

UNITED



NATIONS

**ADVISORY COMMITTEE ON ADMINISTRATIVE
AND BUDGETARY QUESTIONS**

**SECOND REPORT TO THE
NINTH SESSION
OF THE GENERAL ASSEMBLY**

GENERAL ASSEMBLY

OFFICIAL RECORDS : NINTH SESSION

SUPPLEMENT No. 7 (A/2688)

NEW YORK, 1954

(52 p.)

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NOTE

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FOREWORD

The functions of the Advisory Committee on Administrative and Budgetary Questions are defined by the General Assembly in resolution 14 (I) of 13 February 1946.

The members of the Committee are:

Mr. Thanassis Aghnides (*Chairman*);
Mr. Rafik Asha;
Mr. Carlos Blanco;
Mr. E. Carrizosa;
Mr. I. V. Chechetkin;
Mr. Arthur H. Clough;
Mr. André Ganem;
Mr. William O. Hall;
Mr. G. R. Kamat.

Since the adjournment of the eighth session of the General Assembly, on 9 December 1953, the Advisory Committee has held two sessions. The following were among the items considered:

- (a) The budget estimates of the United Nations for 1955;
- (b) The reports of the Board of Auditors on the 1953 accounts of the United Nations and the United Nations Children's Fund (UNICEF);
- (c) The system of subsistence allowances for members of commissions, committees and other subsidiary bodies of the General Assembly or other organs of the United Nations;
- (d) Administrative matters relating to the Expanded Programme of Technical Assistance.

The observations of the Advisory Committee on items (a) and (c) are included in the present report; those on items (b) and (d) are being presented in separate reports.

The Committee is indebted to the Secretary-General, who has at all times given proof of a willing co-operation and of his desire to assist the work of the Committee in every possible way. His associates, and in particular the Director of Finance, have greatly facilitated the task of the Committee, which now records its appreciation.

The Committee also acknowledges with gratitude the invaluable assistance which, as in past years, the Chairman of the Board of Auditors has rendered.

At the risk of being repetitious, I wish again to place on record the high esteem in which the Committee holds its able and hardworked Secretary who, with the aid of his assistant and their staff, enabled it to prepare this report in so short a time besides attending, during six months in every year, to all the other matters submitted for its review.

Th. AGHNIDES
Chairman

27 July 1954

PART ONE

REPORT TO THE GENERAL ASSEMBLY ON THE BUDGET ESTIMATES FOR 1955 AND THE WORKING CAPITAL FUND

CHAPTER I

APPRAISAL OF THE BUDGET ESTIMATES FOR 1955

APPRAISAL OF THE ESTIMATES

1. For the year 1955 the Secretary-General proposes¹ a budget of \$46,821,300 on a gross basis.² Miscellaneous income is estimated at \$6,773,100, leaving a net expenditure figure of \$40,048,200.

2. A separate report on the 1955 budgets of eight specialized agencies³ will be submitted to the General Assembly during its ninth session. The total of those budgets, as proposed or approved, amounts to \$38,066,705, making with the figure submitted for the United Nations an aggregate of \$84,888,005, which the States members of the organizations concerned may be asked to appropriate in respect of the year 1955. Therefore, while the review now being made of the organization and work of the United Nations Secretariat has already produced economies which are reflected in the budget estimates of the United Nations for 1955, a corresponding action has not so far been taken by the specialized agencies, with the result that the aggregate of the 1955 assessments on States members of the United Nations and of the agencies is likely to be heavier than in 1954. The estimated expenditure for 1955, compared with the 1954 appropriations and actual expenditure for each of the years 1950 to 1953, is shown in the table on page 2.

3. This list of obligatory expenses does not show the total expenditure incurred by the United Nations and the specialized agencies, since it excludes programmes financed by extra-budgetary funds to which Member States make voluntary contributions. Such

programmes are the United Nations Children's Fund, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, the United Nations Korean Reconstruction Agency, the United Nations Refugee Emergency Fund and the Expanded Programme of Technical Assistance. Details of these extra-budgetary funds will be furnished in information annex II to the budget estimates for 1955 (A/2647/Add.1).

4. As regards the United Nations, the Board of Auditors has certified a balance on 1953 appropriations of \$576,898 and, in accordance with financial regulation 5.2, there will be available for credit against the 1955 assessments on Members the sum of \$892,242 made up of the following items:

	1955 \$	Corresponding figures on 1954 assessments \$
Savings in 1953 in liquidating prior years' obligations (\$362,356 less \$296,184 applied against 1954 assessments).....	66,172	84,310
Excess of miscellaneous income credited for 1953 over the approved estimate (\$549,172 less \$300,000 applied against 1954 assessments).....	249,172	350,859
Savings on 1953 appropriations.....	576,898	277,507
TOTAL	\$892,242	\$712,676

¹ See *Official Records of the General Assembly, Ninth Session, Supplement No. 5*, document A/2647.

² Throughout the present report, unless otherwise specified, figures are shown on a gross basis.

³ ILO, FAO, UNESCO, ICAO, UPU, WHO, ITU, WMO.

5. The estimates for 1955 submitted by the Secretary-General are approximately \$1,006,000 less than the total appropriated for 1954. The figures for each part of the budget are shown in the following comparative table:

<i>Budget parts</i>	1955 \$	1954 \$
I. Sessions of the General Assembly, the Councils, Commissions and Committees.....	716,500	690,330
II. Special missions and related activities.....	2,384,000	2,394,780
III. Headquarters, New York.....	28,503,900	30,301,130
IV. European Office of the United Nations.....	5,419,000	5,351,000
V. Information centres.....	905,100	877,400
VI. Secretariats of the regional economic commissions (other than the Economic Commission for Europe).....	2,122,500	2,082,600
VII. Hospitality.....	20,000	20,000
VIII. Contractual printing.....	1,439,000	1,465,770
IX. Technical programmes.....	1,779,600	1,779,600
X. Special expenses.....	2,649,500	2,149,500
XI. Joint Staff Pension Board and United Nations Staff Pension Committee.....	117,600	93,020
XII. The International Court of Justice.....	764,600	621,980
TOTAL	\$46,821,300	\$47,827,110

	1950 Actual expenses \$	1951 Actual expenses \$	1952 Actual expenses \$	1953 Actual expenses \$	1954 Appropriations \$	1955 Appropriations or estimates \$	1955 Increase or decrease by comparison with 1954 \$	Percentage increase or decrease by comparison with 1954
United Nations.....	43,746,264	48,628,383	50,270,153	49,292,552	47,827,110	46,821,300	(-1,005,810)	(2.10)
International Labour Organisation.....	5,266,854	5,834,589	6,389,539	6,509,775	6,643,887	7,082,913	439,026	6.60
Food and Agriculture Organization.....	4,504,653	4,581,456	4,830,334	5,064,399	6,000,000	6,000,000 ^d	—	—
United Nations Educational, Scientific and Cultural Organization ^a	7,162,794	7,989,102	8,726,107	7,972,937	8,834,662	10,005,961 ^e	1,171,299	13.25
International Civil Aviation Organization	2,946,080	3,171,819	3,191,748	3,150,032	3,200,000	3,223,100	23,100	.72
Universal Postal Union.....	301,837	354,098	416,978	435,413	489,169	482,510	(-6,659)	(1.36)
World Health Organization ^b	6,108,299	6,259,247	7,938,850	8,112,605	8,497,700	9,500,000	1,002,300	11.80
International Telecommunication Union ^c	1,639,639	1,643,240	1,591,875	1,455,733	1,453,553	1,430,678	(-22,875)	(1.57)
World Meteorological Organization.....	—	185,755	179,259	271,911	363,000	341,543	(-21,457)	(5.90)
GRAND TOTAL	\$71,676,420	\$78,647,689	\$83,534,843	\$82,265,357	\$83,309,081	\$84,888,005	\$1,578,924	1.89

The following rates of exchange have been used in the above table: Canadian dollar at Canadian \$1.05 = \$US1.00 for 1951, at par for subsequent years. Swiss francs: Sw. frs. 4.28 = \$US1.00 for 1950 and 1951, Sw. frs. 4.33 = \$US1.00 for 1952, Sw. frs. 4.28 = \$US1.00 for subsequent years.

^a Excluding undistributed reserve: 1954: \$870,453; 1955: \$769,939.

^b Excluding undistributed reserve: 1954: \$1,340,300; 1955: \$1,499,360.

^c Ordinary and extraordinary budgets.

^d As approved in December 1953 by the Seventh Conference of FAO.

^e Estimate only.

6. Seven of the twelve budget parts in the above table show an increase, with Headquarters, New York (part III) alone contributing in any marked degree to the net reduction of \$1 million. But no inference can be drawn from this fact without a detailed analysis of the figures, since, for a valid comparison, account should be taken of certain major items that arise exceptionally in one or other year:

	1955 \$	1954 \$
<i>Part III.</i> Enlargement of dining-room and cafeteria.....		565,000
<i>Part X.</i> Amortization of the Headquarters construction loan: increase in annual instalment.....	500,000	
<i>Part XII.</i> Funding of pensions of members of the International Court of Justice....	162,000	

The burden of these exceptional items is thus almost \$100,000 heavier for 1955.

7. Part III of the budget, in which a reduction of \$1,797,000 is proposed, reflects the structural changes effected or recommended by the Secretary-General on the basis of a review of the Headquarters establishment.

GENERAL CONSIDERATIONS ON THE WORK AND STRUCTURE OF THE SECRETARIAT

8. For some years past the General Assembly, on recommendations of the Fifth Committee and of the Advisory Committee, has given consideration to the desirability of reviewing the organization of the Secretariat in the interest of efficiency and economy. For this

purpose the Secretary-General submitted during 1953 a plan⁴ setting forth, in broad outline, his approach to the problem. Subsequently, the General Assembly, on the report of the Fifth Committee⁵ adopted resolution 784 (VIII) of 9 December 1953, in which, after taking note of the Secretary-General's proposals in his note on the organization of the Secretariat and of his statement to the Fifth Committee at its 427th meeting, the Assembly recommended that "the Secretary-General should, to the extent possible, proceed along the lines he has proposed and prepare his 1955 budget estimates within the broad framework of these proposals, taking account of the observations and suggestions of the Advisory Committee on Administrative and Budgetary Questions contained in its thirty-sixth report to the eighth session of the General Assembly⁶ and of the views expressed in the Fifth Committee at its 427th and 428th meetings held on 8 December 1953".

9. The Advisory Committee has accordingly based its budget examination on the terms of the above resolution, and has sought to determine the extent to which the Secretary-General has been able—within the limitations referred to in paragraph 11 below—to present a budget consistent in broad outline with the instructions of the General Assembly.

10. It is essential, for this purpose, to give the closest attention to the terms of reference by which the General Assembly recommended that the Secretary-General should be guided in preparing his estimates. The following is a summary of the three elements comprising the Secretary-General's mandate:

Secretary-General's proposals (A/2554) and statement to the 427th meeting of the Fifth Committee

General considerations

- (1) (a) A streamlining of the Secretariat leading to substantial economies was not possible without a review of its substantive tasks; (b) equally, such economies could not be achieved without the development of a wider degree of flexibility of staff, both within and among the various organizational units.
- (2) As regards points (1) (a) and (b), the projected changes required time. A careful study must be made of the circumstances in which the United Nations had become responsible for the various tasks, and of the manner in which new approaches to those tasks might best be undertaken. In certain cases, effective action must wait upon decisions of the General Assembly and other organs. Where flexibility was concerned, improvement in administrative techniques would call for continuous efforts over a period of time.

General structure of the Secretariat

- (3) Offices of Finance and Personnel should be brought under the personal and immediate direction of the Secretary-General to ensure his direct control over financial and personnel matters and to clarify the relationship of the heads of those Offices to the substantive and service departments. (The above arrangements would be reviewed at a later date,

Advisory Committee's observations and suggestions (A/2606)

General considerations

- (1) and (2) The Advisory Committee was in general agreement with the broad outlines of the programme suggested by the Secretary-General; the detailed procedure for giving effect to that programme fell largely within the Secretary-General's province.

General structure of the Secretariat

- (3) There was good ground for the conversion of the Legal Department into a Legal Office under the personal direction of the Secretary-General. A similar action in respect of Administrative and Financial Services, unless regarded as a temporary measure for the next two years, seemed open to doubt because of the risk that the authority of those func-

Views expressed at the 427th and 428th meetings of the Fifth Committee (Based on the record of the meetings and the report of the Fifth Committee (A/2625))

General considerations

- (1) and (2) While emphasizing the paramount need for economy, virtually all delegations associated themselves with the Secretary-General's view that the basic approach should be from the angle of substance and efficiency, i.e., a review of the substantive tasks entrusted to the Secretariat, and the development of flexibility in the use of staff. The Secretary-General should be given authority to proceed along the lines suggested without necessarily waiting for the General Assembly to pass in detail at its ninth session upon arrangements which in any event fell largely within his administrative jurisdiction.

General structure of the Secretariat

- (3) A number of delegations voiced a certain misgiving with respect to the replacement of the Department of Administrative and Financial Services by Offices of Finance and Personnel. Other delegations felt that the direct responsibility to be assumed by the Secretary-General should not result in any lessening of the authority pertaining to those functions.

⁴ See *Official Records of the General Assembly, Eighth Session, Annexes*, agenda item 48, document A/2554.

⁵ *Ibid.*, document A/2625.

⁶ *Ibid.*, document A/2606.

*Secretary-General's proposals (A/2554) and statement to the 427th meeting of the Fifth Committee**General structure of the Secretariat (continued)*

perhaps after two years' experience.) Similarly, the Legal Office would be brought under the Secretary-General's immediate control.

(4) The Department of Economic Affairs and Social Affairs should be merged in a single department. The Technical Assistance Administration should be maintained as an independent unit.⁷ Its coordination with the unified Department of Economic and Social Affairs should be supervised directly by the Secretary-General.

(5) The Departments of Political and Security Council Affairs, Trusteeship and Information from Non-Self-Governing Territories and Public Information should be maintained as separate departments. The Department of Conference and General Services should be divided into two units.

Central administration of the Secretariat

(6) The two highest post levels below the Secretary-General should be merged in a single supervisory level. The holders of the new posts would assume responsibilities of an essentially administrative character. Such political responsibilities as they might be required to exercise from time to time in particular cases would be theirs by delegation from the Secretary-General. The functions of the new officials would be closely akin to those performed by the existing Assistant Secretaries-General, who were mainly administrative officials, with responsibilities largely confined to the supervision of their departments. Because of the system of permanent delegations, as well as for other reasons, Assistant Secretaries-General had not functioned in the wider diplomatic sense that had originally been contemplated. The proposed new post should bear the title of Under-Secretary.

(7) The base salary rates of the Under-Secretaries should be those of the existing Principal Directors. It might, however, prove necessary to adjust their emoluments by means of special allowances. Such allowances should have reference to the status and responsibilities of the Under-Secretaries in relation to those of the executive heads and senior

*Advisory Committee's observations and suggestions (A/2606)**General structure of the Secretariat (continued)*

tions might be reduced. The classification of the heads of the Offices of Finance and Personnel should be such that, without derogation from the over-all control and responsibility of the Secretary-General, he should not be required to shoulder an unduly heavy burden.

(4) The Advisory Committee concurred in the Secretary-General's proposal as regards the merger of the two substantive Departments of Economic Affairs and Social Affairs. It had doubts about the continued separation of the Technical Assistance Administration, which appeared to form a natural and integral part of its substantive counter-parts in Economic and Social Affairs. The proposed arrangement might, the Committee suggested, be regarded as a provisional one, to be reviewed within two years' time.

(5) The Advisory Committee concurred in principle in the Secretary-General's proposals.

Central administration of the Secretariat

(6) The Advisory Committee concurred in the Secretary-General's proposal for a merger of the two post levels. While agreeing that a change of title might be desirable, the Committee suggested that the precise wording should be left to the decision of the General Assembly.

(7) The Advisory Committee recommended that, as regards the remuneration proposed for Under-Secretaries, the necessary variations should be effected through a gradation of salary rates according to the responsibilities of each individual post.

*Views expressed at the 427th and 428th meetings of the Fifth Committee (Based on the record of the meetings and the report of the Fifth Committee (A/2625))**General structure of the Secretariat (continued)*

Most representatives expressed themselves as satisfied by the relevant assurances given by the Secretary-General.

(4) The merger of the Departments of Economic Affairs and Social Affairs was generally welcomed. Several delegations regretted that the proposed merger did not embrace the Technical Assistance Administration since its continued separation would inevitably lead to duplication.

(5) Almost all delegations concurred generally in the Secretary-General's proposals. The question was raised by one delegation whether the Department of Public Information, being primarily a service department, should be placed on the same level as substantive departments: that consideration should influence the place and status which the information services should occupy within the framework of a re-organized Secretariat.

Central administration of the Secretariat

(6) Most delegations favoured the Secretary-General's proposal on the strength of the considerations advanced by him. Some objection was, however, raised to the abolition of the posts of Assistant Secretaries-General, as being contrary to the "gentleman's agreement" of 1946 concerning the distribution of high level posts, and to the 1946 decisions of the General Assembly on the structure and staffing of the Secretariat. Likewise, doubts were expressed as to the wisdom of the proposed change in title which, in the opinion of some representatives, might imply a diminution in the importance of the office. Stress was also laid on the need for a balanced geographical distribution of posts at the higher policy-making levels no less than throughout the Secretariat as a whole. It was nevertheless conceded that, since the general re-organization afforded scope for improving the quality of the staff, efficiency and integrity, as the principal considerations laid down in the Charter, were factors of overriding importance.

