-General to a seminar, while this message from the Secretary-General could well have been read by the Executive Secretary of ECAFE. Last year at a major conference held in Geneva, a high official was sent speedily from New York to represent the Secretary-General who was ill and to deliver his message to the conference while at the same time there was in Geneva sitting at the rostrum of the conference another high UN official of the same rank who could well have read the Secretary-General's message. Substantial economies could be made if, in the future, such travel for representation purposes were reduced and greater recourse were had to cables or if this kind of task were entrusted to some other senior official who was already on the spot.

Excessive travel of some categories of staff

79. The higher the official's rank, the more he travels - this is apparent from the records of the Secretariat. Almost invariably, senior staff with the rank of Director and above travel several times during the year. Some Directors are absent at some time during every month of the year on some kind of travel. From the quarterly reports and payee cards it was concluded that some officials are travelling excessively. A few examples will be quoted:

- During the period January 1970 to December 1971 one Director was absent in 1970: January - 2 days; February - 7 days; March - 8 days; April - 7 days; May - 7 days; June - 5 days; October - 2 days; November - 7 days; December - 1 day; in 1971: April - 16 days; June - 13 days; July - 31 days; August - 12 days; September - 19 days; October - 2 days; November-December - 20 days. No comment is necessary, but one may ask how, under the circumstances, the Division could be run successfully.
- Another Director was on travel and absent from his office during 1970 as follows: February - 7 days; March - 13 days; April-May - 35 days; June - 13 days; mid-July-mid-September - 60 days (mission, annual and home leave); mid-September-mid-October - 28 days.
- On the basis of travel claims submitted and reimbursements made by the UN for nineteen senior officials of the rank of Director and above, a calculation was made for the period February 1970 to October 1971. The surprisingly high amount of \$226,522.12 was paid out of UN funds for travel by this group. All of these staff members travelled by air and in first-class. Travel expenses for twelve of them exceeded \$10,000 each; in five cases they were above \$15,000 each. One high official incurred during the period cited above travel expenditures amounting to about \$28,249.^{1/} As in the previous examples, some

^{1/} Total mileage flown amounted to about 280,790 miles.

staff members were very often absent from their Divisions for long periods of time. During the twenty-two month period that was taken into consideration, one official was absent from New York (including home leave) for a total period of almost seven months. Travel itineraries are sometimes arranged in such a way as to enable staff to stop over in their home town. On one occasion the itinerary had to be specially changed to enable a staff member to make such a stop-over.

80. All the staff members mentioned above travelled by air and in first-class. If they had travelled in economy-class considerable savings could have been made for the United Nations. For example, if only one of them had travelled by economy-class his travel expenses would have been reduced by \$10,245.

Difference between travel on official business and travel to attend meetings

81. If we compare travel of staff to attend meetings with travel of staff on other official business (see Annex 3), it will be seen that expenses for the latter are far above those for the former. For example, in 1970 the expenses for the travel of staff to attend meetings amounted to \$186,182, while those for travel of staff on other official business amounted to \$374,830 for Headquarters only and the whole Section 5 (excluding the Office of HCR, UNCTAD and UNIDO) amounted to \$772,554. A similar situation exists in UNCTAD and UNIDO.

Purpose of travel

82. An analysis of the travel of staff shows that there is a variety of purposes. The impression gained by the Inspector, after having studied the travel programmes of various Divisions and Departments was that UN officials must be present at every meeting held anywhere in the world. The question is whether all these trips were useful or not, whether or not they were in connection with the work programme of the Divisions concerned. By way of illustration, several examples will be given to show the nature of business in connection with which staff members undertook travel:

- One staff member of the Personnel Division went to Ottawa on an official trip to participate in the twelfth World Conference for International Development.
- In the course of the first nine months of 1971, thirty-six information centres were visited by Headquarters staff. Some centres were visited two or three times during this period. On another occasion in the preceding year an official returned from home leave in official travel status, visiting information centres on the way in Tokyo, Manila, Sidney, Mexico, Lima, Santiago, Buenos Aires and Rio de Janeiro.
- One staff member travelled from New York to Buenos Aires for five days in order to attend a regional meeting of the International Board Federation.

- A UN staff member travelled from New York to Geneva, Paris, Rome and back to New York in order to attend UNICEF Board meetings in Geneva and to have consultations with the specialized agencies in Geneva and Paris on projects of the Division's work programme. Was it really necessary for a staff member to travel from New York to Geneva, Paris and Rome in order to attend UNICEF Board meetings in Geneva and for consultations with specialized agencies in Geneva and Paris regarding the collaboration on projects of the Division's work programme? UNICEF's Board meeting is covered by a report issued after the meeting and the larger specialized agencies have offices in New York with specialized staff.
- During the travel of a staff member, a stop-over was made in Mexico City in order to attend UNICEF's preview meeting (cost \$198). Was it really necessary?
- Another stop-over in West Pakistan and India was made by a staff member in conjunction with OTC travel - four days - to collect material for a study on community programmes for low-income families (cost \$736). This material could have been requested officially from the respective Governments through usual diplomatic channels. Permanent missions or Directors of the information centres should be entrusted with the collection of this material.
- A member of OTC made a round trip New York-Bogota-New York, in order to attend high-level meetings of international organizations on the subject "Towards full employment".
- A staff member from the Department of Political and Security Council Affairs travelled to a seminar and the Assembly of the International University Exchange Fund (Netherlands, The Hague).

83. A similar situation is found in UNCTAD. Pages of examples could be given. Many trips are made in order to consult the Government of a Member State on a new project - although all governments have their missions in New York and could have been consulted on some of these projects.

Excessive number of staff attending the same meetings

84. It is current practice to find several staff members attending a meeting, sometimes even accompanying a Director or an Under-Secretary. The following are illustrations:

- Two UNCTAD staff members attended a meeting of the study group of FAO/UNCTAD on oil-seeds, oils and fats held in London.
- Four members of the staff of UNCTAD from New York attended the meeting of the Committee on Invisibles and Finance Related to Trade, held in Geneva.
- Two staff members (both of high rank) attended the IBRD/IMF meeting in Copenhagen.

