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FIFTH COMMITTEE  
Agenda item 43

SUPPLEMENTARY ESTIMATES FOR THE FINANCIAL YEAR 1958

Draft report of the Fifth Committee

Rapporteur: Mr. Raul QULJANO (Argentina)

1. The supplementary estimates for 1958 were examined by the Fifth Committee in four parts.<sup>1/</sup> The several decisions of the Committee are embodied in the revised appropriation resolution proposed in paragraph 17 below. For convenience of reference, these decisions are also analysed in the following comparison with the proposals of the Secretary-General and the Advisory Committee on Administrative and Budgetary Questions:

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<sup>1/</sup> Part I was examined by the Fifth Committee at its 651st-653rd meetings; part II at the 695th meeting; part III at the 696th meeting; part IV at the 701st meeting.

	<u>Document references</u>		<u>Secretary- General's proposal</u> \$	<u>Advisory Committee's recommendation</u> \$	<u>Fifth Committee's recommendation</u> \$
Part I	A/3922 A/3935	Main body of the supplementary estimates	2,404,350	2,205,050	2,205,050
Part II	A/3922/ Add.1 A/3999	Special meetings and conferences	114,000	114,000	114,000
Part III	A/C.5/763 A/4013	United Nations Observation group in Lebanon, and General Assembly resolution 1237 (ES-III)	3,735,000 a/	3,700,000	3,700,000
Part IV	A/C.5/770 A/4036	United Nations Truce Supervision Organization in Palestine	40,000	40,000	40,000
Total of the 1958 supplementary estimates					\$ 6,059,050
1958 Appropriation (General Assembly resolution 1230 (XII) of 14 December 1957)					55,062,850
Revised appropriation for 1958 recommended by the Fifth Committee					<u>\$61,121,900</u>
<u>Income from staff assessment:</u>					
Approved estimate					\$ 5,370,000
Estimated increase under part I . . . \$400,000					
Estimated increase under part II. . . 15,000					415,000
Revised estimate for 1958					<u>\$ 5,785,000</u>

a/ The Secretary-General's estimates (A/C.5/763) included \$3.8 million in respect of 1958 expenses of UNOGIL. That figure was reduced to \$3,615,000 when it was decided to terminate the Observation Group.

Part I of the supplementary estimates

2. The first part of the Secretary-General's supplementary estimates (\$2,404,550) comprised two broad categories, \$713,700 representing unforeseen and extraordinary expenses and \$1,873,350 being required for items covered by the initial 1958 appropriations. Offsetting adjustments and savings amounted to \$182,500.

3. The report of the Advisory Committee (A/3935) recommending a reduction of \$199,500 recalled its comment of the previous year, to the effect that, while reasons might be advanced for overspending on certain accounts, major deficits, for other than unforeseen extraordinary commitments, represented an abrogation of the intent expressed in the Assembly's budget appropriations (A/3750, para. 3). The Committee hoped that any necessary supplementary estimates would, in future years, be submitted early in September to allow of the Fifth Committee's considering the item at the opening of the session. While the Advisory Committee's mid-year review of expenditure to 31 May 1958 had pointed to a full-year figure of some \$1.8 million, the subsequent revision to \$2.4 million (based on expenses to 31 August) was, the Committee found, due in some measure to unforeseen needs that had arisen since June.

4. At the 651st meeting, the Chairman of the Advisory Committee pointed out that, as was recognized in the report of that Committee (A/3935, paras. 8-10), a substantial proportion of the supplementary estimates represented unavoidable expenditure. The Committee had therefore directed its attention to those parts of the estimates which, however tightly drawn up, might still offer scope for economy. Certain steps which might be considered drastic in other circumstances appeared to be necessary in view of the heavy financial burden to be borne by Member States in 1959. But the time had perhaps also come for the General Assembly and the Fifth Committee to take stock of the financial outlook for the United Nations over the next few years.

5. Although general concern was expressed at the size of the supplementary estimates, divergent views were heard in the Committee on the responsibility for the situation and on possible methods of obviating a recurrence. Three main positions were stated:

- (a) First, some delegations saw in the proposals of the Secretary-General a matter of concern, but not of surprise. A large part of the supplementary

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expenditure was attributable to deliberate decisions of the General Assembly and other United Nations organs, combined with statutory salary increases and rises in price levels, and was therefore incurred by the Secretary-General in complying with those decisions. There was nothing in the Advisory Committee's report to indicate that he had, in fact, abrogated the intent of the Assembly. The responsibility might perhaps be found to rest rather with the Fifth Committee, which, if it had valid grounds for criticism, should point to specific areas in the estimates in support of its criticism;

(b) Secondly, other delegations, while puzzled by the fact that additional expenditure on so heavy a scale had not been foreseen, felt that there were perhaps several alternative, or even overlapping, explanations. Thus, the increase in at least the major part of the expenditure might have been unavoidable. Possibly, the Fifth Committee had in 1957 recommended unduly heavy cuts in the 1958 estimates. Possibly, again, the Secretariat had either failed or found it impossible to adjust expenditure to available funds. Whatever the explanation, the Advisory Committee might in future give special attention to that aspect of the problem and thus help to eliminate inadequacies in setting the amount of future budgets.