(7) Opinions were closely divided on the alternative methods of achieving the necessary variation in emoluments.

⁷ The Secretary-General has since modified his views in this regard, to the extent that he suggests the maintenance "at this

stage" of a separate Technical Assistance Administration as a measure offering advantage (E/2598).

Secretary-General's proposals (A/2554) and statement to the 427th meeting of the Fifth Committee

Advisory Committee's observations and suggestions (A/2606)

Views expressed at the 427th and 428th meetings of the Fifth Committee (Based on the record of the meetings and the report of the Fifth Committee (A/2625))

Central administration of the Secretariat (continued)

officers of specialized agencies. Account might also have to be taken of the special responsibilities attaching to certain of the posts of Under-Secretaries as well as of particular qualifications of candidates for the office.

(8) Experience might indicate the necessity for the following additional arrangements:

- (a) The appointment in exceptional cases of Deputy Under-Secretaries, as, for example, in the new Department of Economic and Social Affairs;
- (b) The appointment of one or two Under-Secretaries without portfolio to serve as advisers to the Secretary-General on special questions;
- (c) The establishment of one post of Deputy Secretary-General.

Central administration of the Secretariat (continued)

Central administration of the Secretariat (continued)

(8) General agreement was expressed with the Secretary-General's proposals. While some delegations expressed readiness to give sympathetic consideration to any request which the Secretary-General might be impelled to make for the appointment of a Deputy Secretary-General or one or two Under-Secretaries without portfolio, others wished to receive a further report on the matter at the ninth session of the General Assembly.

11. The difficulties that have confronted the Secretary-General in carrying out his terms of reference are apparent in his Foreword to the budget estimates. These are difficulties of substance, of time and of a personnel policy that cannot, as indeed it should not, be unmindful of the human element interwoven with these problems. Since the adjournment of the eighth session of the General Assembly, the Secretary-General has undertaken a review of the Headquarters establishment directed to three main areas of inquiry: (a) the character and volume of the substantive and administrative responsibilities of the staff required to service the General Assembly, the Councils and other subsidiary organs and to implement the work programme of those bodies; (b) the main structure of the Secretariat and an appropriate organization for the units comprising the several departments or offices; and (c) the number and levels of staff necessary for the fulfilment by the Secretariat of its essential responsibilities. A corresponding study of the branch offices of the United Nations has not so far been made, such a study being planned for the early months of 1955 and, even as regards Headquarters, further important stages in the process of review remain to be completed. As the Secretary-General observed in his report to the eighth session of the General Assembly (A/2554, paragraphs 10 and 11), "a streamlining of the Secretariat leading to substantial economies is not possible without a review of its substantive tasks, and . . . no such economies are possible without the development of a wider degree of flexibility in the use of staff both within and among the various organizational units. In both cases the changes envisaged require time. In the first case, a careful examination must be made of the circumstances under which the various tasks have become responsibilities of the United Nations and of the Secretariat, to what extent the need for special programmes may have changed and how new approaches to various operations might best be undertaken. In certain situations no effective action will be possible without submitting the question to the General Assembly or the other organs responsible for the original decisions. With respect to flexibility, it is obvious that an improvement in administrative techniques must be the result of continuing efforts over a period of time and

cannot be achieved simply by decree". The Secretary-General has accordingly submitted to the Economic and Social Council a note (E/2598) concerning the work of the Secretariat in the economic and social fields. The recommendations of the Council will undoubtedly have a direct bearing on the estimates for 1956, if not on those for the coming year.

12. As regards the timing of the plan of reorganization, the Secretary-General observes in paragraph 7 of his Foreword to the budget estimates that "an important aspect of the plan is the speed at which it can be implemented. While the structural changes envisaged can be made without delay—and consequently have been used as the basis for the 1955 budget estimates—the question of how the staff reductions envisaged should be brought about is of the utmost importance from the standpoint of an appropriate personnel policy". The Secretary-General goes on in paragraph 8 to say:

"In line with my statement at the eighth session of the General Assembly to the effect that the abolition of posts involved in the process of re-organization and review need not affect the existing staff to any important extent, I have informed the staff at Headquarters that, as far as the overwhelming majority is concerned—and this applies especially to members below the senior level—the necessary adjustments should be attainable through the normal turnover of staff, that is to say, the reorganization should normally not lead to any separations which would not result from other reasons, such as age, unsatisfactory service, etc."

13. The budget estimates for 1955 are accordingly only an interim statement of anticipated expenditure based on the staff expected to be in post during 1955. In the course of that year structural changes already decided upon are to be tested, further changes may be adopted as a result of decisions of the General Assembly and other organs, and the process of review will go forward at the branch offices.

14. In so far as the Headquarters establishment is concerned, the Secretary-General has proposed, as a first step, the abolition of 160 posts which are at present vacant or expected to fall vacant during 1954, and to

COMPARISON OF ESTABLISHED POSTS AT HEADQUARTERS,

	Offices of the Secretary-General		Office of Under-Secretaries without portfolio		Department of Political and Security Council Affairs		Secretariat of Military Staff Committee		Department of Economic and Social Affairs	
	1954	1955	1954	1955	1954	1955	1954	1955	1954	1955
I. Assistant Secretary-General.	2	—	—	—	1	—	—	—	2	—
Under-Secretary ^a	—	4	—	2	—	1	—	—	—	3
Principal Director.....	4	—	—	—	1	—	—	—	3	—
Director.....	5	7	—	—	2	2	—	—	7	6
Principal Officer.....	9	9	—	—	5	5	—	—	10	11
TOTAL I	20	20	—	2	9	8	—	—	22	20
II. Professional										
Senior Officer.....	17	14	—	1	10	9	—	—	49	48
First Officer.....	33	33	—	1	9	8	1	1	72	68
Second Officer.....	34	32	—	—	13	12	9	7	65	63
Associate Officer.....	27	25	—	—	6	6	—	—	56	52
Assistant Officer.....	6	7	—	—	10	7	—	—	55	46
TOTAL II	117	111	—	2	48	42	10	8	297	277
TOTAL I & II	137	131	—	4	57	50	10	8	319	297
III. General Service										
Principal level.....	19	18	—	—	3	3	1	1	18	18
Senior level.....	48	49	—	2	9	8	2	1	52	52
Intermediate level.....	71	64	—	1	19	16	7	5	120	107
Junior level.....	8	7	—	—	1	1	—	—	10	13
Messenger level.....	—	—	—	—	—	—	—	—	—	—
TOTAL III	146	138	—	3	32	28	10	7	200	190
GRAND TOTAL	283 ^b	269	—	7	89	78	20	15	519	487

^a Including Deputy Under-Secretaries and equivalent posts.

^b Includes three posts in the former office of the Assistant Secretary-General for Administrative and Financial Services.

which no recruitment has been or will be made. The incidence of these reductions is shown, by category, post level and department (or equivalent unit), in the appended comparative table of Headquarters posts for the years 1954 and 1955, from which it may be noted that of the 160 posts proposed for abolition, 90 are in the General Service category.

15. The Secretary-General further proposes that the adjustment for turnover of staff,⁸ which is applied to the item for established posts, should be increased at Headquarters from the normal 4 per cent to 6 per cent as a measure of the progress anticipated during 1955 in the matter of re-organization. The effect of the larger adjustment (6 per cent) is to reduce the money provision in part III of the budget by approximately \$1,200,000.

16. The following considerations have influenced the Advisory Committee in its examination of the 1955 estimates:

⁸ The term "adjustment for turnover of staff" connotes the reduction customarily made in the estimates for established posts in anticipation of the following savings: (a) on salaries, through delay in, or suspension of, recruitment to posts falling vacant; and (b) on increments, through the elimination of a part or the whole of the provision for normal salary increments in respect of such posts.

(a) While the General Assembly took note in resolution 784 (VIII) of the Secretary-General's proposals (A/2554) and recommended that the 1955 budget estimates should be prepared within the broad framework of those proposals, it refrained from giving detailed instructions regarding the review and re-organization of the Secretariat, preferring, as it appears, to await the Secretary-General's detailed report on the results of the review and his 1955 budget proposals;

(b) The Secretary-General's comprehensive report on his review of the Headquarters establishment has still to be submitted to the General Assembly;

(c) The Economic and Social Council is now studying the proposals contained in the Secretary-General's note (see paragraph 11 above) which have a direct bearing on the economic and social work of the Secretariat, and the Council's views cannot be made known to the Committee until a later date;

(d) The Secretary-General's review of overseas establishments, which will be made early in 1955, can be reflected only in the 1956 budget estimates.

17. In consequence, pending the receipt of the Secretary-General's final plans for the re-organization of the Secretariat, the Advisory Committee has directed its examination of the 1955 estimates primarily to such considerations of efficiency and economy as are de-

1954/1955: DISTRIBUTION BY CATEGORY AND POST LEVEL

<i>Department of Trusteeship and Information from Non-Self-Governing Territories</i>		<i>Department of Public Information</i>		<i>Department of Conference Services</i>		<i>Library</i>		<i>Office of General Services</i>		<i>United Nations Joint Staff Pension Board and United Nations Pension Committee</i>		<i>Head-quarters</i>		<i>1955 increase or decrease by comparison with 1954</i>
1954	1955	1954	1955	1954	1955	1954	1955	1954	1955	1954	1955	1954	1955	
1	—	1	—	1	—	—	—	—	—	—	—	8	—	-4
—	1	—	2	—	1	—	—	—	1	—	—	—	15	
1	—	1	—	—	—	—	—	1	—	—	—	11	—	
1	2	2	2	1	1	1	1	1	1	—	—	20	22	+2
2	2	6	5	3	3	—	—	3	3	1	1	39	39	—
5	5	10	9	5	5	1	1	5	5	1	1	78	76	-2
13	13	18	18	10	11	2	2	2	3	—	—	121	119	-2
21	19	47	41	116	115	5	5	10	10	1	1	315	302	-13
12	12	45	41	280	274	4	4	17	20	—	—	479	465	-14
19	15	26	25	39	36	15	14	18	12	1	1	207	186	-21
7	5	9	8	5	5	10	9	5	2	—	—	107	89	-18
72	64	145	133	450	441	36	34	52	47	2	2	1,229	1,161	-68
77	69	155	142	455	446	37	35	57	52	3	3	1,307	1,237	-70
4	3	16	16	48	48	1	2	24	30	—	1	134	140	+6
5	5	34	32	108	106	11	10	76	73	1	1	346	339	-7
23	22	73	72	264	247	20	23	147	198	3	3	747	758	+11
5	5	10	10	71	60	16	15	178	92	—	—	299	203	-96
—	—	—	—	—	—	—	—	39	35	—	—	39	35	-4
37	35	133	130	491	461	48	50	464	428	4	5	1,565	1,475	-90
114	104	288	272	946	907	85	85	521	480	7	8	2,872 ^b	2,712	-160

veloped, directly or otherwise, in the preliminary submission contained in the budget document. It is therefore on a restricted basis that comment is offered in the present report. The Committee proposes, however, to hold a further session immediately before the opening of the ninth session of the General Assembly in order to study the additional material which will then be available.

18. The main organizational changes proposed by the Secretary-General in his report to the General Assembly (A/2554) were the merger of the Departments of Economic Affairs and Social Affairs; the division of Conference and General Services into two separate units—a Department of Conference Services and an Office of General Services; the elimination of Administrative and Financial Services as a separate department and the transfer of the Bureaus of Finance and Personnel to the immediate personal control of the Secretary-General, as well as a similar treatment of the Legal Department; and, finally, the possible addition of one or two Offices of Under-Secretaries without portfolio. All these changes, as well as the continued separation of UNTAA from the unified Department of Economic and Social Affairs were foreshadowed in the Secretary-General's report and considered at the time by the Fifth Committee, at its 427th to 429th meetings. They do not call

for special comment in the present report, which, however, contains under the relevant budget sections (chapter II) observations on the re-arrangement of units within departments which has accompanied the major structural alteration.

19. As already indicated, the Secretary-General's budget proposals for the Headquarters establishment reflect these changes and the consequential reduction in posts which he believes to be possible, consistently with his personnel policy, during 1955. In addition to posts proposed for abolition as from 1 January 1955, the increased adjustment for turnover of staff (referred to in paragraph 15 above) represents his estimate of the further savings on established posts that may reasonably be expected during that year. But the ultimate savings to result from his plan of re-organization are not at this stage known, although the Committee understands that they will certainly be more extensive than those already proposed, particularly as regards established posts.

20. The Advisory Committee recalls in this connexion the growing concern which the Members of the United Nations have manifested in recent years that the budget of the Organization should reflect a degree of stabilization commensurate with eight years of experience. It needs no long and detailed reasoning to establish that there is an optimum size for the Secretariat con-

sistent with the efficient performance of work and with the goal of budgetary and administrative stability. The Committee trusts that the Secretary-General's complete plan of re-organization, when submitted to the General Assembly at its ninth session, will reflect his considered view of this optimum level and indicate the date by which it can be attained.

WORK OF THE SECRETARIAT

21. The Secretary-General's proposals for the organization of the Secretariat (A/2554) are aimed, among other things, at developing a high degree of flexibility in the use of staff, both within and between the organizational units, so that the Secretariat may adapt itself promptly and efficiently to changing needs. The Advisory Committee is pleased to note the continuing progress which the Secretariat has been making during the past year towards the attainment of this objective.

EMOLUMENTS OF UNDER-SECRETARIES AND DIRECTORS

22. The Secretary-General intends to propose to the General Assembly, in a special report, amendments to annex I, paragraphs 1, 2 and 3, of the Staff Regulations, to provide for an altered scale of salaries and allowances for Under-Secretaries (or officials of equivalent rank) and for Directors. The salary range proposed in the budget document is \$17,000 to \$23,000 for Under-Secretaries (as compared with the existing single salary rate of \$23,000 for Assistant Secretaries-General and the rate of \$17,000 to \$18,000 for Principal Directors) and \$15,000 to \$18,600 for Directors (as compared with the existing scale of \$15,000 to \$17,400).

23. As regards the allowances, these are proposed in

the estimates at figures varying from \$3,000 to \$7,000 in the case of Under-Secretaries and officials of comparable rank. Under the existing regulations, an Assistant Secretary-General receives an allowance varying from \$7,000 to \$10,000, at the Secretary-General's discretion, the allowance being deemed to include all representation (including hospitality) and special allowances, such as education and children's allowances, while a Principal Director receives a representation allowance varying, at the Secretary-General's discretion, from \$1,000 to \$3,500 and carrying with it eligibility for education and children's allowances. The Secretary-General is also authorized in "special cases" to grant to Directors a representation allowance not exceeding \$1,500. The proposed new allowance for Under-Secretaries would be similar in nature, though not in scale of payments, to the allowance now paid to Assistant Secretaries-General.

24. The pattern of emoluments which the Secretary-General proposes for the Under-Secretaries differs from that outlined in his original report (A/2554, paragraph 23), in which it was suggested that the base salary scale for Under-Secretaries should be that at present fixed for Principal Directors, with an adjustment, where appropriate, by means of a special allowance. The Advisory Committee recommended at the time that necessary variations should be effected through a gradation of salary rates according to the responsibilities of individual posts (A/2606, paragraph 8). The Secretary-General's present proposal is a combination of both methods, providing for a range both of salaries and allowances and reflecting the variance of views on this matter that occurred in the Fifth Committee at its 427th and 428th meetings.

25. The position is illustrated in the following table:

Salary Scale

<i>Post level</i>	<i>Existing (General Assembly resolution 470(V)) \$</i>	<i>Proposed by the Secretary-General in December 1953 (A/2554) \$</i>	<i>Proposed by the Secretary-General in 1955 estimates \$</i>
Under-Secretary	—	{ 17,000–18,000	{ 17,000 to 23,000
Assistant Secretary-General	23,000		
Principal Director	17,000–18,000		
Director	15,000–17,400	—	15,000–18,600

Allowances

<i>Post level</i>	<i>Existing (General Assembly resolution 470(V)) \$</i>	<i>Proposed by the Secretary-General in December 1953 (A/2554) \$</i>	<i>Proposed by the Secretary-General in 1955 estimates \$</i>
Under-Secretary	—	{ Variable rate according to responsibilities (Not indicated in A/2554)	{ 3,000–7,000 ^a 0–1,200 ^a
Assistant Secretary-General	7,000–10,000		
Principal Director	1,000–3,500		
Director	0–1,500		

^a The Secretary-General will submit to the General Assembly a special report proposing an amendment to the Staff Regulations concerning salaries and allowances of Under-Secretaries and Directors. As regards salaries, the budget document includes a

reference to the figures to be proposed. The allowances listed above are, however, those actually shown in the manning-tables and the range is not necessarily identical with the one to be proposed by the Secretary-General in his special report.

26. The Advisory Committee wishes, before making a firm recommendation on the above matters, to await the report of the Secretary-General, which will show, in addition to the salary scales (as set forth in the budget document), the precise range of allowances proposed for Under-Secretaries and of representation allowances for Directors. The Committee merely notes at this stage that a salary at the highest rate (\$23,000) is proposed in the case of the Under-Secretaries in charge of Economic and Social Affairs, Trusteeship and Information from Non-Self-Governing Territories, Public Information, and Conference Services, and in the case of the Director-General of UNTAA. It is understood that this proposal in no sense represents a firm pattern of remuneration for future holders of the posts in question; nor does it imply an attempted assessment of the relative responsibilities attaching to the highest post in each of the various Headquarters departments.