- Two staff members from the Personnel Division arrived on the same date in Washington for consultations with the Department of State, the International Bank and International Monetary Fund on technical assistance.
- Two staff members from ESA attended a meeting of the International Chamber of Commerce in Vienna.
- Two staff members from the Statistical Office travelled to Geneva to "assist" in the establishment of the International Computer Centre in Geneva and to arrange for the transfer of data from Headquarters.
- Two staff members from Headquarters travelled to Geneva to attend the meeting in connection with the UN/IMCO Conference on International Container Traffic.
- Two staff members from the Population Division travelled to Paris and Lyon to attend the Ad Hoc Working Group on Population Research on National Populations.
- Three staff members from the Human Rights Division travelled to Geneva to attend the Red Cross Conference of Government Experts on the Reaffirmation and Development of International Law Applicable to World Conflicts.
- To accompany the Secretary-General to one city in the United States five persons were sent from New York.
- Four staff members travelled to Ann Arbor (US) to attend the US International Workshop on Earth Resources Survey System and UN Travel Meeting on Remote Sensing System for Earth Resources Surveys.
- Two staff members travelled from New York to Casablanca, Rabat, Dakar, Nouakchott, Freetown, Lagos, Nairobi, Addis Ababa on the question of promotion of the application of space technology and to visit ITU in Geneva. Wasn't it enough, if necessary at all, to send only one staff member? (The trip cost \$4,067.)

Attendance at sessions of ECOSOC, functional commissions and seminars

85. Special attention of Member States should be drawn to the excessive number of staff from Headquarters attending sessions of the functional commissions, seminars and sessions of ECOSOC in Geneva. A few examples will suffice, the situation being similar at every session of the subsidiary bodies.

86. To attend the twenty-seventh session of the Commission on Human Rights, held in Geneva from 22 February to 26 March 1971, the Director of the Division was accompanied by seven other staff members. The explanations given to the Inspector for the attendance of all these staff members were

the following: three staff members and the Director attended the full session; one staff member attended from 23 February onwards (it means that this staff member also attended the full session); another staff member attended the session from 25 February onwards and yet another from 1 March onwards - it is evident that all the staff attended the full session.

87. Apart from various tasks assigned to them, including despatches to the Journal at New York and in one case consultations and preparation of papers relating to financial implications of various proposals and discussions (while in the Geneva Office there is a finance staff with a very experienced Director), these persons were concerned with writing chapters of the report of the twenty-seventh session of the Commission (E/4949).

88. There are sixteen chapters in the Commission's report. No less than six staff members attending the session were charged with writing various chapters of the report several of which amounted to no more than half a page. Anyone who has attended sessions of the General Assembly or meetings of other bodies or organs knows very well that, with the assistance of the Director and Secretary of the Commission this report could have been written by one or two staff members only seeing that a considerable part of the report is a mere summary of reports submitted to the session or resolutions previously adopted.

89. The situation is similar with regard to the number of staff who attended the sixteenth session of the Population Commission held in Geneva from 1-12 November 1971 - five staff members from Headquarters New York, one from the Population Unit of UNESOB (Beirut), one social officer from ECAFE and one social officer from ECLA.

90. It is obvious that the attendance of so many staff members is excessive.

91. Another more striking example of excessive attendance is the fifty-first session of ECOSOC, held in Geneva in July 1971. According to incomplete information made available to the Inspector this session was attended by forty staff members, thirty-one of them for the whole duration of the session.

92. In the case of eleven staff members it is stated to be attendance at the joint ACC/CPC meeting (which lasted only two days). The Office of Inter-Agency Affairs was represented during the fifty-first session by five staff members from Headquarters, while the same Office has in its Geneva branch another six staff members (four professionals and two general service). An analysis of the summary records of ECOSOC shows that the really active role of the staff of the Office of the Assistant Secretary-General for Inter-Agency Affairs was in the Committee on Co-ordination. Could not this work have been handled by the Assistant Secretary-General and one staff member from Headquarters plus existing staff in Geneva? Needless to say, this would not only result in a more rational use of funds but also in considerable economies.

93. During the summer session of ECOSOC the Division of Human Rights was represented by the Director of the Division. The explanation for his attendance as given in a letter dated 30 November 1971 addressed to the Acting Executive Officer of ESA is not convincing - "Attendance is necessary to follow the consideration of certain items on the agenda of the Council and to be available for consultations by representatives at the Council and by other branches of the Secretariat. The summer session of the Council also provides a unique opportunity for representatives of the Division of Human Rights to consult on subject matters of common interest with senior officials of the Division of the Secretariat and of specialized agencies located in Europe as well as the representatives of regional commissions." In the same letter it is clearly stated that "most items for which the Division of Human Rights has direct substantive and servicing responsibilities are considered by the ECOSOC at its spring session". Furthermore during the twenty-eighth session of the Human Rights Commission, held in Geneva from 22 February to 24 March, eight officials of the Human Rights Division were present and had excellent opportunities to consult with the officials of ECE and the specialized agencies located in Europe. Besides, each January a meeting is held in New York and is attended by all executive secretaries of regional economic commissions; it offers excellent opportunities for an exchange of views and consultations.

94. The Office of the Under-Secretary-General of ESA was represented at the fifty-first session of ECOSOC by five staff members and the Office of the Deputy Under-Secretary-General by sixteen staff members; the Office of the Centre for Development and Planning Projections and Policies by two staff members (both at the Director level); the Office of Technical Co-operation by two commissioners and their special assistant; the Division of Public Finances and Financial Institutions by a Director who stayed for the whole session and an Economic Affairs Officer who stayed for ten days; the Resources and Transport Division by three staff members (two Directors and one P-4); the Office of the Controller by two staff members (one Director, and one P-2 en route for home leave who was assigned to attend the session for two weeks for the purpose of on-the-spot training).

95. It is clear from the records of this session that in many cases the presence of only one staff member was necessary. For example, the presence of the commissioner of OTC for the full session was explained, inter alia, "in order to assume representation of the Office of Technical Co-operation on matters which may have developed in connection with the discussion of other items".

96. It is interesting to note that the Under-Secretary-General had his secretary and special consultant, with the function of Chef de Cabinet, present at the same time as the Executive Officer and Chief Administrative Officer of the ESA Department. There were two co-secretaries for the Economic Commission of the Council.

97. Five staff members stayed in Geneva after the conclusion of the fifty-first session of the Council for almost twenty days and three staff members for five to ten days. The explanation given for these five staff members was as follows: "Members of the Editorial Section edit the report of the Council for approval by the Officers of the Council and for printing. The

staff in question were required in Geneva after the close of the Council to write or re-write chapters of the report of the Council to the General Assembly. The report has to be written in Geneva because the documentation, draft resolutions, provisional summary records, edited texts of resolutions adopted etc., are not available elsewhere. A few sections of the report were written after the spring session in New York but few of these could be completed until after the summer session since the discussion was in many cases continued in Geneva. The presence of the members of the secretariat is also required after the Council ends to deal with provisional summary records, many of which are not issued until after the Council sessions; the final texts of the draft resolutions which are edited by the General Official Records Section and printed in Geneva for reasons of economy. The editing team is required to edit the report before it is transmitted to New York for printing and translation." The above explanation and reasons have been given in full to show how little convincing they are.