(c) The third position reflected sharp criticism of the Secretariat. There appeared to be need for a radical change in the system of expenditure control so that in future only such supplementary estimates as could be substantiated by irrefutable arguments came before the Committee. Salary increases had been granted to staff in the General Service and Manual Worker categories, and while the decision concerning such increases lay within the Secretary-General's discretion, it might be asked whether it was preceded by the kind of intensive "negotiations" which should normally attend such a matter. The Advisory Committee should always be consulted in respect of any commitments which entailed expenditure beyond the amount appropriated. Had that been done continuously in 1958, some savings might have arisen even on the unforeseen or extraordinary items. The possibilities for further economies had not been adequately explored or exhausted; in particular, greater attention should be devoted to the mid-year analysis of expenditure so that the Advisory Committee might be enabled to offer, in good time, suggestions for corrective action.

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6. The representative of the Secretary-General pointed out that, as the Secretary-General had very serious reservations in regard to some of the Advisory Committee's recommendations, he was not in a position to give a categorical assurance that a reduction of close to \$200,000 could in fact be made. While every effort would be exerted to achieve the result desired by the Advisory Committee, its recommendations must necessarily be regarded as being in the nature of targets. Thus, where staff travel costs were concerned, it was not certain that the savings could be made, since the Secretary-General and other high officials had shouldered increasingly heavy tasks during the year and, even with the strictest control, that fact could not but be reflected in the volume of travel. Travel costs for home leave were a statutory obligation, and at best, some travel could be postponed until 1959, though without producing any net saving in the long run. With regard to section 14, it would of course be possible to delay the appearance of some publications planned for 1958. He doubted, however, whether deferment was necessarily the wisest policy in budgetary and administrative arrangements. A similar consideration applied to one, and by far the smaller, portion of the general expenses under appropriation section 13, which were in large part either fixed and unavoidable costs beyond the Organization's control or costs (for example, those for communications services) that ran parallel with the volume of political activity.

7. The Secretary-General's representative added that the recommended reduction of \$85,000 in salaries and wages (section 6) might seem not unreasonable in relation to the total salary bill. It came, however, as an addition to the heavy cut of \$400,000 which, in spite of specific reservations on the part of the Secretary-General, the Assembly had authorized from the beginning of 1958. Hence, no firm assurance could be given as regards the further reduction. The Secretary-General could accept it as a target to be reached, if possible. In any case, there could be no question of disregarding the provisions of the Staff Regulations. The Secretary-General was prepared to suspend recruitment of temporary staff not indispensably required for the work of the General Assembly, and in principle to halt the ordinary recruitment programme, although special circumstances or imperative need might make it necessary to fill some vacancies. In principle also there would be no further transfers of staff from one office to another until 1959, and steps had already been taken to reduce overtime to the

8. At the 652nd meeting of the Committee, the representative of Poland proposed that the Advisory Committee should be requested (a) to reconsider section 6 of the supplementary estimates with a view to the achievement of larger savings on the proposed increase in that section, in order to meet the additional expenditure for 1958 by internal savings in the initial appropriations, and (b) to present to the Fifth Committee more detailed information on possible savings in section 6. The proposal was rejected by 36 votes to 15, with 12 abstentions.

9. At the 653rd meeting, it was agreed, on the suggestion of the representative of Czechoslovakia, that the question of standards of travel accommodation for staff members should be reviewed at the fourteenth session of the General Assembly on the basis of reports to be submitted by the Secretary-General and the Advisory Committee.