27. At the present time both the allowance of an Assistant Secretary-General and the representation allowance of a Principal Director or a Director are granted as outright payments, no evidence of actual expenditure being required in support of the entitlement. The Committee suggests that, with the transition to the new scale for Under-Secretaries and Directors, consideration should be given to an alternative system whereunder a part, if not the whole, of these allowances would be payable only on a voucher basis. Accordingly, the amounts recommended under the various sections concerned are subject to whatever decision in the matter the General Assembly may reach and, in the event of the adoption of such an alternative system, those amounts should be entered, either in part or in full (depending on the decision), in a new appropriation section to cover the reimbursement of approved expenditure of this nature.

28. A related matter concerns the salaries of Directors, for which the Secretary-General proposes a range from \$15,000 to \$18,600 (gross), as compared with the existing range of \$15,000 to \$17,400. The Advisory Committee has some doubts as to the justification for raising this ceiling, the more so since the salary scheme at the supervisory levels outlined by the Secretary-General in December 1953 (A/2554, paragraph 23) was based in principle on a salary for Under-Secretaries identical with that at present authorized for Principal Directors, with adjustments, where necessary, to be made by means of special allowances. The Committee awaits the Secretary-General's detailed proposals and the further opportunity of examining this matter.

SALARY SCALE FOR PROFESSIONAL STAFF

29. In his Foreword to the budget estimates the Secretary-General states in paragraph 24 that he is considering the question of a comprehensive review of the salary scale for professional staff, including the question of differentials applied at branch offices. Such a review, to be entrusted to an expert committee appointed after consultation with the executive heads of the specialized agencies, would take place at an early date, so as to enable the Secretary-General to report upon the matter at the tenth session (1955) of the General Assembly. The suggested review of the system of differentials, to which further reference is made in paragraph 193 below, is in accord with an earlier

recommendation of the Advisory Committee.⁹ The Committee is not, however, equally satisfied of the necessity for a re-examination of the salary scale for professional staff. There are two reasons for this position: (a) in its report¹⁰ on the salary scheme proposed in 1949 by the Committee of Experts, the Advisory Committee expressed the view, to which it still adheres, that "on any basis of comparison, the scheme, as modified [by the Advisory Committee] provides conditions of employment which are more favourable than those existing in any established civil service;" and (b) since the adoption in 1950 of the present salary scheme (virtually as recommended by the Advisory Committee), a cost-of-living adjustment of 7½ per cent gross (subject to a maximum of \$750 gross) has been granted at Headquarters, at the European Office the minus differential of 5 per cent has been eliminated, and at other branch offices similar adjustments designed to meet rising costs have been approved as necessary.

30. In view, however, of the Secretary-General's statement that he sees a distinct advantage in the appointment of a review committee, the Advisory Committee wishes at the present stage to reserve its judgment in the matter, pending the submission of the data on which the Secretary-General has based his suggestions.

UPGRADING OF ESTABLISHED POSTS

31. In many sections of the budget the Advisory Committee has taken note of proposals for the upgrading (re-classification) of established posts. It finds the weight of justification to vary widely in the several cases, and the aggregate number to be somewhat high in the ninth year of the Organization's life, particularly if account be taken of the liberal policy followed in the matter of within-grade promotions. The trend is illustrated in the appended analysis of proposed upgradings, by office and category of posts.

32. The Committee accordingly recommends a global reduction of \$3,000, this amount to be applied, at the Secretary-General's discretion, to certain of the proposed upgradings. A new appropriation section (section 34) will, in the event of the adoption of this recommendation, be required to provide for the global reduction in question.

Analysis of upgradings shown in the 1955 manning tables

	Professional	General Service	Total
Headquarters departments.....	8	3	11
European Office.....	3	1	4
Economic Commission for Latin America.....	—	5*	8
International Court of Justice....	1	1	2
		TOTAL	25

* These five posts are proposed for upgrading from the General Service to the Professional category.

TEMPORARY ASSISTANCE AND CONSULTANTS

33. Since the beginning of 1954, funds for temporary assistance and consultants have been administered centrally by the Bureau of Finance. In addition, as an extension of this process of centralization, the 1955 esti-

⁹ See *Official Records of the General Assembly, Eighth Session, Supplement No. 7, document A/2403, paragraph 209.*

¹⁰ *Ibid., Fifth Session, document A/1313, paragraph 21.*

mates under these heads are submitted in a single appropriation section (section 13) covering the entire Headquarters establishment.

34. These are excellent arrangements. The Advisory Committee is also interested to note that general criteria are being developed for the guidance of departments when contemplating the engagement of temporary staff or consultants, and that these criteria will take full account of the desirability of achieving the widest possible interchange of staff both within and between departments, a consideration to which both the Secretary-General and the Advisory Committee have given much attention.

TRAVEL OF STAFF

35. For 1955, the Secretary-General presents in a single appropriation section (section 14, Travel of staff) all items of Headquarters staff travel that fall in the following categories:

- (a) Travel on appointment, transfer and separation;
- (b) Travel on home leave;
- (c) Travel on official business.

Items (a) and (b) were previously entered under "Common staff costs", item (c) under "Common services". A consolidated presentation is helpful in giving a complete picture of staff travel (within the categories specified) to be undertaken during the year. Conference travel is appropriately excluded from this section, so that each conference budget (in which the item for travel of staff represents a substantial proportion of the total costs) may reflect the full implication of a decision to meet away from the headquarters of the body concerned. Travel in connexion with special missions (section 5) is likewise excluded.

CONTRACTUAL TRAVEL ARRANGEMENTS

36. In the course of a discussion held in the Fifth Committee¹¹ during October 1953 on section 15 (Conference and General Services) of the 1954 estimates, a number of delegations raised the question whether the system of contractual arrangement, which the General Assembly had adopted in December 1952 as an experimental measure dictated by budgetary considerations, represented the most efficient and economical method of meeting the travel requirements of the Organization. The Secretary-General and the Advisory Committee were requested to review the situation and to report upon it to the General Assembly at its ninth session.

37. The specific points raised in the Fifth Committee were:

- (a) Whether the new arrangement had produced:
 - (i) An economy in staffing;
 - (ii) An increase in the number of currencies used for travel purposes;
 - (iii) Any increase in costs, with particular reference to the standard of travel accommodations, the types of transport used and the routing of journeys;
 - (iv) Any variation in the quality of the personal service rendered to travellers.

(b) Depending on the replies to the above points, whether it would be advisable either to revert to the previous arrangement or to seek an alternative.

38. These matters have been considered by the Advisory Committee on the basis of submissions, both

oral and written, of the Secretary-General or his representatives.

39. On point (a) (i) above, the reduction by comparison with 1952 in staff costs and incidental items amounts approximately to \$82,000 gross (\$72,000 net), distributed as follows:

	Number of posts abolished	Gross salaries and common staff costs \$	Telephones, stationery supplies, etc. \$	Total \$
Headquarters.....	8	55,300	960	56,260
London.....	3	12,500	300	12,800
Geneva.....	2	8,400	200	8,600
Paris (reimbursed to UNESCO).....	—	—	—	4,500
TOTAL	13	\$76,200	\$1,460	\$82,160

In addition, as from February 1954, when the contract was renewed, long-distance telephone calls and certain cable items are charged to the travel agency. This will result in a further saving to the United Nations, estimated at about \$2,500 annually.

40. As regards point (a) (ii), the travel agency, having a world-wide network of offices, is in a position to make bookings in a large number of countries and in a variety of currencies. Thus, during an eight-month period in 1953, some 22 per cent of total reservations on behalf of the United Nations was made in "soft" currencies, while for 1954 as a whole a proportion of 40 per cent is anticipated. This is a factor of importance in any comparison of advantages offered by one or other system.

41. The question whether or not the new contractual arrangement has resulted in higher travel costs (point (a) (iii)) presents great difficulty. For a valid comparison of experience under the two systems, it would be necessary to attempt an appraisal of the conditions under which actual bookings were made respectively by the United Nations and by the travel agency, and to take account of the volume of general demands and prevailing passenger rates at the relevant dates. Such an appraisal would call for a detailed analysis and, at best, would be no more than approximate. It should moreover be noted that the United Nations continues to exercise a large measure of control. Every travel request presented to the travel agency must carry the prior endorsement of the Control and Records Section (formerly Purchase and Transportation Service) in the Office of General Services, together with an indication of type of travel, approved routing, maximum cost and standard of accommodation, and, where appropriate, name of carrier. No deviation from these instructions is permitted without specific authority. In addition, the Office of the Controller (formerly Bureau of Finance) receives a copy of every sales receipt for checking against the travel authorization. This system of financial control appears adequate, the margin for unnecessary expenditure being limited by the narrow range of costs authorized for a given journey.

42. As regards the quality of the personal service (point (a) (iv)), a distinction should be made between Headquarters, New York, and the European Office at Geneva, on the one hand, and the remaining United Nations offices, on the other. The reason is that in the former offices it is possible, with only a small addition to costs, to assign United Nations staff to the various arrangements covered by the term "personal service":

¹¹ See *Official Records of the General Assembly, Eighth Session, Fifth Committee*, 388th and 389th meetings.

these comprise requests for visas, customs clearance, reception at seaports or airports, hotel reservations, etc. A part of this service (visa requests, hotel reservations) is in any case excluded from the agreement with the agency and has continued as a responsibility of the Office of General Services.

43. At offices other than Headquarters and Geneva, the cost of such a supplementary service would be excessive. There remain finally a large number of geographical points covered by the agency's network at which a United Nations office does not exist.

44. The Advisory Committee has reached the conclusion that the existing contractual arrangement:

(a) Appears in general to be adequate and satisfactory;

(b) Offers an important advantage in respect of the more extensive use of "soft" currencies;

(c) Should be continued for at least a further year, greater experience being needed before a final judgment on its efficacy can be attempted.

WORKING CAPITAL FUND

45. In his Foreword to the budget estimates the Secretary-General states in paragraph 37 that the improvement noted during 1953 in respect of the payment of contributions has so far been maintained, and that he is hopeful that this trend will continue so that the pressure on the cash position of the United Nations, which has occurred at times in the past, may be alleviated. It is again proposed that the Working Capital Fund should be maintained during 1955 at the amount of \$21,500,000. In this proposal the Advisory Committee concurs, considering it prudent to defer until next year the question of a possible distribution to Members of the sum of \$1,500,000 transferred in previous years to the Fund from surplus account.

46. The Committee is also in agreement with the Secretary-General's proposal that any commitments for unforeseen and extraordinary expenses should be governed, as in the past, by a separate resolution (budget estimates draft resolution B).

47. The texts of draft resolutions to give effect to

these recommendations are accordingly submitted in appendices II and III to the present chapter. They differ from those proposed by the Secretary-General in two particulars:

(a) Appendix II (draft resolution relating to unforeseen and extraordinary expenses)

In view of the observations on the funding of pensions of members of the International Court of Justice which are offered in paragraphs 240 to 243 below, the Advisory Committee recommends the insertion in the draft resolution of a new sub-paragraph (vi) in paragraph (b) reading as follows:

"(vi) By the payment, as necessary, to judges of any pensions not awarded prior to 15 July 1954."

[The last two lines of paragraph (b) to be amended to read:

"and not exceeding \$24,000, \$25,000, \$40,000, \$75,000, \$4,000 and \$26,000 respectively under each of the above six headings".]

(b) Appendix III (draft resolution relating to the Working Capital Fund)

Loans outstanding to preparatory commissions of specialized agencies are insignificant in amount and since it is improbable that any request for a considerable loan under the terms of paragraph 4(d) will be received during 1955, the Advisory Committee recommends that the figures therein mentioned of \$3,000,000 (aggregate balance) and \$1,000,000 (balance in respect of any one agency) should be reduced to \$1,500,000 and \$500,000 respectively.

SUMMARY OF REDUCTIONS RECOMMENDED BY THE ADVISORY COMMITTEE

48. The following table shows, in respect of each part and section of the 1955 budget estimates, the appropriations which the Advisory Committee recommends, as compared with the amounts proposed by the Secretary-General. A draft resolution to give effect to the Committee's recommendations is attached as appendix I to the present chapter.

COMPARATIVE TABLE OF APPROPRIATIONS AS PROPOSED BY THE SECRETARY-GENERAL
AND RECOMMENDED BY THE ADVISORY COMMITTEE

	Secretary-General's budget estimates for 1955 \$	Advisory Committee's recommendations \$	Decrease \$
A. UNITED NATIONS			
PART I. Sessions of the General Assembly, the Councils, Commissions and Committees			
<i>Section</i>			
1. The General Assembly, Commissions and Committees.....	373,000	373,000	—
2. The Security Council, Commissions and Committees.....	—	—	—
3. The Economic and Social Council, Commissions and Committees..	159,500	150,000	—9,500
3a. Permanent Central Opium Board and Drug Supervisory Body..	24,300	22,400	—1,900
3b. Regional Economic Commissions.....	109,700	101,700	—8,000
4. The Trusteeship Council, Commissions and Committees.....	50,000	50,000	—
	716,500	697,100	—19,400

COMPARATIVE TABLE OF APPROPRIATIONS AS PROPOSED BY THE SECRETARY-GENERAL
AND RECOMMENDED BY THE ADVISORY COMMITTEE (*continued*)

	Secretary-General's budget estimates for 1955 \$	Advisory Committee's recommendations \$	Decrease \$
A. UNITED NATIONS (<i>continued</i>)			
PART II. <i>Special missions and related activities</i>			
<i>Section</i>			
5. Special missions and related activities.....	1,900,000	1,900,000	—
5a. United Nations Field Service.....	484,000	484,000	—
	2,384,000	2,384,000	—
PART III. <i>Headquarters, New York</i>			
<i>Section</i>			
6. Offices of the Secretary-General.....	2,117,900	2,117,900	—
6a. Office of Under-Secretaries without portfolio.....	85,000	85,000	—
7. Department of Political and Security Council Affairs.....	657,300	657,300	—
7a. Secretariat of the Military Staff Committee.....	109,200	109,200	—
8. Department of Economic and Social Affairs.....	3,717,000	3,717,000	—
9. Department of Trusteeship and Information from Non-Self-Governing Territories.....	867,700	867,700	—
10. Department of Public Information.....	2,562,500	2,542,500	—20,000
11. Department of Conference Services.....	6,168,300	6,168,300	—
11a. Library.....	489,000	475,000	—14,000
12. Office of General Services.....	2,976,000	2,976,000	—
13. Temporary assistance and consultants.....	510,000	510,000	—
14. Travel of staff.....	1,000,000	980,000	—20,000
15. Common staff costs.....	3,392,400	3,385,000	—7,400
16. Common services.....	3,660,000	3,625,000	—35,000
17. Permanent equipment.....	191,600	170,100	—21,500
	28,503,900	28,386,000	—117,900
PART IV. <i>European Office of the United Nations</i>			
<i>Section</i>			
18. European Office of the United Nations (excluding direct costs, chapter III, Joint secretariat of the Permanent Central Opium Board and Drug Supervisory Body).....	4,656,500	4,682,100	—39,900
Chapter III, Joint secretariat of the Permanent Central Opium Board and Drug Supervisory Body.....	65,500		
19. Office of the United Nations High Commissioner for Refugees...	697,000	685,000	—12,000
	5,419,000	5,367,100	—51,900
PART V. <i>Information Centres</i>			
<i>Section</i>			
20. Information Centres (other than the information services, European Office of the United Nations).....	905,100	905,100	—
PART VI. <i>Secretariats of the Regional Economic Commissions (other than the Economic Commission for Europe)</i>			
<i>Section</i>			
21. Secretariat of the Economic Commission for Asia and the Far East.....	1,152,300	1,137,300	—15,000
22. Secretariat of the Economic Commission for Latin America....	970,200	960,000	—10,200
	2,122,500	2,097,300	—25,200

COMPARATIVE TABLE OF APPROPRIATIONS AS PROPOSED BY THE SECRETARY-GENERAL
AND RECOMMENDED BY THE ADVISORY COMMITTEE (*continued*)

	Secretary-General's budget estimates for 1955 \$	Advisory Committee's recommendations \$	Decrease \$
A. UNITED NATIONS (<i>continued</i>)			
PART VII. <i>Hospitality</i>			
<i>Section</i>			
23. Hospitality.....	20,000	20,000	—
PART VIII. <i>Contractual printing</i>			
<i>Section</i>			
24. Official Records (excluding chapter V, Permanent Central Opium Board and Drug Supervisory Body).....	692,810	700,000	—4,000
Chapter V, Permanent Central Opium Board and Drug Supervisory Body.....	11,190		
25. Publications.....	735,000	700,000	—35,000
	1,439,000	1,400,000	—39,000
PART IX. <i>Technical programmes</i>			
<i>Section</i>			
26. Technical Assistance Administration.....	386,700	386,700	—
27. Economic development.....	479,400	479,400	—
28. Social activities.....	768,500	768,500	—
29. Public administration.....	145,000	145,000	—
	1,779,600	1,779,600	—
PART X. <i>Special expenses</i>			
<i>Section</i>			
30. Transfer of the assets of the League of Nations to the United Nations.....	649,500	649,500	—
31. Amortization of the Headquarters construction loan.....	2,000,000	2,000,000	—
	2,649,500	2,649,500	—
PART XI. <i>Joint Staff Pension Board and United Nations Staff Pension Committee</i>			
<i>Section</i>			
32. Joint Staff Pension Board and United Nations Staff Pension Committee.....	117,600	117,600	—
PART XII. <i>The International Court of Justice</i>			
<i>Section</i>			
33. The International Court of Justice.....	764,600	600,450	—164,150
<i>Supplementary provision</i>			
<i>Section</i>			
34. Global reduction in respect of upgradings of established posts...	—	(—3,000)	—3,000
Recapitulation:			
Secretary-General's estimates.....			\$46,821,300
Advisory Committee's recommendations.....			\$46,400,750
Total reduction recommended by the Advisory Committee.....			\$ 420,550