98. First of all, is there a need for staff to stay in Geneva beyond the day after the close of the session of the Council, for this job could be done easily in New York? Secondly, there is a daily diplomatic pouch from Geneva to New York where the staff of ESA could arrange to distribute the texts to those who will edit them; thirdly, if some staff have to stay in Geneva after the close of the Council's session, the question is why so many for such a long time?

99. In our view the presence of both the Under-Secretary-General and his Deputy for the whole session was not justified. The presence of the Under-Secretary-General would satisfy fully the needs of the session.

100. One staff member from the Centre for Development Planning Projection and Policies would suffice. The same goes for the Office of Technical Co-operation, Division of Public Finance and Financial Institutions, Division of Resources and Office of the Controller.

101. The cost of the attendance of the above staff members at the fifty-first session of ECOSOC was \$39,080. It could have been reduced considerably if only the staff really needed were sent from Headquarters to Geneva.

102. One recent example of an excessive number of staff members attending a session was the second session of the Committee on Natural Resources, held in Nairobi (February 1972). Twenty-three staff members attended this session from Headquarters alone and the number of conference-servicing staff was seventy-eight. It is strange that so many staff had to be sent all the way to Nairobi at a time when the Secretary-General is making enormous efforts to achieve economies even though the additional cost was met by the host Government.

Attendance at the seminars

103. Another example of excessive attendance by staff from Headquarters is the seminars held in various parts of the world. In the course of 1971, twenty-one interregional seminars were held; two were attended by two staff members; one working group by one staff member, five by four staff members and all others by six staff members. What appears to be lacking is a sense

of economy, particularly at a time when the Organization is in a difficult financial situation. Anyone who knows the nature of seminars, how they are organized and run, could easily agree that the number of staff members attending them is excessive. For example, one seminar cost \$37,600 (including \$600 for a reception). Six staff members from New York attended the seminar; they included a G-3 secretary who could have been hired on the spot (the seminar was held in a developed country). Although the cost for the UN was estimated at \$37,600, the host city paid \$9,000 as well as providing all facilities.

104. In our view staff participation in seminars should be limited where possible to the provision of a Director or the senior staff member in the Division and a technical secretary. Discussion leaders should be sought from among the participants invited and host country representation. Some relaxation or flexibility could be entertained when the host country is considered to be among the least developed. Secretarial-stenographic services should in every instance be obtained locally. Other reductions might be possible in the category of consultants, where outside expertise is frequently sought for the preparation of background papers. The development of such material is a staff function and a responsibility of the Division concerned. No Director should be allowed, in the present financial situation, to give special receptions - this should be left to the Government or to the host city.

105. Therefore, the Inspector considers that requests for travel funds are rather inflated and the approved amounts are too high, thus enabling excessive and multiple travel by staff members.

106. In the Inspector's view, funds for attendance at meetings should be reduced, in comparison with 1971, and on the basis of existing services, by 25 to 30 per cent but not less than 25 per cent, and the funds for travel on other official business by 35 to 50 per cent but not less than 35 per cent, it being understood that these figures represent an overall target and not a uniform reduction to be applied to each Division or Unit.

107. Should the General Assembly approve this recommendation, it would result in further savings of some \$335,000.

Chapter III

TRAVEL OF STAFF ON HOME LEAVE

108. Staff Regulation 5.3 stipulates that "eligible staff members shall be granted home leave once in every two years". Staff Rule 105.3 clarifies further this regulation: "a staff member travelling on home leave shall be required to spend a substantial period of leave in his home country. The Secretary-General may request a staff member, on his return from home leave to furnish satisfactory evidence that this requirement has been fully met."

109. While the Staff Regulations do not specify the standards of accommodation and travel time for staff on home leave, it may be assumed that the provisions for official travel are applicable to travel on home leave - that the travel should be by the most direct and economical route and mode of transportation unless it is established to the satisfaction of the Secretary-General that the use of "alternate route or mode of transportation is in the best interests of the United Nations". In selecting an approved route or routes for a particular journey, the Secretary-General has regard, in addition to basic transportation costs, to such factors as the duration of travel, travel expenses, availability of appropriate accommodation and the frequency and reliability with which departures and arrivals are scheduled (Rule 107.9 (a)).

110. When, in accordance with the above provision, travel by air is designated as the normally approved mode of transportation for a particular journey, staff members may be authorized to travel by surface means if, in the opinion of the Secretary-General there are special reasons.

111. The question of standards of accommodation will be dealt with in a separate chapter of this report. Therefore, in the case of travel on home leave of staff and dependants, the report will be limited to those practices which, in the view of the Inspector, require some changes.

112. Under the present rules governing the mode of transport, a staff member is entitled to the following accommodation:

- (a) air travel - usually air economy or tourist class
(exceptions are made for some higher categories of staff);
- (b) surface travel - (a) by car;
(b) by train - normally in first-class;
(c) by sea.

113. After a thorough study of practice and reimbursements made to staff members on home leave, there would, for the time being, appear to be no need to make substantial changes in the modes of transportation by air (normally by economy-tourist class) by train or by car (although the question of the kilometres for daily travel could be studied).

114. The major question arises, however, from the economy point of view with regard to travel by sea. According to the revised modes and standards of transportation and travel time, a staff member is authorized to travel on home leave by sea. When such travel is authorized, the standard of accommodation should be below first-class, except that in the case of Under-Secretaries and officials of equivalent level, first-class travel by sea may be authorized as an alternative to first-class by air. However, in the event that accommodation below first-class is not available on the approved route, minimum first-class sea accommodation continues to be provided (ST/AI/150, Annex 2).

115. In connection with this provision the following factors are to be taken into account: (a) the present development of air transport and the fares established for air travel; (b) the fact that almost all previously existing shipping lines have been discontinued, leaving only cruises; (c) travel is in many cases undertaken by freight ships which have several passenger cabins. (It should perhaps be mentioned that almost no freight ship has a physician on board). The only class they have is equal to first-class; (d) travel by cruise ships is normally more expensive than by regular passenger ships. Therefore, if this mode of transportation is to be authorized the expenditure will be much higher, for the cruise tickets are normally sold on a round-trip basis. Even in the case of the freight ship, the ticket costs more than the air economy-class ticket.