Decisions of the Committee on part I of the supplementary estimates

10. At the 652nd and 653rd meetings, the Committee voted on the recommendations of the Advisory Committee and, as indicated, on other proposals. The result of the voting was as follows:

<u>Section</u>	<u>Revised amount</u> \$	<u>Vote</u>		
		<u>In favour</u>	<u>Against</u>	<u>Abstentions</u>
1. Travel of representatives, members of commissions and committees	846,700	55	0	2
2. Special meetings and conferences	2,302,000		unanimous	
3. Board of Auditors	53,000		"	
4. Special missions and related activities	2,140,000	54	8	0
5. United Nations Field Service	914,400	55	8	1
6. Salaries and wages				
- Polish proposal (see para. 8 above)	-	15	36	12
- Advisory Committee's recommendation	28,400,000	50	8	5

## Vote

Section	Revised amount \$	Vote		
		<u>In favour</u>	<u>Against</u>	<u>Abstentions</u>
6a. Economic Commission for Africa	185,000		unanimous	
7. Common staff costs				
- Romanian proposal	5,994,600	10	36	8
- Advisory Committee's recommendation	6,267,000	45	9	2
8. Travel of staff				
- Mexican proposal	1,520,000	4	48	11
- Advisory Committee's recommendation	1,500,000	58	0	10
9. Hospitality )				
9a. Payments under )				
annex 1, )				
paragraphs 2 and 3, )				
of the Staff )				
Regulations )	85,000		unanimous	
10. Office of the United Nations High Commissioner for Refugees				
- Ukrainian proposal	739,700	9	43	10
- Advisory Committee's recommendation	756,000	50	9	2
11. Permanent Central Opium Board and Drug Supervisory Body	101,500		unanimous	
12. Joint Staff Pension Board and United Nations Staff Pension Committee	144,400		unanimous	
13. General expenses	5,420,000	52	8	0
14. Printing, stationery and library supplies	2,169,900		unanimous	
15. Permanent equipment	507,000		unanimous	

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<u>Section</u>	<u>Revised amount</u> \$	<u>Vote</u>		
		<u>In favour</u>	<u>Against</u>	<u>Abstentions</u>
16. Technical Assistance ) Administration )				
17. Economic development )	2,146,100		unanimous	
18. Social activities )				
18a. Human rights activities )				
19. Public administration )				
20. Special expenses	2,649,500		unanimous	
21. International Court of Justice	680,400		unanimous	
<u>Income</u>				
Income from staff assessment	5,770,000		unanimous	

Draft supplementary  
appropriation resolution  
submitted by the Secretary-  
General (A/3922) as adjusted  
to reflect the decisions of  
the Fifth Committee

57,267,900      52      8      0

Part II of the supplementary estimates

11. At the 695th meeting, the Committee considered a report of the Secretary-General (A/3922/Add.1) submitting supplementary estimates for 1958, to an amount of \$114,000 under section 2, in respect of two special conferences:

(a) Conference on the suspension of nuclear weapons tests (opening date, 31 October 1958)

(b) Conference on the technical aspects of safeguards against the possibility of surprise attack (opening date, 10 November 1958).

12. The Advisory Committee concurred (A/3999) in the Secretary-General's estimates, and the Fifth Committee unanimously approved the following recommendations:

(a) To increase the amount of the supplementary estimates for 1958 from \$2,205,050 to \$2,319,050; and

(b) To increase the estimated 1958 income from staff assessment by a further amount of \$15,000, to a total of \$5,785,000.

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Part III of the supplementary estimates

13. The Committee considered, at its 696th meeting, reports of the Secretary-General (A/C.5/763) and the Advisory Committee (A/4013) on the supplementary estimates for 1958 in respect of:

- (a) The United Nations Observation Group in Lebanon; and
- (b) Commitments under General Assembly resolution 1237 (ES-III) of 21 August 1958.

14. The Committee took the following decisions:

- (a) By 43 votes to none, with 8 abstentions, to approve the recommendation of the Advisory Committee for a supplementary credit for 1958 for UNOGIL, under a new section 4a (chapter I), to an amount of \$3.6 million; and
- (b) By 43 votes to none, with 9 abstentions, to approve the recommendation of the Advisory Committee for a supplementary credit for 1958 for expenditures arising out of General Assembly resolution 1237 (ES-III), under a new section 4a (chapter II), to an amount of \$100,000.

Part IV of the supplementary estimates

15. The Committee considered, at its 701st meeting, reports of the Secretary-General (A/C.5/770) and the Advisory Committee (A/4036) on revised supplementary estimates for 1958 in respect of the United Nations Truce Supervision Organization in Palestine.

16. The Committee decided, by 49 votes to none with 9 abstentions, to approve the recommendation of the Advisory Committee for an increase in the 1958 supplementary estimates under Chapter V of section 4 in the amount of \$40,000.

Recommendation of the Fifth Committee

17. The Fifth Committee recommends to the General Assembly the adoption of the draft resolution annexed to the present report.