APPENDIX I

Draft appropriation resolution for the financial year 1955 (submitted by the Advisory Committee)*The General Assembly**Resolves that for the financial year 1955:*

1. Appropriations totalling \$US46,400,750 are hereby voted for the following purposes:

A. UNITED NATIONS

PART I. Sessions of the General Assembly, the Councils, Commissions and Committees*Amount in US dollars**Section*

1. The General Assembly, Commissions and Committees		373,000	
2. The Security Council, Commissions and Committees			
3. The Economic and Social Council, Commissions and Committees	150,000		
3a. Permanent Central Opium Board and Drug Supervisory Body	22,400		
3b. Regional Economic Commissions	101,700	274,100	
4. The Trusteeship Council, Commissions and Committees		50,000	
TOTAL, PART I			697,100

PART II. Special Missions and Related Activities*Section*

5. Special Missions and Related Activities	1,900,000		
5a. United Nations Field Service	484,000		
TOTAL, PART II			2,384,000

PART III. Headquarters, New York*Section*

6. Offices of the Secretary-General		2,117,900	
6a. Office of Under-Secretaries without portfolio		85,000	
7. Department of Political and Security Council Affairs		657,300	
7a. Secretariat of the Military Staff Committee		109,200	
8. Department of Economic and Social Affairs		3,717,000	
9. Department of Trusteeship and Information from Non-Self-Governing Territories		867,700	
10. Department of Public Information		2,542,500	
11. Department of Conference Services		6,168,300	
11a. Library		475,000	
12. Office of General Services		2,976,000	
13. Temporary Assistance and Consultants		510,000	
14. Travel of Staff		980,000	
15. Common Staff Costs		3,385,000	
16. Common Services		3,625,000	
17. Permanent equipment		170,100	
TOTAL, PART III			28,386,000

PART IV. European Office of the United Nations*Section*

18. European Office of the United Nations (excluding direct costs, chapter III, Joint secretariat of the Permanent Central Opium Board and Drug Supervisory Body)	4,627,600		
Chapter III, Joint secretariat of the Permanent Central Opium Board and Drug Supervisory Body	54,500	4,682,100	
19. Office of the United Nations High Commissioner for Refugees		685,000	
TOTAL, PART IV			5,367,100

*Carried forward***36,834,200**

A. UNITED NATIONS (*continued*)

Amount in US dollars

Brought forward

36,834,200

PART V. *Information centres*

Section

20. Information Centres (other than the information services, European Office of the United Nations).....

905,100

TOTAL, PART V

905,100

PART VI. *Secretariats of the regional economic commissions (other than the Economic Commission for Europe)*

Section

21. Secretariat of the Economic Commission for Asia and the Far East.....
22. Secretariat of the Economic Commission for Latin America....

1,137,300

960,000

TOTAL, PART VI

2,097,300

PART VII. *Hospitality*

Section

23. Hospitality.....

20,000

TOTAL, PART VII

20,000

PART VIII. *Contractual printing*

Section

24. Official Records (excluding chapter V, Permanent Central Opium Board and Drug Supervisory Body).....
- Chapter V, Permanent Central Opium Board and Drug Supervisory Body.....
25. Publications.....

700,000

700,000

TOTAL, PART VIII

1,400,000

PART IX. *Technical programmes*

Section

26. Technical Assistance Administration.....
27. Economic development.....
28. Social activities.....
29. Public administration.....

386,700

479,400

768,500

145,000

TOTAL, PART IX

1,779,600

PART X. *Special expenses*

Section

30. Transfer of the assets of the League of Nations to the United Nations.....
31. Amortization of the Headquarters construction loan.....

649,500

2,000,000

TOTAL, PART X

2,649,500

PART XI. *Joint Staff Pension Board and United Nations Staff Pension Committee*

Section

32. Joint Staff Pension Board and United Nations Staff Pension Committee.....

117,600

TOTAL, PART XI

117,600

PART XII. *The International Court of Justice*

Section

33. The International Court of Justice.....

600,450

TOTAL, PART XII

600,450

Supplementary provision

Section

34. Global reduction in respect of upgradings of established posts...

-(3,000)

GRAND TOTAL

\$46,400,750

2. The appropriations voted by paragraph 1 shall be financed by contributions from Members after adjustment as provided by the Financial Regulations, subject to the provision of paragraph 1 of the resolution relating to the Working Capital Fund. For this purpose, miscellaneous income for the financial year 1955 is estimated at \$US 6,783,100.

3. The Secretary-General is authorized:

(i) To administer as a unit the following appropriations:

(a) Provisions under section 3a; section 18, chapter III; and section 24, chapter V;

(b) Provisions under section 10; section 18, chapter II; section 20; and in respect of section 25 for items relating to public information;

(ii) With the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions, to transfer credits between sections of the budget.

4. In addition to the appropriations voted by paragraph 1, an amount of \$US 13,000 is hereby appropriated for the purchase of books, periodicals, maps and library equipment, from the income of the Library Endowment Fund, in accordance with the objects and provisions of the endowment.

APPENDIX II

Draft resolution relating to unforeseen and extraordinary expenses (submitted by the Advisory Committee)

The General Assembly

Resolves that, for the financial year 1955,

The Secretary-General, with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions and subject to the Financial Regulations of the United Nations, is authorized to enter into commitments to meet unforeseen and extraordinary expenses; provided that the concurrence of the Advisory Committee shall not be necessary for:

(a) Such commitments not exceeding a total of \$US 2,000,000 if the Secretary-General certifies that they relate to the maintenance of peace and security or to urgent economic rehabilitation;

(b) Such commitments duly certified by the President of the International Court of Justice, relating to expenses occasioned:

(i) By the designation of *ad hoc* judges (Statute, Article 31);

(ii) By the appointment of assessors (Statute, Article 30), or by the calling of witnesses and the appointment of experts (Statute, Article 50);

(iii) By the maintenance in office of judges who have not been re-elected (Statute, Article 13, paragraph 3);

(iv) By the holding of sessions of the Court away from The Hague (Statute, Article 22);

(v) By the payment of travel and removal expenses of judges not re-elected, and travel and removal expenses of new members of the Court;

(vi) By the payment, as necessary, to judges of pensions not awarded prior to 15 July 1954,

and not exceeding \$24,000, \$25,000, \$40,000, \$75,000, \$4,000 and \$26,000 respectively under each of the above six headings.

(c) Such commitments not exceeding a total of \$18,000 as may be required in the event of the coming into force during 1955 of the Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in, and Use of Opium.

The Secretary-General shall report to the Advisory Committee and to the General Assembly, at its next regular session, all commitments made under the provisions of the present resolution, together with the circumstances relating thereto, and shall submit supplementary estimates to the General Assembly in respect of such commitments.

APPENDIX III

Draft resolution relating to the Working Capital Fund (submitted by the Advisory Committee)

The General Assembly

Resolves that:

1. The Working Capital Fund shall be maintained to 31 December 1955 at the amount of \$US 21,500,000, to be derived:

(a) As to \$20,000,000 from cash advances by Members in accordance with the provisions of paragraphs 2 and 3 of the present resolution;

(b) As to \$1,500,000 by previously made transfers from surplus account as follows:

(i) \$1,239,203, being the balance of surplus account as at 31 December 1950 not already applied against Members' assessments for 1951, in accordance with General Assembly resolution 585 A (VI);

(ii) \$260,797, as part of the balance of surplus account as at 31 December 1951 not already applied against Members' assessments for 1952, in accordance with General Assembly resolution 676 (VII);

2. Members shall make cash advances to the Working Capital Fund as required under paragraph 1 (a) above in accordance with the scale adopted by the General Assembly for contributions of Members to the tenth annual budget;

3. There shall be set off against this new allocation of advances the amounts paid by Members to the Working Capital Fund for the financial year 1954, under General Assembly resolution 788 (VIII) of 9 December 1953, provided that, should such advance paid by any Member to the Working Capital Fund for the finan-

cial year 1954 exceed the amount of that Member's advance under the provision of paragraph 2 hereof, the excess shall be set off against the amount of contributions payable by that Member in respect of the tenth annual budget, or any previous budget;

4. The Secretary-General is authorized to advance from the Working Capital Fund:

(a) Such sums as may be necessary to finance budgetary appropriations pending receipt of contributions; sums so advanced shall be reimbursed as soon as receipts from contributions are available for the purpose;

(b) Such sums as may be necessary to finance commitments which may be duly authorized under the provisions of the resolution relating to unforeseen and extraordinary expenses. The Secretary-General shall make provision in the budget estimates for reimbursing the Working Capital Fund;

(c) Such sums as, together with net sums outstanding for the same purposes, do not exceed \$125,000, to continue the revolving fund to finance miscellaneous self-liquidating purchases and activities. Advances in excess of the total of \$125,000 may be made with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions. The Secretary-General shall submit, with the annual accounts, an explanation of the outstanding balance of the revolving fund at the end of each year;

(d) Loans to specialized agencies and preparatory commissions of agencies to be established by inter-governmental agreement under the auspices of the United Nations to finance their work, pending receipt by the agencies concerned of sufficient contributions under their own budgets. In making such loans, which shall normally be repayable within two years, the Secretary-General shall have regard to the proposed financial resources of the agency concerned, and shall obtain the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions for any cash issues which would increase the aggregate balance outstanding (including amounts previously advanced and outstanding) at any one time to an amount in excess of \$1,500,000 and for any issue which would increase the balance outstanding (including amounts previously advanced and outstanding) in respect of any one agency to an amount in excess of \$500,000;

(e) Such sums not exceeding \$35,000 as may be required to finance payments of advance insurance premiums where the period of insurance extends beyond the end of the financial year in which payment is made. This amount may be increased with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions. The Secretary-General shall make provision in the budget estimates of each year during the life of the related policies to cover the charges applicable to each such year.

CHAPTER II

DETAILED RECOMMENDATIONS ON THE BUDGET ESTIMATES

49. Reference has been made in chapter I to the difficulties that have confronted the Advisory Committee in its review of the 1955 budget estimates because of the fact that the Secretary-General's plans for the reorganization of the Secretariat cannot at this stage be developed in final form. Therefore, the budget document of necessity constitutes a preliminary, provisional submission, and the comments of the Advisory Committee in the following paragraphs, which are related to the details of the appropriation sections, are, by the same token, offered on a restricted basis.

PART I. SESSIONS OF THE GENERAL ASSEMBLY, THE COUNCILS, COMMISSIONS AND COMMITTEES

Section 1. The General Assembly, Commissions and Committees

	\$
Estimate submitted by the Secretary-General.....	373,000
Estimate recommended by the Advisory Committee.....	373,000
1953 (actual expense).....	423,755
1954 (appropriation).....	382,750

50. The estimate of \$373,000 submitted by the Secretary-General in respect of 1955 sessions of the General Assembly and its subsidiary bodies shows little change by comparison with the 1954 appropriation, which included some \$12,000 for two items¹² not expected to arise in 1955.

51. Under chapter I, \$25,000 more is proposed for item (i)—Travel of representatives—in order to relate the provision more closely to the experience of recent years in regard to claims. As regards the item for travel and subsistence of staff required for the General Assembly session (chapter I (ii)), the Advisory Committee considers that the provision of \$7,000 might more appropriately have been included in section 14—Travel of staff. It is suggested that the item should be transferred to that section in the 1956 budget estimates.

52. The remaining chapters do not call for special comment. The Advisory Committee recommends an appropriation for section 1 of \$373,000, subject to the reservation that, should the General Assembly approve the Committee's recommendations on the system of subsistence allowances (paragraph 256 to 269 below), a consequential reduction in chapter IV (i)—Travel and subsistence of members [of the International Law Commission]—would result.

¹² *Ad hoc* Commission on Prisoners of War; special United Nations fund for economic development.

Section 3. The Economic and Social Council, Commissions and Committees

	\$
Estimate submitted by the Secretary-General.....	159,500
Estimate recommended by the Advisory Committee.....	150,000
1953 (actual expense).....	232,141
1954 (appropriation).....	164,180

53. Under section 3 of the budget, provision is made for sessions of the Economic and Social Council, its functional commissions and other subsidiary organs of the Council. The number of such sessions, which is somewhat larger than in 1954, may be affected in subsequent years by the Secretary-General's proposals for the organization and operation of the Council and its commissions (E/2598), now under consideration at the eighteenth session of the Council. The estimate submitted by the Secretary-General in respect of 1955 requirements is \$5,320 lower than the 1954 appropriation, although provision is included for the sessions of three more functional commissions. The main factor in the decrease is that, as against the \$13,200 appropriated in 1954 for the World Population Conference, only \$3,200 is requested in 1955 for the residual work of that conference.

54. The estimate for the summer session of the Economic and Social Council in 1955 covers the assignment from Headquarters of thirty-one substantive and fourteen language staff members. The Advisory Committee recognizes that, compared with the 1954 estimate, which included provision for forty-eight substantive officers, an effort has been made to reduce the staffing requests under this head. It considers, however, that it may be found possible, even by 1955, to give full effect to the Committee's recommendation of last year that substantive staff so assigned should not exceed twenty-five in number. That recommendation was based on the view that the representation of the Secretary-General should be entrusted to officials at the highest level, who are in a position, where necessary with a full briefing, to deal with questions likely to arise during a session of the Council. A reduction of \$8,500 is accordingly recommended, the larger part to be applied to chapter I, and the balance to chapter XII, which is considered in the following paragraph.

55. The estimate under chapter XII is based on the approved pattern of conferences and on the express desire of the General Assembly that preferably only one of the Council's functional commissions should meet at Geneva in each year (resolution 694 (VII) of 20 December 1952). The selection of a particular commission, which has still to be made at the current eighteenth session of the Council, may entail a revision of the estimate in question.

56. Under chapter XV, \$4,500 is requested for a Geneva session of the United Nations Congress on the Prevention of Crime and Treatment of Offenders. Related expenditure for temporary language and secretarial staff is proposed in chapter I of section 18—European Office; no printing costs will arise beyond a minor amount for the summary report, to be included in the *Official Records* of the Social Commission. It is proposed to assign five substantive staff members from Headquarters for the servicing of the Congress. In the expectation that this number can be reduced without detriment to the work of the Congress, the Advisory Committee recommends a reduction of \$1,000 in chapter XV.

57. On the remaining items of this section the Committee has no special comments to offer. An appropriation of \$150,000 is recommended, or a reduction of \$9,500 in the estimate submitted by the Secretary-General.

Analysis of reductions recommended

	\$
Chapter I.....	8,500
Chapter XII.....	
Chapter XV.....	
	1,000
TOTAL	\$9,500

Section 3a. Permanent Central Opium Board and Drug Supervisory Body

	\$
Estimate submitted by the Secretary-General	24,300
Estimate recommended by the Advisory Committee.....	22,400
1953 (actual expense).....	21,512
1954 (appropriation).....	21,400

58. It is stated in the budget document that the increase, by comparison with 1954, of \$2,900 in the estimate of \$24,300 submitted for section 3a "arises from an anticipated increase in the duration of sessions" of the Permanent Central Opium Board and the Drug Supervisory Body.

59. While recognizing that the volume of work with which these two bodies are charged has become heavier since the entry into force of the Protocol of 19 November 1948, the Advisory Committee considers that since this development has been reflected to some degree in the appropriations of recent years, an increase of \$1,000 should prove sufficient. With the contingency provision referred to in paragraph 60, the 1955 figure might reasonably be authorized at \$22,400, representing a reduction of \$1,900 in the provision proposed by the Secretary-General.

60. Should the 1953 Opium Protocol come into force, an additional session of the Central Board may be necessary at a cost provisionally estimated at \$9,700. The Secretary-General proposes, however, that any such expenditure should be financed out of the Working Capital Fund as an extraordinary commitment; the related estimate would thus fall to be reviewed by the Advisory Committee prior to an advance from that Fund.

Reduction recommended

Section 3a.....	\$1,900
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Section 3b. Regional economic commissions

	\$
Estimate submitted by the Secretary-General.....	109,700
Estimate recommended by the Advisory Committee.....	101,700
1953 (actual expense).....	91,546
1954 (appropriation).....	72,000

61. For 1955 the Secretary-General proposes an appropriation of \$109,700 for section 3b, in which provision is made for sessions of the regional economic commissions and their subsidiary bodies. The increase of \$38,000 by comparison with the 1954 figure is due principally to the fact that the biennial session of the Economic Commission for Latin America is to be held during the coming year; that fact, coupled with the choice of a meeting-place away from the headquarters of the Commission, accounts for an increase of \$54,000. The Economic Commission for Asia and the Far East, not having so far accepted a suggestion that in alternate years sessions should be held at its headquarters, will also meet away from Bangkok. The estimate of \$33,800 covers a session of the main Commission at Tokyo, as well as sessions of two of its subsidiary committees to be held at different times within a total period of five weeks.

62. Information is not available at the date of the present report as to the contribution which the host Governments will make in cash or in services towards the additional costs. It is, however, assumed in the budget document that those Governments will bear the cost of necessary local facilities. The Advisory Committee has referred to this general subject in past reports. It understands that the Secretary-General is endeavouring to apply a uniform procedure in all cases where, by invitation of Governments, sessions are to be held away from the seat of a regional commission. The Committee has similarly called attention in the past to the substantial economy that results from the practice followed by ECLA of scheduling a plenary session of the Commission in alternate years only, with a Committee of the Whole meeting during the interval.