116. The figures given below represent the additional cost of sea travel as opposed to air economy-class (even when 10 kgs. of excess baggage per person are included). The table indicates the additional cost for home leave, appointment, repatriation and transfer of duty station:

Table 2
(in \$)

Year	Home Leave	Appointment	Repatriation	Transfer	Total
1968	64,526.82	(21.80)	5,386.72	4,146.21	74,037.95
1969	86,742.07	0	7,293.85	4,680.95	98,716.87
1970	90,694.98	45.80	8,309.25	1,944.65	100,994.68
1971	87,291.70	171.30	4,422.35	3,377.66	95,263.01

117. Specific examples of the added cost by sea travel could be cited. The following very striking example will perhaps suffice: the cost for four staff members with their families travelling to the Far East on home leave by sea totalled \$34,944.28 as compared to \$19,171.48 had they travelled by air economy-class plus 10 kgs. excess baggage. The additional cost by sea was therefore \$15,772.80, which corresponds to almost half of the total travel funds of a regional economic commission.

118. In Annex 4 is given the comparative cost of travel by sea and by air from New York. The present trend is to eliminate the additional cost. The position in some of the specialized agencies is as follows:

International Telecommunication Union

119. The organization pays up to the cost of an air ticket, either first-class for D-1, D-2, Assistant Secretary-General and Secretary-General, or economy-class fare (excursion or normal) for lower grades, plus per diem (1, 2 or 3 days according to duration of the travel by air). Any balance is given to the passenger in cash.

International Labour Organisation

120. Since August 1970, due to budgetary restrictions, the equivalent of an air ticket in economy-class is paid. According to the Statute, which has not been abrogated, ILO should pay a cabin in tourist or first-class as the case may be, plus rail connection in first-class, with double sleepers or special sleepers if necessary.

World Meteorological Organization

121. The best available cabin in the class just below first-class, plus train connections in first-class with single sleepers if necessary, and/or air connections in economy-class.

World Health Organization

122. Up to the equivalent of an air ticket in economy-class (excursion or normal) plus 1, 2 or 3 days per diem as the case may be. In fact WHO calculates the cost of the trip as if effected wholly by air including the stop-overs.

123. As can be seen, the WHO provision is the most realistic and simple and could serve as a basis for a decision by the UN. In the view of this Inspector the General Assembly should instruct the Secretary-General to authorize the payment of home leave to all staff members and their dependants in economy-class.

124. There is no need to justify or defend this recommendation. A sound financial policy of an organization that passes through a very serious financial crisis would require full approval of such a recommendation. A staff member travelling on home leave cannot be entitled to a more expensive accommodation than when he is travelling on mission. It goes without saying that a staff member who so desires should, of course, be free to continue to travel by sea on home leave but reimbursement should be limited to the cost of air economy-class. The Secretary-General might be permitted a certain degree of flexibility in the case of appointment, transfer or repatriation of staff.

Chapter IV

STANDARDS OF ACCOMMODATION

125. Without going too far into the past, it is sufficient to mention that the General Assembly in 1965 adopted a recommendation of the Advisory Committee on Administrative and Budgetary Questions, as amended by the delegation of Nigeria, whereby the standard of economy-class would apply in the case of all members of the Secretariat with the exception of the Secretary-General and officers who accompanied him. This recommendation was adopted in the Fifth Committee by 64 votes to 1, with 11 abstentions and later confirmed by the General Assembly in plenary meeting.

126. It is to be regretted that the decision was short-lived. No attempt will be made to give the reasons for this change for many vested interests were involved. The Secretary-General's view, expressed by his representative, was that in view of the responsibility entrusted to him under the Charter, he was entitled to exercise a certain discretion to authorize travel at other than economy-class standards when that would, in his judgment, be in the Organization's best interest. We wonder only whether the interests of the Organization are best served merely because a staff member travels first-class. The General Assembly decided that a first-class air ticket is to be reimbursed only to the head of the delegation attending the sessions of the General Assembly bearing in mind that the chairman of the delegation is usually the Minister of Foreign Affairs. Four members of each delegation were entitled to air economy-class only, regardless of their rank, which in many cases is higher than that of the staff members presently authorized to travel by air first-class.

127. If there is a real desire to curb excessive travelling by staff entitled to a first-class ticket, it is indispensable that the General Assembly revert to its 1965 decision. It is not only a question of economy but a question of principle as well.

128. If, except in the case of the Secretary-General and officers who accompany him, first-class travel could be eliminated, important savings would be made. (The differences between first and economy-class prices are shown in Annex 5.)

129. This Inspector feels duty-bound to mention that there are a few exceptions among staff members entitled to a first-class ticket who nevertheless travel in economy-class, but they are so rare that one cannot take them as an example.

130. In spite of the provision that short distance travel is to be made in economy-class, the Inspector found that on flights from New York to Washington or Ottawa or some other cities of the United States near Headquarters, where the flying time does not exceed 1½-2½ hours - a number of senior officials almost always travel by first-class.

131. The recommendation would be, therefore, to limit all travel reimbursement to economy-class except for the Secretary-General and those who have to accompany him, provided that the Secretary-General may use his discretionary authority in cases of especially important missions.

132. This recommendation, if approved, would result in considerable savings (the Secretariat could furnish approximate figures on the basis of travel of those staff members entitled to first-class accommodation).

133. Furthermore, the Secretary-General should make obligatory the use of excursion fares or group travel rates whenever it is possible. This would result in additional savings.

Chapter V

EXCESS BAGGAGE

134. Baggage in excess of the weight or volume carried without extra charge by transportation companies is considered as excess baggage within the meaning of the Staff Rules (Rule 107.21). Charges for excess baggage are reimbursable only when authorized prior to commencement of travel - Rule 107.21 (c). The Staff Rules specify in detail the circumstances and conditions in which the Organization reimburses excess baggage charges.

135. This report will be limited to excess baggage charges reimbursable to staff members under the following conditions:

- (a) when a staff member entitled to travel by air first-class is travelling by air economy-class - 10 kgs.;
- (b) when a staff member and his dependants are on home leave and travel by air economy-class - each member 10 kgs.

136. The question of excess baggage is very closely linked to the question of travel by air first-class. If the General Assembly approves the recommendation to limit all travel to air economy-class the problem of excess baggage will be partially met.

137. The analyses made during the last three General Assemblies of the travel claims of delegates who attended them show that only two or three delegations requested the reimbursement of excess baggage charges. It could be therefore assumed that the overwhelming majority did not want to place an additional burden on the finances of the UN, in spite of the fact that the sessions of the General Assembly normally last three months. To discontinue the payment of the excess baggage in this case would merely mean the observance of a principle.