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ANNEX

DRAFT APPROPRIATION RESOLUTION

SUPPLEMENTARY ESTIMATES FOR THE FINANCIAL YEAR 1958

The General Assembly

1. Resolves that for the financial year 1958 the amount of \$US55,062,850 appropriated by its resolution 1230 (XII) of 14 December 1957 is increased by \$US6,059,050 as follows:

	Amount appropriated by resolution 1230 (XII)	Supplementary appropriation	Revised amount of appropriation
(In US dollars)			
A. UNITED NATIONS			
<u>Section</u>			
<u>Part I.</u>	<u>Sessions of the General Assembly, the Councils, Commissions and Committees: special meetings and conferences</u>		
1. Travel of representatives, members of commissions and committees	638,800	207,900	846,700
2. Special meetings and conferences	2,250,000	166,000	2,416,000
3. Board of Auditors	53,000	-	53,000
TOTAL, PART I	<u>2,941,800</u>	<u>373,900</u>	<u>3,315,700</u>
<u>Part II.</u>	<u>Special missions and related activities</u>		
4. Special missions and related activities	2,082,900	97,100	2,180,000
4a. United Nations Observation Group in Lebanon and General Assembly resolution 1237 (ES-III)	-	3,700,000	3,700,000
5. United Nations Field Service	893,600	20,800	914,400
TOTAL, PART II	<u>2,976,500</u>	<u>3,817,900</u>	<u>6,794,400</u>

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	Amount appropriated by resolution 1230 (XII)	Supplementary appropriation	Revised amount of appropriation
<u>(In US dollars)</u>			
A. UNITED NATIONS (cont'd)			
Section			
<u>Part III. The Secretariat</u>			
6. Salaries and wages	27,685,250	714,750	28,400,000
6a. Economic Commission for Africa	-	185,000	185,000
7. Common staff costs	5,830,000	437,000	6,267,000
8. Travel of staff	1,422,200	77,800	1,500,000
9. Hospitality	20,000	-	20,000
9a. Payments under annex I, paragraphs 2 and 3, Staff Regulations	65,000	-	65,000
TOTAL, PART III	<u>35,022,450</u>	<u>1,414,550</u>	<u>36,437,000</u>
<u>Part IV. Special Offices</u>			
10. Office of the United Nations High Commissioner for Refugees	739,700	16,300	756,000
11. Permanent Central Opium Board and Drug Supervisory Body	99,200	2,300	101,500
12. Joint Staff Pension Board and United Nations Staff Pension Committee	134,600	9,800	144,400
TOTAL, PART IV	<u>973,500</u>	<u>28,400</u>	<u>1,001,900</u>
<u>Part V. Common services and equipment</u>			
13. General expenses	5,026,100	393,900	5,420,000
14. Printing, stationery and library supplies	2,169,900	20,000	2,169,900
15. Permanent equipment	507,000	-	507,000
TOTAL, PART V	<u>7,703,000</u>	<u>393,900</u>	<u>8,096,900</u>

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	Amount appropriated by resolution 1230 (XII)	Supplementary appropriation	Revised amount of appropriation
<u>(In US dollars)</u>			
A. UNITED NATIONS (cont'd)			
<u>Section</u>	<u>Part VI. Technical programmes</u>		
16. Technical Assistance			
Administration	386,700	-	386,700
17. Economic development	479,400	-	479,400
18. Social activities	925,000	-	925,000
18a. Human rights activities	55,000	-	55,000
19. Public administration	300,000	-	300,000
	<u>2,146,100</u>	<u>-</u>	<u>2,146,100</u>
	<u>TOTAL, PART VI</u>		
	<u>Part VII. Special expenses</u>		
20. Special expenses	2,649,500	-	2,649,500
	<u>2,649,500</u>	<u>-</u>	<u>2,649,500</u>
	<u>TOTAL, PART VII</u>		
B. THE INTERNATIONAL COURT OF JUSTICE			
<u>Section</u>	<u>Part VIII. The International Court of Justice</u>		
21. The International Court of Justice	650,000	30,400	680,400
	<u>650,000</u>	<u>30,400</u>	<u>680,400</u>
	<u>TOTAL, PART VIII</u>		
	<u>55,062,850</u>	<u>6,059,050</u>	<u>61,121,900</u>
	<u>GRAND TOTAL</u>		

2. Authorizes the Secretary-General to charge to the relevant provision in the budget for the financial year 1959 those expenses for the Second United Nations International Conference on the Peaceful Uses of Atomic Energy incurred in 1958 in excess of the provision of \$2 million for that Conference included in the above appropriations.

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