63. The items for travel and subsistence of staff, covering both substantive and language and other personnel, are proposed at figures of \$29,000 and \$51,000 respectively for ECAFE (thirty-five staff members) and ECLA (fifty-four staff members). The Advisory Committee suggests that, as with the servicing of the Geneva session of the Economic and Social Council, a determined effort to cut down on these requirements should now be made. Meanwhile, a reduction of \$4,000 is recommended in each case (chapter I (i); chapter III (i)) and on this basis the Advisory Committee recommends an appropriation of \$101,700 for section 3b or a reduction of \$8,000 in the estimate submitted.

Section 4. The Trusteeship Council, Commissions and Committees

	\$
Estimate provisionally submitted by the Secretary-General.....	50,000
Estimate provisionally recommended by the Advisory Committee.....	50,000
1953 (actual expense).....	56,510
1954 (appropriation).....	50,000

64. No provision is requested in respect of the 1955 sessions of the Trusteeship Council (chapter I) which, in accordance with the approved conference programme, are to be held at Headquarters. An estimate of approximately \$40,000 for the printing of the *Official Records* of the Council is submitted separately in section 24, chapter IV.

65. As regards chapter II, which is related to the 1955 Visiting Mission, the Advisory Committee proposes to review the estimate of \$50,000 at its next session, in the light of whatever decision the Council may in the meanwhile reach regarding the itinerary and scope of the Mission. On this provisional basis, the Committee recommends an appropriation of \$50,000 for section 4.

PART II. SPECIAL MISSIONS AND RELATED ACTIVITIES

Section 5. Special missions and related activities

	\$
Estimate provisionally submitted by the Secretary-General.....	1,900,000
Estimate provisionally recommended by the Advisory Committee.....	1,900,000
1953 (actual expense).....	1,854,795
1954 (appropriation).....	1,950,100

66. The estimate of \$1,900,000 submitted by the Secretary-General in respect of section 5 comprises two main parts. The first, presented in chapters I and II, consists of detailed estimates respectively for the Advisory Council for Somaliland under Italian Administration and the Tribunal in Libya. In the second part (chapter III) the Secretary-General offers a tentative, global estimate of requirements for 1955 for other special missions and related activities, with a view to assisting Members in determining, if only on a provisional basis, the total of probable commitments for 1955.

67. While recognizing the value of the submission at this stage of detailed estimates for the two missions referred to above, the Advisory Committee considers it advisable, as in previous years, to defer its examination of the section as a whole until the decisions of the General Assembly and of the Security Council on the activities in question are known. It proposes therefore to consider, during the ninth session of the Assembly, the detailed estimate for each chapter of section 5.

68. On this basis, the provisional estimate of \$1,900,000 for section 5 is recommended for approval.

Section 5a. United Nations Field Service

	\$
Estimate provisionally submitted by the Secretary-General.....	484,000
Estimate provisionally recommended by the Advisory Committee.....	484,000

Budget amounts (total for section)

\$			
444,680	1954	Posts authorized.....	103
484,000	1955	Posts requested.....	115
484,000	1955	Posts recommended by the Advisory Committee.....	115

69. The expenditure estimated under this section of the budget is related to the Field Service staff assigned to United Nations missions away from Headquarters.

In view, however, of the fact that the number of such missions and the scope of their activities can be determined only after the General Assembly, at its ninth session, and the Security Council have come to decisions in the matter, the Secretary-General has submitted a tentative estimate, to be reviewed and revised as necessary in the light of those decisions.

70. The Advisory Committee concurs in the procedure proposed by the Secretary-General, and accordingly recommends a provisional appropriation of \$484,000 for section 5a.

PART III. HEADQUARTERS, NEW YORK

Section 6. Offices of the Secretary-General

					\$
Estimate submitted by the Secretary-General.....					2,117,900
Estimate recommended by the Advisory Committee.....					2,117,900 ¹³
<i>Budget amounts</i>					
<i>(departmental total)</i>					
					\$
2,183,620	1954	Posts authorized			281
2,117,900	1955	Posts requested			270
2,117,900	1955	Posts recommended by the Advisory Committee....			270

71. The estimated requirements for 1955 for section 6 are \$65,720 lower than the combined amount authorized for the several offices in 1954. Following his plan for the reorganization of the Departments of Legal Affairs and Administrative and Financial Services as outlined to the eighth session of the General Assembly, the Secretary-General has brought under his "personal direction and control" the services performed by those former departments. The estimates accordingly include provision for an Office of Legal Affairs, an Office of the Controller (formerly Bureau of Finance), an Office of Personnel (formerly Bureau of Personnel), an Internal Audit Service (formerly the Inspection Service) and a Health Service. The Field Service, formerly part of the Administrative and Financial Services, has been transferred to the Office of General Services and the Office of the Director of Co-ordination for Specialized Agencies and Economic and Social Affairs, formerly a part of the Executive Office of the Secretary-General, to the new Department of Economic and Social Affairs. With the abolition of Administrative and Financial Services, certain responsibilities under the Financial Regulations, formerly discharged by the Assistant Secretary-General, will be assumed by the Controller. The new Internal Audit Service will assume full responsibility for the internal audit of United Nations accounts and those of the Expanded Programme of Technical Assistance.

72. The staffing pattern proposed for 1955 is indicated in the following table, in which, for the purpose of comparison, the authorized level of posts for 1954 is also shown.

¹³ Subject to the observations in paragraph 27 above on the allowances or representation allowances of Under-Secretaries and other high officials.

	Number of posts in 1954				Number of posts proposed for 1955			
	Director and Principal Officer category	Professional	General Service	Total	Director and Principal Officer category	Professional	General Service	Total
Executive Office of the Secretary-General (excluding the Secretary-General) ^a	3	10	20	33	5	9	17	31
Office of Legal Affairs ^b	6	24	24	54	5	22	23	50
Office of the Controller ^c	4	44	46	94	4	44	43	91
Office of Personnel	3	28	36	67	4	25	36	65
Internal Audit Service	1	9	9	19	1	9	9	19
Health Service	1	2	10	13	1	2	10	13

^a Does not include the post of Secretary-General. The office of Director of Co-ordination for Specialized Agencies has also been excluded from the 1954 figures for correct comparison with the 1955 proposals.

^b 1954 figure includes post of Assistant Secretary-General.

^c 1954 figure does not include post of Assistant Secretary-General.

Chapter I. Executive Office of the Secretary-General

Estimate submitted by the Secretary-General	\$ 322,700
Estimate recommended by the Advisory Committee	322,700

Budget amounts (total for chapter)

\$ 330,200	1954	Posts authorized	34
322,700	1955	Posts requested	32
322,700	1955	Posts recommended by the Advisory Committee	32

73. Two new posts of Director are proposed: one "to co-ordinate and control the implementation of the United Nations publications programme at Headquarters and in overseas offices", and the other a Social Counsel, "to advise the Secretary-General on social, cultural and other factors which have a direct impact on staff morale and efficiency".

74. As regards the post of Director for the co-ordination of the publications programme, comment is offered in paragraphs 208 and 209 below both on the functions and the appropriate location of this post in relation to (a) the authority to be exercised in the name of the Secretary-General; and (b) the relationship with the Editorial Control Unit in Conference Services, as the unit charged with giving editorial guidance on material proposed for publication.

75. Where the post of Social Counsel is concerned, the Committee was informed of the importance which the Secretary-General attaches to matters of staff morale, and of his interest in the general problem that is involved. The Committee also notes that the post of Staff Counsellor will be transferred from the Office of Personnel to the Executive Office of the Secretary-General, in order to provide assistance to the Social Counsel. Although the Committee inclines to the view that the duties to be assigned to the Office of the Social Counsel are perhaps more appropriate to the Office of Personnel, it raises no objection, in the light of the Secretary-General's submission, to the establishment of a new post of Director or to its location in the Executive Office. It suggests, however, that the measure should be adopted on a purely experimental basis, and be subject to review in the light of experience.

76. The Committee recommends an appropriation for chapter I of \$322,700, the figure proposed by the Secretary-General.

Chapter II. Office of Legal Affairs

Estimate submitted by the Secretary-General	\$ 406,700
Estimate recommended by the Advisory Committee	406,700

Budget amounts (total for chapter)

\$ 468,480	1954	Posts authorized	54
406,700	1955	Posts requested	50
406,700	1955	Posts recommended by the Advisory Committee	50

77. By comparison with 1954, the establishment proposed for 1955 represents a reduction of four posts (one post of Assistant Secretary-General, two Professional and one General Service post). An appropriation is recommended for chapter II at the figure submitted by the Secretary-General, \$406,700.

Chapter III. Office of the Controller

Chapter IV. Office of Personnel

	Office of the Controller	Office of Personnel
	\$	\$
Estimates submitted by the Secretary-General	665,800	504,600
Estimates recommended by the Advisory Committee	665,800	504,600

Budget amounts (total for chapters)

Office of the Controller	Office of Personnel		Office of the Controller	Office of Personnel
\$	\$			
662,700	503,320	1954	Posts authorized	94 67
665,800	504,600	1955	Posts requested	91 65
665,800	504,600	1955	Posts recommended by the Advisory Committee	91 65

Chapter V. Internal Audit Service

		\$
Estimate submitted by the Secretary-General.....	142,900	
Estimate recommended by the Advisory Committee.....	142,900	

*Budget amounts
(total for chapter)*

\$		
141,620	1954	Posts authorized.....
142,900	1955	Posts requested.....
142,900	1955	Posts recommended by the Advisory Committee.....

Chapter VI. Health Service

		\$
Estimate submitted by the Secretary-General.....	75,200	
Estimate recommended by the Advisory Committee.....	75,200	

*Budget amounts
(total for chapter)*

\$		
77,200	1954	Posts authorized.....
75,200	1955	Posts requested.....
75,200	1955	Posts recommended by the Advisory Committee.....

78. The Committee recommends that the estimates for chapters III to VI should be approved as submitted by the Secretary-General, at the following figures:

		\$
Chapter III, Office of Controller.....	665,800	
Chapter IV, Office of Personnel.....	504,600	
Chapter V, Internal Audit Service.....	142,900	
Chapter VI, Health Service.....	75,200	

79. Subject to the observations in the foregoing paragraphs, the Advisory Committee recommends an appropriation for section 6 as a whole at the figure proposed by the Secretary-General, \$2,117,900.

Section 6a. Office of Under-Secretaries without portfolio

		\$
Estimate submitted by the Secretary-General.....	85,000	
Estimate recommended by the Advisory Committee.....	85,000 ¹⁴	

*Budget amount
(total for section)*

\$		
85,000	1955	Posts requested.....
85,000	1955	Posts recommended by the Advisory Committee.....

80. The inclusion in the 1955 estimates of an amount of \$85,000 for section 6a follows the statement made by the Secretary-General at the 427th meeting of the Fifth Committee on 8 December 1953 to the effect that he might find it necessary in the course of his review of the Secretariat to propose the appointment of "one or two Under-Secretaries without portfolio to advise him on special questions".

81. Provision is accordingly made in section 6a for two posts of Under-Secretary, together with a nucleus of five posts (two Professional and three General Service). The Secretary-General further proposes that additional staff, as necessary, should be transferred from

the departments to assist the Under-Secretaries in their special assignments.

82. If viewed from the purely administrative angle, the proposal gives rise to doubt. It is based on the premise that officials in charge of departments of the Secretariat are engaged exclusively on specific functions and cannot therefore assist the Secretary-General on particular *ad hoc* assignments in connexion, for example, with economic and social co-ordination at the highest level with specialized agencies or in connexion with political tasks. The Advisory Committee notes that the Secretariat, as re-organized, will comprise twenty-one posts¹⁵ at the level of Under-Secretary or comparable level (including the posts of Director-General and Deputy Director-General of the Technical Assistance Administration). In view also of the stated objective of a flexible Secretariat directed at the highest levels by officials of outstanding qualifications, it seems reasonable to expect that special tasks, as they arise, shall be carried out within the limits of the regular establishment, reinforced at need by consultant services.

83. Subject to this reservation, which the Advisory Committee enters solely on administrative grounds, and subject also to possible further comment on consideration of the Secretary-General's report on re-organization, the Committee raises no objection to the Secretary-General's proposal for an appropriation of \$85,000 for section 6a.

Section 7. Department of Political and Security Council Affairs

		\$
Estimate submitted by the Secretary-General.....	657,300	
Estimate recommended by the Advisory Committee.....	657,300 ¹⁶	

*Budget amounts
(departmental total)*

\$		
750,000	1954	Posts authorized.....
657,300	1955	Posts requested.....
657,300	1955	Posts recommended by the Advisory Committee.....

84. For 1955 the Secretary-General proposes an appropriation for section 7 of \$657,300, or \$92,700 less than the amount authorized for 1954. This reduction, which arises from the proposed abolition of eleven posts (seven in the Professional and four in the General Service categories), represents "an initial step in a programme of re-organization designed to concentrate the resources of the Department upon issues of a current nature".

85. The simpler structure which is also contemplated will consist of the Office of the Under-Secretary (including the Executive Office for the Department), two main divisions—Political Affairs Division and Council and Committee Services—and a Disarmament Affairs Group, the latter coming under the immediate supervision of the Under-Secretary. The Advisory Committee has been assured that in serving the Security Council and the Main Committees of the General Assembly

¹⁵ Excluding the two posts of Under-Secretary without portfolio and the post of Registrar of the International Court of Justice.

¹⁶ Subject to the observations in paragraph 27 above, on the allowances or representation allowances of Under-Secretaries and other high officials.

¹⁴ Subject to the observations in paragraph 27 above on the allowances or representation allowances of Under-Secretaries and other high officials.

the Department intends that, in keeping with the policy laid down by the Secretary-General, there shall be a flexible use of its staff without narrow reference to divisional or sectional functions.

86. These arrangements are well conceived, and the Committee awaits with interest the Secretary-General's further proposals for the re-organization of the Department. Meanwhile, an appropriation at the figure of \$657,300 submitted by the Secretary-General is recommended for approval.

Section 7a. Secretariat of the Military Staff Committee

	\$
Estimate submitted by the Secretary-General.....	109,200
Estimate recommended by the Advisory Committee.....	109,200

Budget amounts (departmental total)

	\$		
136,800	1954	Posts authorized.....	20
109,200	1955	Posts requested.....	15
109,200	1955	Posts recommended by the Advisory Committee.....	15

87. As compared with 1954, the estimated requirements for the secretariat of the Military Staff Committee are \$27,600 lower, as the result of the abolition of five posts (two in the Professional and three in the General Service categories).

88. The Advisory Committee recognizes with satisfaction the proposed substantial reduction in establishment. It feels justified nevertheless in restating its position of principle: the logical and, from the administrative standpoint, the appropriate arrangement is to assign language and other conference staff to the Department of Conference Services, which alone is charged with responsibility for servicing meetings of United Nations bodies in respect of interpretation, translation and reproduction of documents. The deviation from this principle which occurs in the case of the secretariat of the Military Staff Committee results inevitably in unproductive employment and consequently in unnecessary expenditure. In the period 1 January to 10 July 1954 the Military Staff Committee held fifteen meetings serviced by its secretariat. The latter also translated 1,691 pages of documentation in the four languages used by the Committee and, by loan of staff, furnished to other departments 124 man-days of interpretation and clerical services. It is clear from these figures that this secretariat is seriously under-employed.

89. The Advisory Committee accordingly re-affirms its earlier recommendation regarding the adoption of an arrangement whereby the staff of this secretariat would be transferred to Conference Services, subject to immediate recall whenever their services are requested by the Military Staff Committee. As a specific first step towards achieving this objective, the Advisory Committee further recommends that the Secretary-General should be granted authority to transfer funds between this appropriation section and section 11—Department of Conference Services—and that this authority should be continued until such time as the work of the Military Staff Committee ensures the full employment of its staff.

90. Subject to these reservations, the Advisory Committee recommends an appropriation of \$109,200 for section 7a.

Detailed recommendations on the budget estimates

Section 8. Department of Economic and Social Affairs

	\$
Estimate submitted by the Secretary-General.....	3,717,000
Estimate recommended by the Advisory Committee.....	3,717,000 ¹⁷

Budget amounts (departmental total)

	\$		
3,905,300	1954	Posts authorized.....	519
3,717,000	1955	Posts requested.....	487
3,717,000	1955	Posts recommended by the Advisory Committee.....	487

91. The 1955 estimate of \$3,717,000 in respect of the unified Department of Economic and Social Affairs represents a reduction of \$188,300 by comparison with the combined amounts authorized for the two departments in 1954. This reduction is achieved mainly through the abolition of thirty-two established posts.

92. It will be recalled that, following a review of the organization and establishments of the two departments, the Secretary-General has proposed their merger in a single Department of Economic and Social Affairs. Furthermore, certain functions relating to co-ordination for specialized agencies and economic and social matters, previously performed in the Executive Office of the Secretary-General, are proposed for transference, together with the related posts, to the new department. These measures and the consequent re-grouping of functions among the various units concerned make for a simpler organization.

93. The Secretary-General intends that, subject to whatever decisions the Economic and Social Council may take on his proposals regarding the organization and nature of the economic and social work of the Secretariat (E/2598), the staff resources of the department shall increasingly be directed towards the promotion of the economic and social development of under-developed countries, with a corresponding reduction in programmes and projects of less importance. It is on that basis, which fully accords with earlier recommendations of the General Assembly and of the Council, that the Advisory Committee has examined the proposed organization and staffing.

94. Furthermore, in his proposals to the Economic and Social Council (E/2598, paragraphs 26, 15 and 32), the Secretary-General envisages the transfer to Geneva of the Division of Narcotic Drugs as well as the possibility of a similar transfer of the Transport and Communications Division involving a limited merger with the corresponding division in the secretariat of the Economic Commission for Europe.