138. On the whole, the question of the payment for excess baggage to staff members and their dependants on home leave, should, in the light of the above-mentioned situation in regard to the sessions of the General Assemblies, be reconsidered. If a staff member with three dependants travels by air economy-class, he is entitled to 80 kgs. of baggage at no charge - which in our view for home leave of one month and a half would be adequate. If the UN has to pay for another 40 kgs. it means that the staff member and his three dependants could have 120 kgs. This seems too much. The excess baggage expenses thus reimbursed would not be insignificant.

139. For example, for 1970 the value of excess baggage vouchers issued by Thos. Cook and by the Resident Representative Offices for all funds, General Fund, OTC, UNDP, Fellowships, was \$709,727, and the amount submitted for refund amounted to \$345,771.

140. In the view of the Inspector the refund of excess baggage charges should be discontinued. Exceptions could be authorized in the case of initial appointment, transfer or repatriation, but each case should be considered separately on its own merits. If accepted, this recommendation would result in considerable economies and the appropriated amount could be reduced by 50 per cent. In no case should a cash advance be made for excess baggage.

141. In 1970 the Secretary-General initiated negotiations with the International Air Transport Association (IATA) in order to reach agreement on the introduction of the "piece concept" on an international basis. It would be necessary to renew and intensify these efforts for the UN family is one of the biggest clients of almost all airlines and it could be expected that this agreement could be concluded under the condition that the officials would always identify themselves to the airlines by producing their UN laissez-passer. This agreement could be achieved bearing in mind that the introduction of the jumbo jet has opened up real possibilities and the question of weight is of lesser importance.

Chapter VI

CONCLUSIONS

142. The facts and evidence given in the preceding chapters hardly need any conclusions. The examples quoted speak for themselves.

143. Travel funds represent a vast area of expenditure in which there is an absolute need for tighter control both when the budget estimates are being prepared and during the execution of the approved travel programmes.

144. The lack of control and the absence of any authority to check the necessity of travel have resulted in an abnormal situation in which each Director is almost the supreme authority to decide when travel should be undertaken, who should attend a meeting and how many staff members should travel for the same purpose.

145. Attempts by the Budget Division to curb unnecessary travel or multiple attendance at a meeting were usually overruled by senior officers so that over the years, despite efforts to prevent extensive travel, frustration has developed among those whose duty it was to ensure the correct and rational use of funds.

146. Thus, the leit-motiv of the report is that there must be adequate control and checking of all travel envisaged. This, of course, cannot be done by a single person, regardless of his capacity, but should be carried out by a body. At the same time the real co-operation and understanding of all staff members must be assured, particularly those who are responsible for the proper functioning of the administrative machinery of the UN. In case of disagreement, the final decision should rest with the Secretary-General. The procedures introduced by the Secretary-General in his ST/SGB/139 represent a new approach and we hope it will yield good results.

147. The striking difference between travel funds for attendance at meetings and funds for travel on other official business shows that the General Assembly should clearly indicate that travel of staff should be closely linked with the approved work programmes and that so-called representation travel should be reduced to a minimum. This is important for each year hundreds of thousands of miles have been travelled by staff members.

148. Furthermore, attention should be paid to the excessive travel of some categories of staff who are responsible for the proper functioning of Departments, Divisions and Sections and whose daily control and presence are of the utmost importance.

149. The impression created by the study of travel programmes is that almost every staff member has to travel.

150. Apart from the tighter control which has already been exercised by the new Secretary-General it would be necessary to limit travel funds. Only a combination of these two factors could ensure a really proper and rational use of such funds. It is along these lines that the modest recommendations in this report are made.

151. Bearing in mind the present precarious financial situation and the efforts the Secretary-General is making to restore the financial solvency of the Organization, the recommendations in this report, if approved, would result in estimated savings of some \$900,000, a valuable contribution to the efforts of the Secretary-General.

152. The General Assembly may wish to consider freezing travel funds at their reduced level for a period of three years, after which time a new review would be undertaken.

Chapter VII

SUMMARY OF MAIN RECOMMENDATIONS

Chapter I

1. The General Assembly should approve a new formula for the reimbursement of travel expenses to representatives of Member States attending sessions of the General Assembly, as suggested in paragraphs 21 and 22 of this report.
2. In future the Secretary-General should limit the reimbursement of travel claims to representatives of Member States and to members of commissions, committees and other subsidiary bodies to air economy tickets (paragraphs 28 and 52).

Chapter II

3. The Secretary-General should submit to the General Assembly every two years a report with details of staff travel, showing (a) name, (b) dates, (c) destination, (d) itinerary, (e) purpose of travel, and (f) cost (paragraph 66).
4. The Secretary-General should limit the attendance of staff at meetings to the minimum required for the proper servicing of the meetings (paragraphs 85-102).
5. Staff participation in seminars should be limited where possible to a Director or the senior staff member in the Division and a technical secretary (paragraph 104).
6. The expenditures for travel of staff to attend meetings should be reduced by 25 to 30 per cent but not less than 25 per cent, such reduction to be applied as indicated in paragraph 106 of this report.
7. The expenditures for travel of staff on other official business should be reduced by 35 to 50 per cent but not less than 35 per cent, such reduction to be applied as indicated in paragraph 106 of this report.

Chapters III and IV

8. All travel reimbursements to staff members should be limited to economy class except for the Secretary-General and those who have to accompany him, it being understood that the Secretary-General may use his discretionary authority in cases of especially important missions (paragraph 131).

Chapter V

9. The refund of excess baggage charges should be discontinued except in the cases mentioned in paragraph 140 of this report.

Chapter VI

10. Travel funds should be frozen at their reduced level for three years, after which a new review would be made (paragraph 152).

Annex 1

- A. Continuing organs or subsidiary organs in respect of which the United Nations pays or reimburses members' travel expenses but not subsistence:

General Assembly
Commission on Human Rights
Commission on Narcotic Drugs
Commission on the Status of Women
Population Commission
Commission for Social Development
Statistical Commission

- B. Continuing organs or subsidiary organs in respect of which the United Nations pays or reimburses members' travel and subsistence expenses:

Advisory Committee on Administrative and Budgetary Questions
Advisory Committee on Science and Technology
Board of Auditors
Committee on Contributions
International Law Commission
Investments Committee
International Narcotics Control Board
Sub-Commission on Prevention of Discrimination and Protection of Minorities
United Nations Administrative Tribunal
United Nations Scientific Advisory Committee
United Nations Joint Staff Pension Board (members representing the General Assembly)
United Nations Scientific Committee on the Effects of Atomic Radiation
United Nations Commission for the Unification and Rehabilitation of Korea
United Nations Conciliation Commission for Palestine
Visiting Missions to Trust Territories
Committee of Actuaries
Committee for Development Planning
International Civil Service Advisory Board
Expert Committee on Post Adjustments

Annex 2

TRAVEL COSTS

(Travel and Other Expenses of Representatives and Members of Commissions etc.)

	1962	1964	1966	1968	1970
Commission on International Trade Law	-	-	-	1,893	1,001
ACABQ	83,590	42,913	56,579	68,231	68,741
Committee on Contributions	14,164	9,815	4,080	13,762	16,480
International Law Commission	84,835	88,488	96,013	68,030	80,103
Board of Auditors - External Audit Costs	77,718	87,499	138,200	237,886	328,600
Administrative Tribunal	9,547	9,145	8,482	18,423	13,298
Special UN Fund for Economic Development	-	-	-	-	-
Joint Staff Pension Board	2,313	6,806	4,536	5,113	2,495
Scientific Advisory Committee	-	-	4,031	5,115	5,693
Scientific Committee on Radiation	25,630	36,791	-	-	-
Scientific Committee on Effects of Atomic Radiation	-	-	16,726	19,280	14,907
UN/WHO Seminar on Use of Vital Statistics for Genetic and Radiation Studies	-	-	-	-	-
<u>Administrative Advisory Bodies:</u>					
Investments Committee	4,014	3,662	2,581	7,391	-
Committee of Experts on Post Adjustments	9,679	1,374	600	-	-
International Civil Service Advisory Board	-	4,500	4,400	-	-
Committee of Actuaries	-	1,497	1,409	3,751	-
Security Council	NIL	NIL	NIL	NIL	NIL
Economic and Social Council	-	-	-	-	-
Commission on Human Rights	8,720	14,436	8,690	13,159	14,590
Commission on Narcotic Drugs	12,370	14,025	10,613	13,851	22,467
Commission on Status of Women	23,594	-	9,347	20,096	12,865
Population Commission	-	-	-	897	60
Transport and Communications Commission	-	-	-	-	-
Social Commission (Commission for Social Development 1966 on)	13,691	-	8,197	31,803	12,306
Sub-Commission on Prevention of Discrimination and Protection of Minorities	22,972	22,138	20,040	22,664	51,451

Annex 2 (cont'd)

	1962	1964	1966	1968	1970
Interim Co-ordinating Committee for International Commodity Arrangements	5,505	7,991	-	-	-
<u>Ad hoc</u> Advisory Committee of Experts on the Prevention of Crime and Treatment of Offenders	-	-	-	-	-
ECOSOC Committee on Programme Appraisals	-	-	-	-	-
Statistical Commission	20,721	-	12,163	13,012	10,166
Permanent Central Opium Board and Drug Supervisory Body	21,684	20,019	23,386	48,429	-
Advisory Committee for Science and Technology (1966 Advisory Committee on the Application of Science and Technology)	-	49,001	-	-	-
Committee for Development Planning	-	-	36,222	46,581	45,644
International Narcotics Control Board 1970	-	-	-	20,542	33,168
Travel of Chairman, ECA Executive Committee, to ECOSOC Geneva	-	-	-	-	45,626
<u>Trusteeship Council, Commissions and Committees:</u>					1,412
Visiting Mission to East Africa 1960	-	-	-	-	-
Visiting Mission to the Pacific 1962/4/8/70	12,579	11,618	-	18,112	10,882

Annex 3
TRAVEL OF STAFF - UNITED NATIONS
(in ,)

	1972	1971	1970	1969	1968	1967	1966	1965
I. <u>Travel of staff to meetings</u>	199,000 (Estimates)	255,500 (Appropriations)	186,182	225,317	170,396 (Expenses)	175,505	209,734	279,097
II. <u>Travel of staff on other official business</u>								
1. Headquarters	398,400	353,200	374,830	286,833	266,177	233,460	212,695	182,678
2. Geneva Office	74,500 ^{1/}	78,400 ^{2/}	69,286 ^{3/}	63,394 ^{4/}	59,789 ^{5/}	49,736 ^{6/}	40,817 ^{7/}	71,915
3. Information Centres	31,500	30,000	23,204	25,381	24,334	21,564	22,298	21,110
4. Economic and Social Office (Beirut)	9,000	8,500	9,046	7,830	7,307	5,614	6,336	4,216
5. Economic Commission for Europe	37,000	35,000	29,410	29,406	25,351	27,760	25,148	25,273
6. Economic Commission for Asia and Far East	105,000	99,100	81,299	78,102	77,494	76,483	66,359	64,660
7. Economic Commission for Latin America	95,000	90,000	85,854	94,372	65,880	81,025	79,513	50,539
8. Economic Commission for Africa	110,000	105,000	99,627	98,914	88,539	71,399	78,756	97,707
Total	860,400	799,200	772,556	684,232	614,871	567,041	531,922	518,098
III. <u>Travel of staff and dependants on home leave</u>	(Estimates)	(Appropriations)			(Expenses)			
1. Headquarters	1,175,800	1,185,500	1,086,791	1,163,630	1,003,194	966,935	944,972	977,764
2. Geneva Office	70,000	67,000	67,442	58,749	56,164	60,570	75,790	66,064
3. Information Centres	30,000	30,000	19,076	29,355	13,165	27,022	30,521	19,732
4. Economic and Social Office (Beirut)	6,000	3,500	2,106	7,827	1,940	9,187	965	1,418
5. Economic Commission for Europe	30,000	25,000	26,768	23,201	24,000	19,425	19,400	19,880
6. Economic Commission for Asia and Far East	73,200	90,000	64,951	75,013	63,413	44,874	54,893	36,275
7. Economic Commission for Latin America	80,300	50,000	70,703	65,347	47,438	45,051	49,526	52,448
8. Economic Commission for Africa	131,400	120,000	117,660	100,091	125,006	85,730	84,455	94,225
Total	1,596,700	1,571,000	1,455,497	1,523,213	1,334,320	1,258,794	1,260,522	1,267,806

^{1/} Includes TARS - \$22,000.

^{2/} Includes TARS - \$22,000.

^{3/} Includes TARS - \$19,345.

^{4/} Includes TARS - \$20,000.

^{5/} Includes TARS - \$20,000.

^{6/} Includes TARS - \$18,175.

^{7/} Includes TARS - \$13,190.