95. The position of the Advisory Committee on the consolidation of the Departments of Economic Affairs and Social Affairs has been stated in previous budget reports. The Committee accordingly strongly recommends the action proposed by the Secretary-General. It is also noted that the maintenance of UNTAA as a separate department is not proposed on a permanent basis but rather as an arrangement which, on balance, offers advantage at this stage. The Committee trusts that, in accordance with its previous suggestion and with the views expressed in the Fifth Committee by several delegations, the situation will be reviewed within

¹⁷ Subject to the observations in paragraph 27 above, on the allowances or representation allowances of Under-Secretaries and other high officials.

a maximum period of two years. Indeed, the Secretary-General himself appears to advance cogent arguments in favour of a fusion of UNTAA with the unified substantive department:

"The Technical Assistance Administration would be unnecessarily duplicating staff if it employed economists and other technical personnel qualified to undertake the supporting of substantive and advisory work, such as the evaluation of projects, assistance in the selection of experts and fellows, the briefing of experts and the examination and appraisal of progress and final reports. For this purpose, reliance will be placed—in so far as the subject falls within the general competence of the United Nations itself—not only on the technical Headquarters staff of the Department of Economic and Social Affairs but, to an increasing extent, also on the staffs of the regional economic commissions, whose role in the whole technical assistance programme should indeed be extended and strengthened.

"The organization and work of UNTAA, UNICEF and the regional economic commissions will be the subject of review at a later date. This review will also necessarily be concerned with the general constitutional framework for technical assistance operations" (E/2598, paragraphs 34 and 35).

96. While welcoming the simpler structure proposed for the new department in the estimate now before it, the Committee is concerned to note the disproportionately high ratio of senior posts still remaining and the large establishment proposed for the Offices of the Under-Secretary and Deputy Under-Secretaries. Even though the Regional Economic Commissions Unit and the Council Affairs Section are included in the establishment, the Committee considers that the number of posts both in the Professional and General Service categories admits of further reduction, particularly as regards the Council Affairs Section (nineteen posts), the Executive Office (seventeen posts), and the Regional Economic Commissions Unit (nine posts). Furthermore, although it is recognized that the combined responsibilities of the Under-Secretary will exceed those formerly assumed by each of the Assistant Secretaries-General, the Committee has some doubts as to the necessity for two Deputies in a department in which seventeen posts are proposed in the Director and Principal Officer category.

97. The Committee trusts that, when the Secretary-General's final proposals are received, much larger reductions will be shown. In the meantime, pending consideration of the Secretary-General's re-organization proposals and, in particular, of his proposals with regard to the arrangements to apply to personnel found surplus on re-organization, it raises no objection to the appropriation for 1955 now proposed.

Section 9. Department of Trusteeship and Information from Non-Self-Governing Territories

	\$
Estimate submitted by the Secretary-General.....	867,700
Estimate recommended by the Advisory Committee.....	867,700 ¹⁸

¹⁸ Subject to the observations in paragraph 27 above on the allowances or representation allowances of Under-Secretaries and other high officials.

Budget amounts (departmental total)

\$			
931,400	1954	Posts authorized.....	114
867,700	1955	Posts requested.....	104
867,700	1955	Posts recommended by the Advisory Committee.....	104

98. The 1955 estimate for section 9 shows a decrease by comparison with the 1954 appropriation of \$63,700, attributable to the proposed abolition of ten posts (eight in the Professional and two in the General Service categories). The principal change in the structure of the department is the merger of the Questionnaires and Territorial Reports Section and the Visits Section to form a single Reports, Questionnaires and Visits Section.

99. The Advisory Committee notes that the Secretary-General's proposals for the control and limitation of documentation have been adopted by the Trusteeship Council virtually as submitted, and that they now await General Assembly approval. The full effect of these proposals will be reflected in the 1956 estimates.

100. While the proposed reduction in established posts is satisfactory in so far as 1955 is concerned, the Committee suggests that consideration might be given, on the further review of the structure, to the following point: the 1955 establishment provides for an Under-Secretary as well as two Directors, each in charge of a division and each assisted by a Principal Officer. For a department of this size, however, a supervisory level of two Directors, two Principal Officers and thirteen Senior Officers appears excessive, and the Committee therefore considers that this top-heavy structure might be reduced. Admittedly the responsibilities of the department are heavy; they include the servicing of the Fourth Committee of the General Assembly, the Trusteeship Council, the Committee on Information from Non-Self-Governing Territories, and other subsidiary bodies of the Council, and the assignment of officers to missions. But these responsibilities are not disproportionate, in the Advisory Committee's opinion, to a complement of thirteen senior officers.

101. Subject to further proposals to be submitted in respect of the re-organization of this department, the Advisory Committee recommends an appropriation for section 9 at the figure of \$867,700 submitted by the Secretary-General.

Section 10. Department of Public Information

	\$
Estimate submitted by the Secretary-General.....	2,562,500
Estimate recommended by the Advisory Committee.....	2,542,500 ¹⁹

Budget amounts (departmental total)

\$			
2,656,590	1954	Posts authorized.....	288
2,562,500	1955	Posts requested.....	272
2,542,500	1955	Posts recommended by the Advisory Committee.....	272

102. The 1955 estimate for the Department of Public Information, shows a reduction of \$94,090 by comparison with the amount authorized for 1954. The larger

¹⁹ Subject to the observations in paragraph 27 above on the allowances or representation allowances of Under-Secretaries and other high officials.
Reduction recommended

part of the reduction is effected through the abolition of sixteen established posts (thirteen in the Professional and three in the General Service categories), and will necessarily lead to a curtailment of certain of the existing services and to a redistribution of functions within the department. The principal changes in structure are the incorporation of the Overseas Administration Unit in the Office of the Under-Secretary, and the merger of the Management and Circulation and Special Services Divisions to form a Special Services and Circulation Division.

103. The substantial reduction of sixteen posts, which follows upon the Secretary-General's review of the organic structure and work of Headquarters establishments, represents the first stage in the re-organization of the Department of Public Information. It is intended, as the Advisory Committee understands, that the overall changes resulting from that review, which are likely to produce a still larger reduction in establishment, should be fully reflected in the 1956 estimates.

104. In past years the Advisory Committee has repeatedly urged that it is essential, for the maintenance of a proper balance between the function of information and other United Nations activities of the highest importance, and for the advantageous use of limited resources, to adopt and strictly to apply a system of priorities in the field of public information. It is therefore with interest that the Committee has received the assurance that such a system will be brought fully into effect during 1955 and cover every phase of the department's activities.

105. As the result of a preliminary review of the department's functions in relation to the information centres, efforts will be directed towards a decentralized system under which the centres will give greater emphasis in their work to thematic material dealing with subjects of special interest to the region concerned, and suitable for use in feature or magazine-page articles, radio programmes, discussion groups, etc. For its part, the Headquarters department will give increased attention to the production of such material, day-to-day reporting being held to the minimum necessary to service correspondents accredited to the United Nations.

106. In spite of the abolition of sixteen posts, the establishment proposed for 1955 includes, in addition to the Under-Secretary, a post of Deputy Under-Secretary, as well as seven other posts in the Director and Principal Officer category. The re-organization of the Department has therefore merely had the effect, as regards the highest levels, of substituting for the existing posts of Assistant Secretary-General and Principal Director two equivalent posts, and it seems pertinent to observe that, under the Secretary-General's proposals of December 1953 (A/2554, paragraph 24), the appointment of Deputy Under-Secretaries would be an exceptional measure, to be adopted only if actual experience indicated the necessity. The Advisory Committee is reluctant at this stage to propose the abolition of specific posts. It does, however, suggest that the Secretary-General may wish, when applying the conclusions of his review, to consider whether administratively there is full justification for a post of Deputy Under-Secretary in this department, in addition to the number of posts proposed at Principal Officer and higher levels.

107. The provision under chapter II—Other departmental costs—is proposed at virtually the same

figure as that approved for 1954. It is open to doubt whether this allows sufficiently for the redistribution of departmental functions or for the stricter application of the priority system, which will be linked with a more selective policy laying emphasis on quality rather than volume of services. That there is scope for such a policy of selection seems evident from the extensive list of activities and operations submitted in this chapter, for each one of which adequate justification undoubtedly exists, but which individually cannot but yield an uneven return from an information standpoint, and in the aggregate constitute an unwieldy and extremely costly body of work. The Committee would therefore have expected that the reduction in established posts would be accompanied by a decrease in Chapter II exceeding the figure of \$9,900 proposed by the Secretary-General. It may also be noted that the estimate for this section does not reflect the extensive television activities of the United Nations, which though financed for the most part on a self-liquidating basis, should be taken into account in determining the proportion of total effort and resources to be concentrated on information activities as a whole.

108. On this basis, the Advisory Committee recommends an appropriation for section 10 of \$2,542,500 representing a reduction of \$20,000 in the estimate submitted, the amount of the reduction to be distributed at the Secretary-General's discretion over items in chapter II.

Reduction recommended

Chapter II. Other departmental costs \$20,000

Section 11. Department of Conference Services

	\$
Estimate submitted by the Secretary-General.....	6,168,300
Estimate recommended by the Advisory Committee.....	6,168,300 ²⁰

Budget amounts (departmental total)

	\$		\$
3,336,810	1954	Posts authorized.....	946
6,168,300	1955	Posts requested.....	907
6,168,300	1955	Posts recommended by the Advisory Committee.....	907

109. For 1955 the Secretary-General proposes a provision in respect of the Department of Conference Services of \$6,168,300 or \$168,510 less than the 1954 appropriation. Since May 1954, the Office (formerly Bureau) of General Services and the Postal Administration have been separated from this department, which now comprises, in addition to the Office of the Under-Secretary, Language, Publishing, and Stenographic Services. The Library, though budgeted for separately in section 11a, also comes under its administrative direction.

110. As an initial step in a programme of re-organization expected to reduce the volume of work to be processed by Conference Services, the Secretary-General further proposes the abolition of at least thirty-nine

²⁰ Subject to the observations in paragraph 27 above on the allowances or representation allowances for Under-Secretaries and other high officials.

posts in 1955, the reduction from 946 posts (1954) to a maximum of 907 (1955) to be distributed as follows:

	<i>Number of posts reduced</i>
Office of Under-Secretary	4
Language Service	7
Publishing Service	14
Stenographic Service	14

111. The principal changes in the internal organization of the Department are: (a) the transfer of the Editorial Control Unit from the Documents Control Division in the former Bureau of Documents to the Office of the Under-Secretary, a measure which, if serving to enhance the authority of the editorial function, has much to commend it; and (b) the adoption of the simpler divisional structure illustrated in the following comparative chart:

1955	1954
<i>Language Service</i>	<i>Bureau of Documents</i>
(a) Office of Chief, including Documents Control	(a) Office of the Director
(b) Five language sections	(b) Documents Control Division
(c) Interpretation, Verbatim Reporting and Official Records Editing Sections ²¹	(c) Language Services Division
	(i) Five language sections;
	(ii) Interpretation Service;
	(iii) Verbatim Reporting Group
<i>Publishing Service</i>	(d) Publishing Division
<i>Stenographic Service</i>	(e) Stenographic Service

112. The net decrease of seven in the number of posts proposed for the Language Service is due to the abolition of nine posts of translator (four Chinese, one Russian and four Spanish), against which two General Service posts are added by transfer from the Stenographic Service. The Advisory Committee has studied this proposal in relation to the arrears of translation of the Official Records—commonly referred to as the “backlog”. These arrears involve a considerable and recurrent financial outlay for administrative and printing costs, and since they cover the earliest years of the Organization (1946 to 1949), it is open to question whether their liquidation will in every case serve an essential purpose. Discretion in this matter does not, however, rest with the Secretary-General, who cannot but comply with a mandatory rule of procedure which the General Assembly alone has authority to vary.

113. No problem exists, as regards the translation of the Official Records, in the English and French Sections. For the remaining official languages, the position at mid-May 1954 is shown in the following table, together with statistics marking the progress made since 1952:

	<i>Position 25 June 1952</i>	<i>Position 13 May 1953</i>	<i>Position 15 May 1954</i>	<i>Completed since 13 May 1953</i>
	<i>Pages</i>	<i>Pages</i>	<i>Pages</i>	<i>Pages</i>
<i>Chinese</i>				
Arrears..	27,591	26,689	23,755	3,000
<i>Russian</i>				
Arrears..	23,127	16,540	16,500	—
<i>Spanish</i>				
Arrears..	19,117	12,611	12,500	—

²¹ The Official Records Editing Section previously formed part of the Documents Control Division.

114. There remained therefore, at 15 May 1954, 53,000 pages for translation in the three languages, as compared with 56,000 pages at the corresponding date in 1953. The Committee has received the following explanations:

Chinese

(a) Vacancies occurred during the period in the calligraphy pool; these have since been filled, and it is also hoped, as the result of a forthcoming examination, to make appointments to two vacant posts of translator; (b) efforts are being directed to raising the average annual output of the translators, which, at 740 pages, is considered unduly low; in addition, greater use is to be made of interpreters for translation. The possibility of outside translation under contract will also be studied.

Russian

The target of 5,000 pages of arrears annually in addition to current work has been unattainable for the following reasons: (a) requests for the translation of current material has shown a progressive and substantial increase: Trusteeship Council—1950: 250 pages; 1953: 2,300 pages; Economic and Social Council and functional commissions—1950: 4,500 pages; 1953: 6,200 pages; (b) eleven new translators, appointed during 1952-1953, had not yet acquired the full experience necessary for a high output.

Spanish

(a) Difficulty has arisen in the recruitment of qualified translators, with the result that there are at present eleven vacancies, of which it is hoped to fill at least six before the opening of the ninth (1954) session of the General Assembly and the balance by the beginning of 1955; (b) this situation made it necessary to subordinate work on the arrears of Official Records to current translation for the Economic and Social Council and its functional commissions, Spanish having been adopted, as from 1953, as a working language of that Council.

115. Reference is made in paragraph 112 above to the cost factor in respect of these arrears. This may be measured by the printing provision in section 24 (for 1955 alone) of \$75,000 for Official Records of the 1946 to 1949 period and by the average output of the translators which, on an annual basis, is respectively 740, 1,200 and 1,500 pages in the Chinese, Russian and Spanish Sections. In view of the size of the printing and staff costs, the latter of which are not limited to the salaries of the translators, the Advisory Committee feels justified in again calling attention to the financial aspect of this problem.

116. Furthermore, the Advisory Committee is not fully satisfied, on the evidence presented, with the procedures and supervision in the language sections of the department, and it believes that both the output and the quality of work would be improved if closer attention were given to these matters.

117. As regards the Reproduction Section in the Publishing Service, the Committee notes with interest that, through the installation of new machinery, the volume of material printed internally has expanded, that such material has been found suitable for sale, and that the increased mechanization of the facilities and processes permits of the abolition of five posts in the section.

118. Subject to what is said above, the Advisory Committee recommends an appropriation of \$6,168,300, the sum proposed by the Secretary-General.

Section 11a. Library

	\$
Estimate submitted by the Secretary-General.....	489,000
Estimate recommended by the Advisory Committee.....	475,000 ²²

*Budget amounts
(departmental total)*

\$			
474,720	1954	Posts authorized.....	85
489,000	1955	Posts requested.....	85
475,000	1955	Posts recommended by the Advisory Committee.....	33

119. The provision of \$489,000 proposed by the Secretary-General for 1955 in respect of the Library is \$14,280 higher than the 1954 appropriation. In addition to the salary costs and contractual services estimated in this section, the following amounts are proposed in other sections:

	\$
Section 16. Common services	
Chapter V (iii). Periodicals and newspapers.....	16,400
Section 17. Permanent equipment	
Chapter II. Library books and equipment.....	39,500
Section 25. Publications	
Check list of United Nations documents and index to proceedings.....	8,205

120. Following the Secretary-General's review of the organization and work of Headquarters departments, the administrative direction of the Library has been transferred from the Executive Office of the Secretary-General to the Department of Conference Services. Further, the Archives Unit (six posts) has been transferred to the Library from the Communications and Records Division of the Office of General Services. The Advisory Committee understands that the latter measure follows upon the decision of the Secretary-General to retain all current material in the Registry and consign to the archives older material having a historical value.

121. The estimate for section 11a reflects the abolition of one Professional and one (junior level) General Service post, resulting from a merger of the branch libraries attached to the Office of Legal Affairs and the Department of Political and Security Council Affairs. The number of branch libraries is thus reduced to three. In addition, one Professional post at Assistant Officer level is proposed for abolition in the Documents Index Unit. Conversely, three new posts in the General Service category carried in past years on temporary assistance funds are proposed for establishment in 1955.

122. The attention of the Committee has again been drawn to the problem of available space in the Library building. In spite of a strict policy of discard, with which is combined the practice of making gift deposits in other libraries in the New York area, the problem is likely to become acute within two years. The matter is accordingly submitted to the General Assembly for consideration.

123. The staffing proposed in the estimate, which provides for a Director, two Senior Officers and five First Officers, appears somewhat liberal—in so far as the supervisory level is concerned—in relation to the specific

²² Subject to the observations in paragraph 27 above on the allowances and representation allowances for Under-Secretaries and other high officials.

²³ The number of posts will be affected by the decision of the Secretary-General in regard to the cut recommended.

character of the responsibilities assigned to the Library, and to the fact that it is essentially a service unit. Account should also be taken of the Secretary-General's proposal that less emphasis should in future be placed on pure research or factual compilation, a development that should tend to reduce the volume of demands made upon the Library, both as regards reference services and bibliographical activities. To these two aspects attention will doubtless be given in the process of review and re-organization, and the Committee trusts that it may accordingly be found possible to make some adjustment in the number of established posts.