Annex 3 (cont'd)

UNITED NATIONS CONFERENCE ON TRADE AND DEVELOPMENT - UNCTAD

	1972	1971	1970	1969	1968	1967	1966	1965
I. <u>Travel of staff on representation</u>			42,889	33,259		31,935		
II. <u>Travel of staff on official business</u>	85,000 (Estimates)	85,000 (Appropriations)	80,201	79,761	65,054	72,620	62,180	
III. <u>Attendance at UNCTAD meetings</u>	10,000 (Estimates)	10,000 (Appropriations)	10,076	15,055	8,770	25,093	49,984	
IV. <u>Attendance, as observers, at other meetings</u>	40,000 (Estimates)	40,000 (Appropriations)			29,118		19,400	
V. <u>Travel on home leave</u>	75,000	65,000	79,207	55,442	53,756	40,516	42,901	

OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES - UNHCR

	1972	1971	1970	1969	1968	1967	1966	1965
I. <u>Travel of the staff</u>	193,000 (Estimates)	180,000 (Appropriations)	176,657	169,175	160,558	157,605	154,602	126,272
II. <u>Travel of staff and dependants on home leave</u>	75,000 (Estimates)	57,000 (Appropriations)	64,021	33,574	38,497	29,045	22,899	12,877

Annex 3 (cont'd)

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION - UNIDO

	1972	1971	1970	1969	1968	1967	1966	1965
I. <u>Travel of staff on official business</u>	135,000 (Estimates)	120,000 (Appropriations)	126,464		<u>1/</u>			
II. <u>Travel of staff to meetings</u>				59,075	21,591	71,697		
III. <u>Travel of industrial field advisers</u>	100,000 (Estimates)	90,000 (Appropriations)	62,535	35,761	25,598			
IV. <u>Travel of staff on other official business</u>				60,329	119,629	101,102		
V. <u>Travel on home leave</u>	175,000	175,000	126,577	134,714	80,512	57,185		

1/ Probably included in IV.

Annex 4

COMPARATIVE COST OF TRAVEL VIA SEA AND VIA AIR FROM NEW YORK^{1/}
(in \$)

To	Two adults and child under 12			Two adults and child over 12		
	Sea	Air	Difference	Sea	Air	Difference
London	1,104.75	807.30	297.45	1,433.70	945.30	488.40
Paris	1,145.25	868.90	276.35	1,476.90	1,017.90	459.00
Moscow	1,631.77	1,277.00	354.77	2,047.32	1,497.00	550.32
Copenhagen	1,222.50	924.90	297.60	1,629.00	1,083.90	545.10
Oslo	1,222.50	924.90	297.60	1,629.00	1,083.90	545.10
Geneva	1,327.25	924.90	402.35	1,592.70	1,083.90	508.80
Pireaus/Athens	1,375.00	1,222.40	152.60	1,713.00	1,431.90	281.10
Israel	1,775.24	1,420.10	355.14	2,117.19	1,662.60	454.59
Cairo	1,775.24	1,420.10	355.14	2,117.19	1,662.60	454.59
Hong Kong	5,132.50	1,776.50	3,356.00	4,269.00	2,074.50	2,194.50
Manila	5,357.50	1,774.50	3,613.00	4,449.00	2,038.50	2,410.50
Tokyo	3,782.50	1,462.50	2,320.00	3,189.00	1,707.00	1,482.00
Sydney	3,507.50	1,949.40	1,558.10	4,209.00	2,283.90	1,925.10
Lima	1,185.60	780.30	405.30	1,532.85	913.80	619.05
Santiago	1,335.60	990.00	345.60	1,739.80	1,159.50	580.30

^{1/} Sea costs are based on all sea or sea/air combination - i.e. sea New York/Le Havre - air Paris/Moscow ... or for South America air to Panama and minimum first class onward.

Air costs include 10 kgs. excess baggage per person.

The above figures are based on one-way high season normal economy fare - 1971.

Annex 5

AIR FARES

Effective 1 April 1972 NEW YORK TO:	First Class R/T	Economy Class R/T		
		Peak	Shoulder	Winter
AFGHANISTAN, Kabul	2,004	1,210	1,210	1,210
ALBANIA, Tirana	1,092	804	746	704
ALGERIA, Algiers	1,022	724	598	536
ARGENTINA, Buenos Aires	1,036	720	720	720
AUSTRALIA, Canberra	2,050	1,506	1,506	1,506
AUSTRIA, Vienna	994	732	590	548
BAHRAIN, Manama	1,728	1,212	1,108	1,108
BARBADOS, Bridgetown	480	332	332	332
BELGIUM, Brussels	888	636	504	452
BHUTAN, Thimbu	2,234	1,376	1,376	1,376
BOLIVIA, La Paz	896	626	626	626
BOTSWANA, Gaberones	1,811	1,307	1,213	1,213
BRAZIL, Rio de Janeiro	1,006	696	696	696
BULGARIA, Sofia	1,178	858	748	696
BURMA, Rangoon (FC-Pac. YC-Atl.)	2,324	1,460	1,460	1,460
BURUNDI, Bujumbura	1,764	1,260	1,167	1,167
BYELORUSSIAN SSR, Minsk	1,294	952	806	764
CAMEROON, Yaounde	1,548	1,090	996	996
CANADA, Ottawa	104	78	78	78
CENTRAL AFRICAN REPUBLIC, Bangui	1,588	1,122	1,028	1,028
CEYLON, Colombo	2,292	1,376	1,376	1,376
CHAD, Ft. Lamy	1,548	1,090	996	996
CHILE, Santiago	998	692	692	692
CHINA, Peking	P 2,241	1,471	1,471	1,471
COLOMBIA, Bogota	526	404	404	404
CONGO, PEOPLE'S REP. OF, Brazzaville	1,588	1,122	1,028	1,028
COSTA RICA, San Jose	488	362	362	362
CUBA, Havana	560	458	458	458
CYPRUS, Nicosia	1,368	964	860	820
CZECHOSLOVAKIA, Prague	984	704	568	526
DAHOMEY, Cotonou	1,416	996	902	902
DENMARK, Copenhagen	930	678	536	494
DOMINICAN REPUBLIC, Santo Domingo	316	224	224	224
ECUADOR, Quito	614	444	444	444
EGYPT, Cairo	1,474	1,030	924	882
EL SALVADOR, San Salvador	470	348	348	348
EQUATORIAL GUINEA, Santa Isabel	1,568	1,110	1,016	1,016
ETHIOPIA, Addis Ababa	1,700	1,198	1,102	1,102
FIJI, Suva	P 1,703	1,250	1,250	1,250
FINLAND, Helsinki	1,042	750	604	562
FRANCE, Paris	888	636	504	452

P = Pacific

Annex 5 (cont'd)

NEW YORK TO:	First Class R/T	Economy Class R/T		
		Peak	Shoulder	Winter
GABON, Libreville	1,548	1,090	996	996
GAMBIA, Bathurst	1,246	892	798	798
GHANA, Accra	1,416	996	902	902
GREECE, Athens	1,244	872	756	704
GUATEMALA, Guatemala City	436	348	348	348
GUINEA, Conakry	1,346	964	870	870
GUYANA, Georgetown	530	392	392	392
HAITI, Port au Prince	352	256	256	256
HONDURAS, Tegucigalpa	470	348	348	348
HONG KONG	P 2,042	1,272	1,272	1,272
HUNGARY, Budapest	1,098	780	666	610
ICELAND, Reykjavik	702	464	360	318
INDIA, New Delhi	2,160	1,318	1,318	1,318
INDONESIA, Djakarta	P 2,288	1,480	1,480	1,480
IRAN, Teheran	1,648	1,194	1,088	1,088
IRAQ, Baghdad	1,576	1,134	1,030	1,030
IRELAND, Dublin	800	544	440	398
ISRAEL, Tel Aviv	1,474	1,030	924	882
ITALY, Rome	1,036	746	640	588
IVORY COAST, Abidjan	1,400	986	890	890
JAMAICA, Kingston	360	256	256	256
JAPAN, Tokyo	P 1,710	1,086	1,086	1,086
JORDAN, Amman	1,474	1,030	924	882
KENYA, Nairobi	1,764	1,260	1,166	1,166
KHMER REPUBLIC, Phnom Penh	P 2,182	1,402	1,402	1,402
KUWAIT	1,666	1,194	1,088	1,088
LAOS, Vientiane	P 2,196	1,414	1,414	1,414
LEBANON, Beirut	1,474	1,030	924	882
LESOTHO, Maseru	1,816	1,312	1,218	1,218
LIBERIA, Monrovia	1,352	964	870	870
LIBYAN ARAB REPUBLIC, Tripoli	1,078	764	670	670
LUXEMBOURG	910	654	522	468
MADAGASCAR, Tananarive	2,022	1,460	1,366	1,366
MALAWI, Zomba (Blantyre)	1,764	1,260	1,166	1,166
MALAYSIA, Kuala Lumpur	P 2,196	1,414	1,414	1,414
MALDIVE ISLANDS *	A 2,292	1,376	1,376	1,376
MALI, Bamako	1,352	964	870	870
MALTA, La Valetta	1,086	764	660	604
MAURITANIA, Nouakchott	1,204	860	764	764
MAURITIUS, Port Louis	2,174	1,558	1,464	1,464
MEXICO, Mexico City	360	276	276	276
MONGOLIA, Ulan Bator	1,860	1,518	1,372	1,330
MOROCCO, Rabat	956	668	550	508

P = Pacific

A = Atlantic

* = plus sea from Colombo

Annex 5 (cont'd)

NEW YORK TO:	First Class R/T	Economy Class R/T		
		Peak	Shoulder	Winter
NEPAL, Kathmandu	2,234	1,376	1,376	1,376
NETHERLANDS, The Hague (Amsterdam)	888	636	504	452
NEW ZEALAND, Wellington	1,869	1,377	1,377	1,377
NICARAGUA, Managua	488	348	348	348
NIGER, Niamey	1,400	986	890	890
NIGERIA, Lagos	1,416	996	902	902
NORWAY, Oslo	930	678	536	494
OMAN, Muscat	1,840	1,324	1,220	1,220
PAKISTAN, Karachi	2,112	1,298	1,298	1,298
PANAMA, Panama City	476	362	362	284
PARAGUAY, Asuncion	1,020	708	708	708
PERU, Lima	790	546	546	546
PHILIPPINES, Manila	P 1,956	1,256	1,256	1,256
POLAND, Warsaw	1,102	798	652	610
PORTUGAL, Lisbon	842	590	484	430
QATAR, Doha	1,728	1,212	1,108	1,108
ROMANIA, Bucharest	1,178	858	748	696
RWANDA, Kigali	1,764	1,260	1,166	887
SAUDI ARABIA, Riyadh	1,728	1,212	1,108	1,108
SENEGAL, Dakar	1,204	860	764	764
SIERRA LEONE, Freetown	1,352	964	870	870
SINGAPORE	P 2,196	1,414	1,414	1,414
SOMALIA, Mogadiscio	1,764	1,260	1,166	1,166
SOUTH AFRICA, Johannesburg	1,764	1,260	1,166	1,166
SPAIN, Madrid	888	636	504	452
SUDAN, Khartoum	1,632	1,190	1,084	1,084
SWAZILAND, Mbabane (Manzini)	1,824	1,320	1,226	1,226
SWEDEN, Stockholm	992	720	578	536
SWITZERLAND, Geneva	930	678	536	494
SYRIA, Damascus	1,474	1,030	924	882
THAILAND, Bangkok	P 2,172	1,402	1,402	1,402
TOGO, Lome	1,416	996	902	902
TRINIDAD AND TOBAGO, Port of Spain	494	352	352	352
TUNISIA, Tunis	1,036	746	640	588
TURKEY, Ankara	1,310	926	822	780
UGANDA, Entebbe	1,764	1,260	1,166	1,166
UKRAINIAN SSR, Kiev	1,194	898	750	708
UNION OF SSR, Moscow	1,260	918	772	730
UNITED ARAB EMIRATES, Abu Dhabi	1,775	1,259	1,155	1,155
UNITED KINGDOM, London	842	590	484	430
UNITED REP. OF TANZANIA, Dar es Salaam	1,764	1,260	1,166	1,166
UNITED STATES, Washington	63	49	49	49
UPPER VOLTA, Ouagadougou	1,400	986	890	890
URUGUAY, Montevideo	1,036	720	720	720

P = Pacific

Annex 5 (cont'd)

NEW YORK TO:	First Class R/T	<u>Economy Class</u> R/T		
		Peak	Shoulder	Winter
VENEZUELA, Caracas	456	360	360	360
YEMEN ARAB REPUBLIC, Sanaa	1,750	1,248	1,152	1,152
YEMEN, PEOPLE'S DEM. REP. OF, Aden	1,700	1,198	1,102	1,102
YUGOSLAVIA, Belgrade	1,098	780	666	610
ZAIRE, Kinshasa	1,588	1,122	1,028	1,028
ZAMBIA, Lusaka	1,764	1,260	1,166	1,166

FARE SEASONS

Trans-Atlantic: Regular Economy

PEAK	-	<u>Eastbound:</u>	June, July, August
	-	<u>Westbound:</u>	July, August, September
SHOULDER	-	<u>Eastbound:</u>	April, May, September, October
	-	<u>Westbound:</u>	April, May, June, October
WINTER	-	<u>Eastbound:</u>	November through March
	-	<u>Westbound:</u>	November through March