124. On this basis, the Advisory Committee recommends that the appropriation for section 11a should be limited to the 1954 figure of \$475,000, the reduction of \$14,000 in the estimate presented by the Secretary-General to be applied to established posts.

Reduction recommended

Chapter I. (i). Established posts..... \$14,000

Section 12. Office of General Services

	\$
Estimate submitted by the Secretary-General.....	2,976,000
Estimate recommended by the Advisory Committee.....	2,976,000 ²⁴

*Budget amounts
(departmental total)*

\$			
3,109,270	1954	Posts authorized.....	508
2,976,000	1955	Posts requested.....	459
2,976,000	1955	Posts recommended by the Advisory Committee.....	459

125. The estimated requirements for 1955 in respect of the Office of General Services, inclusive of the United Nations Postal Administration, show a reduction, as compared with 1954, of \$133,000 in the money provision and of forty-nine established posts or, allowing for the proposed staff increase in the latter Administration, of forty-one posts.

126. This satisfactory development is attributable to several factors. With the structural revision which came into effect during May 1954 and which consisted of the separation of the former Bureau of General Services from Conference and General Services, the new Office was reconstituted with a smaller number of operating units and care was taken to group together related functions with a view to obviating any duplication.

127. At the same time, a thorough review was undertaken for the purpose of determining the minimum basis on which adequate security of the premises and grounds could be ensured. In consequence, it has proved possible to propose a reduction in 1955 of sixteen established posts, together with eighteen temporary posts, in the Buildings Management Service, in spite of the progressively heavier influx of visitors to the Headquarters building and the resultant increase in overtime duty required of the security force.

128. A further measure leading to a staffing and budgetary economy is the decision to dispense with the fleet of passenger cars, with a consequent elimination of thirteen posts of chauffeur.

²⁴ Subject to the observations in paragraph 27 above on the allowances or representation allowances for Under-Secretaries and other high officials.

129. As regards chapter II, the Committee concurs in the proposal to raise the establishment of the United Nations Postal Administration from thirteen to twenty-one posts, this addition consisting of eight posts at present charged, on a full-time basis, to temporary assistance. In view of the continuing high level of activity of the Administration, as reflected in the upward trend of stamp sales in the first six months of 1954, the proposal is considered justifiable, on the understanding that the engagement of additional temporary staff will be held to a minimum.

130. Subject to whatever further modifications may result from the reorganizational review, the Advisory Committee recommends an appropriation of \$2,976,000, the sum proposed by the Secretary-General.

Section 13. Temporary assistance and consultants

	\$
Estimate submitted by the Secretary-General.....	510,000
Estimate recommended by the Advisory Committee.....	510,000
1953 (actual expense).....	939,610
1954 (appropriation).....	747,130

131. This is a new section. It consolidates under a single heading the provision in respect of temporary assistance and consultants at Headquarters which was previously included in the several departmental sections, as well as temporary assistance requirements for the General Assembly session (formerly under section 1) and those arising on the replacement of Headquarters staff assigned to missions in the field (formerly under section 5).

132. In so far as temporary assistance is concerned, it is the intention of the Secretary-General, wherever possible, to meet the needs of the Organization by interchanges of departmental staffs without recourse to the engagement of temporary staff. Evidence of the effectiveness of this policy is found in the progressive reduction in the figures for the period 1953 to 1955:

	\$	Reduction by comparison with 1953
	\$	\$
1953 (actual expense).....	856,549	—
1954 (appropriation).....	670,230	186,000
1955 (estimate).....	440,000	417,000

133. The Advisory Committee takes note with appreciation of the measures instituted during 1954 for the control of these two items, which are now centrally administered by the Office of the Controller. Those measures are fully in accord with recommendations of the General Assembly and of the Advisory Committee. The latter trusts that, with the stricter control now introduced, there will be a progressive economy in the item for temporary assistance. As regards the item for consultants, the Committee attaches importance to restricting the number of consultants engaged and, if possible, adjusting the scale of remuneration, which in certain cases appears somewhat high.

134. Subject to these observations, an appropriation is recommended for section 13 at the figure submitted by the Secretary-General, \$510,000.

Section 14. Travel of staff

	\$
Estimate submitted by the Secretary-General.....	1,000,000
Estimate recommended by the Advisory Committee.....	980,000
1953 (actual expense).....	1,009,793
1954 (appropriation).....	1,300,000

135. For 1955 this single, comprehensive section groups together three items, of which item (i) Travel on appointment, transfer and repatriation, and item (ii) Travel on home leave, were included in 1954 in "Common staff costs", and item (iii), Travel on official business, in "Common services".

136. The estimate shows, by comparison with 1954, a net reduction of \$300,000. Travel on home leave, which is estimated on the basis of actual entitlement, less a deduction of 25 per cent in respect of deferment of leave and other factors, is lower by \$329,000 and reflects the uneven incidence of such leave in any two successive years. The provision for travel on official business shows a further reduction, to virtually the level of actual expenditure in 1953, while that for travel on appointment, transfer and repatriation, at some \$30,000 higher, takes account of the heavier costs that will necessarily arise, in respect of repatriation and transfer, as the policy of re-organization comes fully into effect.

137. As regards the home leave estimate, the Advisory Committee concurs in the Secretary-General's proposal. It considers, however, that the uneven distribution of such leave between any two years may impair efficiency or add to temporary assistance costs and on that account merits study with a view to remedial action. Where the remaining two items are concerned, it is of the opinion that a further reduction may reasonably be recommended, to reflect, in the case of item (i), a small saving through the restricted policy of recruitment proposed for 1955 and, in the case of item (iii), the progressively stricter control that should be applied to official travel as well as the increased use that should be made of staff serving away from Headquarters or travelling on home leave.

138. Accordingly, the Advisory Committee recommends an appropriation of \$980,000 for section 14, or a reduction of \$20,000 in the estimate presented by the Secretary-General.

Analysis of reductions recommended	\$
(i) Travel on appointment, transfer and repatriation..	10,000
(iii) Travel on official business.....	10,000
	<u>\$20,000</u>

Section 15. Common Staff Costs

	\$
Estimate submitted by the Secretary-General.....	3,392,400
Estimate recommended by the Advisory Committee.....	3,385,000
1953 (actual expense).....	5,424,550
1954 (appropriation).....	3,287,750

139. For 1955, the Secretary-General has submitted an estimate of \$3,392,400 in respect of common staff costs, representing an increase of \$104,650 by comparison with the amount authorized for 1954. This increase, which arises mainly under chapter II—Installation and separation costs—is the necessary corollary of the

gradual implementation during 1955 of the plan of re-organization.

140. Although the Committee's recommendations on the departmental estimates will, if adopted, have a bearing on certain of the items in section 15, a reduction on that account is not proposed at this stage.

141. As regards installation payments (chapter II (ii)), for which an estimate based on an average of \$450 per staff member is submitted, the Committee has previously suggested that the rate may in some cases be unduly high. It is for consideration whether an amendment of the relevant staff rule may not be desirable, so that payments may be adjusted, at the Secretary-General's discretion, to particular needs.

142. A grant of \$7,400 as a subsidy to the International School is again proposed under this section. In view, however, of the fact that in the past such payments have been authorized solely on a year-to-year basis, without engagement as to the continuance of the subsidy, it is, in the Committee's opinion, preferable, pending a specific decision of the General Assembly as regards the year 1955, to omit the item in question.

143. Attention is drawn to the fact that a contingent item for the reimbursement of national income taxes may arise during 1955 under this section in the event that further accessions to the Convention on the Privileges and Immunities of the United Nations are not meanwhile received, or alternative administrative measures taken by Member States for the granting of tax exemption to the staff members of the Organization. As indicated in the Secretary-General's statement of 5 December 1953 to the Fifth Committee,²⁵ the General Assembly will have before it, at its forthcoming session, a report on possible measures for the solution of this problem.

144. The Advisory Committee recommends an appropriation for section 15 of \$3,385,000 or a reduction of \$7,400 in the estimate submitted.

Reduction recommended

Chapter IV. (v). Grant to the International School.. \$7,400

Section 16. Common Services

	\$
Estimate submitted by the Secretary-General.....	3,660,000
Estimate recommended by the Advisory Committee.....	3,625,000
1953 (actual expense).....	3,645,232
1954 (appropriation).....	3,689,800

145. The estimate for 1955 submitted by the Secretary-General in respect of common services at Headquarters shows a reduction, as compared with the 1954 appropriation, of approximately \$30,000. Reductions of \$14,500, \$28,000 and \$11,000 respectively under chapters I, III and IV are partially offset by increases of \$15,000 under chapter II and \$8,000 under chapter V.

146. The expenditure figures for 1953 are of particular interest as reflecting for the first time a full year's experience under working conditions that afford guidance as to the appropriate level of maintenance. The regular session of the General Assembly was held during that year at Headquarters and, while the fixed conference pattern had not yet come fully into effect, the

Economic and Social Council also held one of its sessions at Headquarters. Further, the Trusteeship Council held both sessions at Headquarters.

147. It is a matter of great difficulty for the Secretary-General to determine with precision the level of expenditure that may reasonably be anticipated under this section of the budget, certain items of which are governed by factors over which he can have little or no control; among these are the level of wage rates in the Headquarters area, telephone rates and those for electricity, steam, gas and water. The task both of the Secretary-General and of the Advisory Committee, as the reviewing authority, is to establish through the budget process, standards of maintenance which, without being in any way lavish, shall be consonant with the dignity of the United Nations and with the requirements of delegations and Secretariat.

148. In making the recommendations that are listed below, the Advisory Committee believes that it has given sufficient attention to the above consideration, which is one of importance and, where items are susceptible of direct control by the Secretary-General, to the further consideration that he has already given proof of his determination to limit expenditure to the minimum consistent with efficiency of operation. For the reasons indicated, the reductions are intended to be indicative rather than specific:

	\$	\$
Chapter I		
(i) Telephone services.....	2,000	
(ii) Cable, telegraph and wireless.....	3,000	
(v) Air freight.....		
TOTAL REDUCTION		5,000
Chapter II.....		20,000
Chapter III		
(i) Stationery and office supplies.....	4,000	
TOTAL REDUCTION		4,000
Chapter IV		
(i) Telecommunications supplies		5,000
(ii) Operation and maintenance of telecommunications equipment		
Chapter V		
(iii) Periodicals and newspapers		
TOTAL REDUCTION		
Chapter VI		
(i) Ex gratia payments.....	1,000	
TOTAL REDUCTION.....		1,000
TOTAL REDUCTION ON SECTION		\$35,000

149. In recommending these reductions, the Advisory Committee would expect that the reduction on telephone services (chapter I (i)) could be effected mainly on long-distance calls. Chapter II contains a number of items that are governed by contractual arrangements and are not therefore subject to the Secretary-General's direct control. Nevertheless, the items not coming within that category amount, in value, to approximately 40 per cent of the total estimate for the chapter, and it seems reasonable to call for a token reduction of \$20,000, to be applied mainly to item (ii)—Supplies for maintenance of premises, and item (v)—Alterations to premises.

150. As regards chapter IV, the greater part of the provision covers contractual services connected with the simultaneous interpretation facilities and with public information activities (radio and television). On that

²⁵ See *Official Records of the General Assembly, Eighth Session, Fifth Committee*, 423rd meeting, paragraph 19.

ground the reduction is limited to \$5,000 (to be applied mainly to the information items) and is linked with the item for periodicals and newspapers in chapter V.

151. The decrease of \$1,000 recommended in chapter VI in respect of *ex gratia* payments is intended to emphasize the desirability of strictly limiting the categories of cases that may be considered for such payments. While recognizing that an exact definition is, in the nature of the item, not possible, and equally that the Secretary-General has been granted discretion in the matter, the Committee has noted in the Financial Report and Accounts for the year 1953²⁰ certain *ex gratia* payments which, in its opinion, are open to question.

152. Accordingly, the Advisory Committee recommends an appropriation of \$3,625,000 for section 16, or a reduction of \$35,000 in the estimate submitted by the Secretary-General.

Section 17. Permanent equipment

	\$
Estimate submitted by the Secretary-General.....	191,600
Estimate recommended by the Advisory Committee.....	170,100
1953 (actual expense).....	251,859
1954 (appropriation).....	176,400

153. The estimate submitted by the Secretary-General for 1955 in respect of section 17, shows an increase of \$15,200 by comparison with the 1954 appropriation. It is, however, \$60,000 lower than the actual expenditure of 1953.

154. As regards chapter I—Furniture, fixtures and equipment—the Advisory Committee takes account of the provision that is proposed under item (ii) for new reproduction equipment, which will result in a direct staffing economy of five posts in Conference Services and enable an increased volume of printing work to be undertaken internally. The remaining items in this chapter, though supported by a detailed justification in each case, appear to be based on a somewhat high standard of replacement, particularly in the light of the large sums expended in recent years for this programme. It is therefore recommended that the total of \$126,400 for this chapter should be reduced by \$10,000, the reduction to be applied at the discretion of the Secretary-General.

155. As regards chapter II—Library books and equipment—the item for the purchase of books and the binding of various material is proposed at a figure \$6,250 higher than that authorized for 1954. The Committee considers it reasonable to limit this increase to \$3,750, the estimate for this chapter being thereby reduced by \$2,500 to \$37,000.

156. Heavy expenditure exceeding in the aggregate the sum of \$100,000 has been incurred since 1952 for the purchase of information services equipment, and it is fitting that during the coming year such purchases should be strictly confined to items the replacement of which cannot be deferred. A reduction of \$5,000 is accordingly recommended, with a consequent slight decrease in the revenue anticipated from the sale of used equipment.

²⁰ See *Official Records of the General Assembly, Ninth Session, Supplement No. 6*, document A/2649, paragraph 19.

157. On chapter IV—Other permanent equipment—the Committee considers that for similar reasons a slower rate of replacement can be applied, particularly to the items for general maintenance and shop equipment. In this case, the cut recommended is \$4,000.

158. It is under this section that certain, though not the heaviest, of the indirect costs arise through the operation of the Guided Tour Service, which necessarily results in wear and tear to furniture and fittings. Both the Board of Auditors and the Advisory Committee have previously drawn attention to these indirect costs, and in its report on the 1953 accounts of the United Nations (A/2649, paragraphs 7 and 8) the former body, taking note of the differing accounting practices that are followed among the various commercial activities of the United Nations, points out that such activities present budgetary and accounting problems not foreseen when the Financial Regulations were approved, and suggests that sufficient experience has now been gained to permit rationalization of financial treatment.

159. The total of the foregoing reductions amounts to \$21,500, and the Advisory Committee accordingly recommends an appropriation of \$170,100.

<i>Reductions recommended</i>	\$
Chapter I.....	10,000
Chapter II.....	2,500
Chapter III.....	5,000
Chapter IV.....	4,000
TOTAL	\$21,500

PART IV. EUROPEAN OFFICE OF THE UNITED NATIONS

Section 18. European Office of the United Nations

	\$
Estimate submitted by the Secretary-General.....	4,722,000
Estimate recommended by the Advisory Committee.....	4,682,100 ²⁷

160. The Secretary-General has estimated the requirements of the European Office during 1955 at \$4,722,000, an increase, as compared with the 1954 appropriation, of \$56,000. The greater part of this increase is attributable to salary increments and to a revision of the rate of exchange from Swiss francs 4.33 to the United States dollar (the rate used in the 1954 estimates) to Swiss francs 4.28; the salaries of staff in the General Service category being fixed in Swiss francs, there is a consequent rise in dollar costs.

161. For 1955, 638 established posts are proposed (as compared with an authorized strength of 635 in 1954) distributed as follows:

	1954	1955
Chapter I. General Services.....	459	462
Chapter II. Information Centre.....	13	12
Chapter III. Permanent Central Opium Board and Drug Supervisory Body.....	8	9
Chapter IV. Economic Commission for Europe..	155	155
TOTAL	635	638

162. A review of the establishment and work-load of the various units of the European Office is still to be

²⁷ Subject to the observations in paragraph 27 above on the allowances and representation allowances for Under-Secretaries and other high officials.

undertaken. A further element of uncertainty as regards the 1955 estimates arises out of the fact that the Economic and Social Council is considering at its eighteenth session proposals by the Secretary-General on the economic and social work of the Secretariat (E/2598) which, if adopted, may affect the budgetary provision for the Office even during 1955. Those proposals include, as indicated in paragraph 94 above, the transfer from Headquarters of the Division of Narcotic Drugs and possibly of the major part of the Transport and Communications Division. Only in the case of the secretariat of the Economic Commission for Europe (chapter IV), where the adjustment for turnover (adjustment for anticipated vacancies or delay in recruitment) exceptionally is fixed at over 6 per cent, have reductions which possibly will result from the review been partially discounted. Consequently, the recommendations and comments presented in the following paragraphs are provisional and are necessarily related to the existing organization of the European Office.

Chapter I. General Services

	\$
Estimate submitted by the Secretary-General.....	2,363,500
Estimate recommended by the Advisory Committee.....	2,361,000

Budget amounts (total for chapter)

	\$		
2,309,300	1954	Posts authorized.....	459
2,363,500	1955	Posts requested.....	462
2,361,000	1955	Posts recommended by the Advisory Committee.....	462

163. In its 1953 report²⁸ on the use of the staff and premises of the European Office, the Advisory Committee pointed out that the recommendations made by the Preparatory Commission in 1945 did not touch upon the organization of whatever office might be established at Geneva, for the reason that the seat of the United Nations was at that time still to be decided; that the General Assembly, both at the first and second parts of its first session (1946), similarly refrained from giving specific directions regarding the organization of the European Office; and that it was mainly through the process of budget review that, during 1946 and subsequent years, the Assembly took action affecting the structure of the Office. The Committee further observed in that report²⁹ that the Secretary-General's proposals for the reorganization of the Secretariat would doubtless include the administrative relationships within the European Office and between that Office and Headquarters.

164. In view therefore of the fact that the Secretary-General's review of the European Office will necessarily be made after the 1955 estimates have been considered by the General Assembly, the Advisory Committee has given particular attention to the proposed establishment at the highest administrative levels.

165. The Office of the Director includes, in addition to the post of Under-Secretary, one post of Deputy Director (assimilated to the salary level of an Under-Secretary), four Professional posts and six General

Service posts. The form of presentation differs from that found in the budget estimates for 1954,³⁰ when the Office of the Deputy Director (one post at Director level, one post at Professional Officer level and one General Service post) was shown in a separate table. These three posts are proposed for transfer in 1955 to the Office of the Director; it is further proposed that the representation allowance of \$300 per annum at present granted to the Deputy Director should be replaced during 1955 by an allowance of \$3,000. The budget document now under review indicates, as did the corresponding 1954 submission, that the "Deputy Director would be in charge, in particular, of Conference and General Services", but without stating the grounds on which so sharp a rise in the allowance is based. It was represented to the Advisory Committee that, apart from his responsibilities with respect to Conference and General Services, the Deputy Director will, it is expected, perform functions of a wider scope than those at present assigned to the holder of that office. The Committee makes no recommendation in the matter; the Secretary-General has been granted discretion within appointed limits in fixing such allowances and representation allowances.

166. It may nevertheless be recalled that the adoption of a fixed conference pattern for the period 1954 to 1957 had among its purposes the achievement of a stable work-load at the European Office. The Committee has not been furnished with an adequate justification for a strengthening of the supervisory levels. Attention is also drawn to the general observations offered in paragraphs 22 to 27 above on the system of allowances and representation allowances.

167. The Advisory Committee was informed that the Director of the Office will in future devote more time and attention to the function of liaison and co-ordination with the specialized agencies. The Secretary-General may therefore wish, before proceeding with his plan of reorganization, to consider the possibility of down-grading the posts in the Liaison Unit.

168. Two posts of interpreter in the Language Service are proposed for abolition since it is expected that the particular requirements for which the posts were established may be adequately and more economically met out of temporary assistance, which is accordingly increased by \$8,000. The Committee is also satisfied that the need for the addition of two clerical posts in the Distribution Section has been demonstrated.

169. The net increase of three posts in Administrative and Financial Services results from the following proposals:

(a) In the Finance Division, to establish two General Service posts; to surrender one Professional post at the Associate Officer level;

(b) In the Personnel Division, to establish one General Service post;

(c) In the Joint Medical Service, to establish one General Service post.

The addition of these posts is, in the Committee's opinion, justified.

170. As regards the remaining items in chapter I, the Advisory Committee recommends a reduction of \$500 in the item for consultants, for which an amount of \$3,000 should be adequate for the expenses of the Bureau of Missing Persons and other minor needs that may arise, and of \$2,000 in temporary assistance to be

²⁸ See *Official Records of the General Assembly, Eighth Session, Annexes*, agenda item 39, document A/2501, paragraph 19.

²⁹ *Ibid.*, page 44.

³⁰ *Ibid.*, Supplement No. 5, page 108.

applied principally against the items for visiting conferences.

171. On this basis an appropriation of \$2,361,000 is recommended for chapter I of section 18, representing a reduction of \$2,500 in the estimate submitted by the Secretary-General.

Chapter II. Information Centre

	\$
Estimate submitted by the Secretary-General.....	102,900
Estimate recommended by the Advisory Committee.....	96,500
<i>Budget amounts</i> <i>(total for chapter)</i>	
\$	
93,800 1954 Posts authorized.....	13
102,900 1955 Posts requested.....	12
96,500 1955 Posts recommended by the Advisory Committee.....	— ³¹

172. The presentation of the 1955 estimate for chapter II, which shows an increase of \$9,100, differs from that adopted for previous years in the following manner: provision is included in a lump-sum amount for a Technical Unit comprising one post of sound technician, shown in the 1954 estimate under established posts; one post of radio electrician, charged in 1954 to the provision for manual workers in the Building Management Division; and one additional post of technician in charge of the film library and the operation of the film projector.

173. The Advisory Committee considers that an increase of \$2,700 over the 1954 appropriation would constitute a fully sufficient provision for this service, which, together with the other information centres of the United Nations, will be the subject of an organizational review to be made by the Secretary-General in the course of 1955. As the Committee is desirous of not affecting the Technical Unit, it suggests that the resultant cut of \$6,400 should be applied to established posts and, as to \$300, to the item for official travel. An appropriation of \$96,500 is accordingly recommended for chapter II.

Chapter III. Joint secretariat of the Permanent Central Opium Board and Drug Supervisory Body

	\$
Estimate submitted by the Secretary-General.....	65,500
Estimate recommended by the Advisory Committee.....	54,500
<i>Budget amounts</i> <i>(total for chapter)</i>	
\$	
53,800 1954 Posts authorized.....	8
65,500 1955 Posts requested.....	9
54,500 1955 Posts recommended by the Advisory Committee.....	8

174. The increase of \$11,700 in the estimate submitted for 1955 in respect of the joint secretariat is due almost entirely to the proposed restoration of the post of Deputy Secretary. As stated in the budget document, the Secretary-General has agreed to the request of the Central Board "in view of the increased work resulting

from the implementation of the 1948 Protocol and the probable coming into force of the 1953 Opium Protocol".

175. In the Advisory Committee's opinion, two considerations are material: (a) whether it is necessary, in advance of the entry into force of the latter Protocol, to make a staffing addition which, in part, rests on a contingent justification; and (b) whether, in the event of the transfer from Headquarters of the Division of Narcotic Drugs, it may not be possible to make arrangements tending to reduce the work-load of the joint secretariat.

176. The Advisory Committee believes that, in the light of these considerations, the restoration of the post in question should be deferred for the present. Accordingly, an appropriation is recommended of \$54,500, or a reduction of \$11,000 in the estimate submitted.

Chapter IV. Economic Commission for Europe

	\$
Estimate submitted by the Secretary-General.....	985,000
Estimate recommended by the Advisory Committee.....	975,500
<i>Budget amounts</i> <i>(total for chapter)</i>	
\$	
975,500 1954 Posts authorized.....	155
985,000 1955 Posts requested.....	155
975,500 1955 Posts recommended by the Advisory Committee.....	— ³²

177. The estimated requirement for 1955 for the secretariat of the Economic Commission for Europe is \$985,000, or \$9,500 higher than the amount authorized for 1954. While no organizational changes are proposed, reference is made in the budget document to a possible increase in the scope of the work due to the "notable increase in the participation by certain countries in the work of the Commission's technical committees".

178. The Secretary-General intends to review the work and organization of the regional economic commissions early in 1955, and there exists, in addition, the possibility that the major part of the Transport and Communications Division may be transferred from Headquarters to Geneva and merged on a limited basis with the Transport Division of the secretariat of ECE.

179. The Advisory Committee further notes that, in anticipation of this review, the Secretary-General has already applied a larger reduction for turnover of staff (approximately 6.5 per cent) in the case of ECE than in the case of the other chapters of the section. Nevertheless, the Committee believes that the amount authorized for 1954 should be regarded as a stable level of expenditure for this secretariat. An appropriation of \$975,000 is accordingly recommended. In making this recommendation, the Committee has had regard to paragraph 120 of its fifth report to the eighth session of the General Assembly (A/2501), in which it expressed the view that there is "scope for a further reduction . . . both in [the Industry Division] and other divisions of the Commission's secretariat, through a rearrangement of work among the various units to reflect the changing emphasis in the work to which external circumstances

³¹ The number of posts will be affected by the decision of the Secretary-General in regard to the cut recommended.

³² The number of posts will be affected by the decision of the Secretary-General in regard to the cut recommended.

have given rise". Furthermore, it feels that with the degree of stabilization achieved in the work of the Commission, reductions should be possible in the estimates for consultants, temporary assistance, overtime and night differential and travel on official business.

180. The effect of the foregoing recommendations is to reduce the estimate submitted by the Secretary-General by \$9,500, to \$975,500.

Analysis of reductions recommended

Chapter IV

(i) Established posts.....	\$9,500
(ii) Consultants.....	
(iii) Temporary assistance.....	
(iv) Overtime and night differential.....	
(v) Travel on official business.....	

Chapter V. Common staff costs

	\$
Estimate submitted by the Secretary-General.....	655,200
Estimate recommended by the Advisory Committee.....	655,200

181. The total proposed for this chapter, which includes an amount in respect of the Office of the High Commissioner for Refugees estimated at approximately \$50,000, shows a decrease, as compared with 1954, of over \$11,000. The three items comprising travel and removal expenses and installation and separation costs of the European Office (items (i), (ii) and (iii)) show an aggregate net reduction of \$8,000. As at Headquarters, expenditure for home leave falls unevenly between the years, a development to which reference is made in paragraph 137 above. Little change is proposed in the remaining items, and the Committee recommends an appropriation of \$655,200, or the figure submitted by the Secretary-General.

Chapter VI. Common services

	\$
Estimate submitted by the Secretary-General.....	394,400
Estimate recommended by the Advisory Committee.....	389,400

182. The provision proposed for this chapter is almost \$7,000 lower than the 1954 appropriation. It includes a sum of approximately \$18,000 in respect of the Office of the High Commissioner for Refugees.

183. The Committee recommends reductions of \$1,000 in telephone services (item (i)) to the 1954 level, \$1,000 in cables, telegraph and long-distance telephone (item (ii)) in view of the fact that, with the installation of radio transmitters between Headquarters and Geneva, the major part of the costs under this item will no longer arise. It seems reasonable also, in view of the explanation offered in the budget document, to hold the provision for utilities (item (v)) to the 1953 expenditure level (reduction \$1,000), and also to reflect in the estimate for internal reproduction supplies (item (vii)) the continuous and determined efforts to curb the volume of documentation. The recommended reduction of \$2,000 might, however, be applied jointly to that item and item (vi)—Stationery and office supplies.

184. The total of the foregoing reductions is \$5,000 and the Committee accordingly recommends an appropriation of \$389,400 for chapter VI.

Chapter VII. Permanent equipment

	\$
Estimate submitted by the Secretary-General.....	155,500
Estimate recommended by the Advisory Committee.....	150,000

185. The provision proposed for this chapter, which includes an exceptional item of \$65,000 for the installation of a new air-conditioning plant in the Assembly block, is \$10,500 below the 1954 appropriation figure, which also contained a non-recurring item of \$51,000. The Committee is satisfied that the item for improvements to premises (item (vi)), including the estimate for the air-conditioning plant, represents a necessary expenditure. In view, however, of this major outlay on equipment, it considers that on the remaining items minor reductions, to a total of \$5,500 (to be applied at the discretion of the Secretary-General), would be reasonable. An appropriation of \$150,000 is accordingly recommended for chapter VII.

186. Finally, the total of the reductions recommended on the several chapters in section 18 is \$39,900, and the Advisory Committee therefore recommends an appropriation for the section as a whole of \$4,682,100, representing a reduction of \$39,900 in the estimate submitted by the Secretary-General.

Analysis of reductions recommended

Chapter I.	\$	\$
(ii) Consultants.....	500	
(iii) Temporary assistance.....	2,000	
TOTAL REDUCTION, CHAPTER I		2,500
Chapter II. Total reduction.....		6,400
Chapter III.		
(i) Established posts.....	11,000	
TOTAL REDUCTION, CHAPTER III		11,000
Chapter IV. Total reduction.....		9,500
Chapter VI. Total reduction.....		5,000
Chapter VII. Total reduction.....		5,500
TOTAL REDUCTION		\$39,900

Section 19. Office of the United Nations High Commissioner for Refugees

	\$
Estimate submitted by the Secretary-General.....	697,000
Estimate recommended by the Advisory Committee.....	685,000 ³³

Budget amounts (total for section)

\$			
685,000	1954	Posts authorized	107
697,000	1955	Posts requested	107
685,000	1955	Posts recommended by the Advisory Committee	107

187. The estimate of \$697,000 submitted for section 19 is \$12,000 higher than the amount authorized for 1954. This increase is due solely to normal salary in-

³³ Subject to the observations in paragraph 27 above on allowances or representation allowances for Under-Secretaries and other high officials.

crements. No change is proposed in the number of posts either at the headquarters (Geneva) office of the High Commissioner (chapter I) or in the branch offices (chapter II). Two posts are, however, proposed for downward reclassification: the one at the Rome branch office from Principal Officer to Senior Officer level; the other, at the London branch office, from Senior Officer to Second Officer level. Items other than established posts in the 1955 estimate show a net decrease of \$4,000 by comparison with 1954.

188. For the purpose of determining the total cost of the Office, it is necessary to include amounts of \$50,000 and \$18,000 which are proposed respectively under chapters V and VI of section 18 (European Office), and which are related almost exclusively to the High Commissioner's headquarters office. The estimated overall cost for 1955 is thus \$765,000, exclusive of printing.

189. In continuing the Office of the United Nations High Commissioner for Refugees for a period of five years from 1 January 1954, the General Assembly invited the High Commissioner to concern himself in particular with "certain groups of refugees within [his] mandate, in particular those in need of emergency aid, the considerable number still living in camps, and those requiring special care for whom no satisfactory arrangements have yet been made" (resolutions 727 (VIII) and 728 (VIII) of 23 October 1953). These instructions, while not affecting the terms of reference laid down for the High Commissioner in the Statute of his Office, have changed the emphasis of his work. Consequently, the table of branch offices submitted with the estimate is not necessarily a firm pattern for the year 1955; it represents the existing geographical situation of those offices and, apart from the Rio de Janeiro sub-office (where appointments are pending), their present strength. Adjustments may be necessary for the purpose of carrying out the directions of the General Assembly.

190. The Advisory Committee considers that in these circumstances budgetary provision would be justified at virtually the same level as for 1954. Temporary assistance as proposed under the two chapters shows a combined increase of \$4,500, and in other items also—notably, official travel, travel and removal of staff and dependants, permanent equipment and communications services—there appears to be sufficient scope for savings equivalent in the aggregate to the increase resulting from salary increments. Accordingly, the Advisory Committee recommends an appropriation of \$685,000 for section 19, representing a reduction of \$12,000 in the estimate submitted by the Secretary-General.

Analysis of reductions recommended

Chapter I

(iii) Temporary assistance.....	}	\$12,000
(v) Travel on official business.....		
Chapter II		
(iii) Temporary assistance.....	}	
(v) Travel on official business.....		
(vi) Travel and removal of staff and dependents...		
(xiii) Communications services.....		
(xviii) Permanent equipment.....		

PART V. INFORMATION CENTRES

(Exclusive of the Information Centre at Geneva)

Section 20. Information Centres

	\$
Estimate submitted by the Secretary-General.....	905,100
Estimate recommended by the Advisory Committee.....	905,100

Budget amounts (total for section)

\$			
877,400	1954	Posts authorized.....	74
905,100	1955	Posts requested.....	74
905,100	1955	Posts recommended by the Advisory Committee.....	74

191. As compared with 1954, the estimated requirements for the information centres during 1955 show an increase of \$27,700, due mainly to the inclusion of a full year's provision for the new centres opened during 1954 at Athens and Bogotà.

192. Pending the review of the organization and work of the information centres to be undertaken early in 1955, the present estimates follow the pattern of 1954. The Advisory Committee does not wish, by submitting far-reaching recommendations at this stage, to prejudge in any way the organizational changes which the Secretary-General may propose either as regards the functioning or the geographical distribution of the centres. Any such changes will doubtless have regard to the views expressed in previous years by the Fifth Committee and by the Advisory Committee in respect of the organization of information activities in general, and the information centres in particular. The Committee suggests, in addition, that special attention should be paid to the number and classification of posts in the centres.

193. Apart from this general review, two particular matters related to expenditure under this section will come under study during 1954 and 1955. The first concerns the Postal Administration and Travel Unit attached to the London Centre, where experience to date shows that there is little, if any, advantage in retaining a branch office of the Headquarters Postal Administration, because of the tendency among local philatelists to rely solely on the services of established dealers for purchases of United Nations stamps. The second matter concerns the system of differentials applied to the salaries of professional staff and the desirability of adjusting salaries so that they shall not be out of proportion to those paid to officials in comparable employment in the countries where such staff are stationed. The Committee is informed that the Secretary-General proposes in the near future to review the existing system, in consultation with the competent executive authorities of the specialized agencies; isolated action in the matter on the part of any single organization would, in his opinion, be clearly inconsistent with the requirements of administrative co-ordination.

194. Subject to the economy that may result during 1955 from these comprehensive and specific reviews, the Advisory Committee recommends an appropriation of \$905,100, the figure submitted by the Secretary-General.

PART VI. SECRETARIATS OF REGIONAL ECONOMIC COMMISSIONS (OTHER THAN THE ECONOMIC COMMISSION FOR EUROPE)

Section 21. Secretariat of the Economic Commission for Asia and the Far East

	\$
Estimate submitted by the Secretary-General.....	1,152,300
Estimate recommended by the Advisory Committee.....	1,137,300 ³⁴

³⁴ Subject to the observations in paragraph 27 above on the allowances and representation allowances for Under-Secretaries and other high officials.

*Budget amounts
(total for section)*

\$			
1,123,900	1954	Posts authorized.....	154
1,152,300	1955	Posts requested.....	154
1,137,300	1955	Posts recommended by the Advisory Committee.....	154

195. The 1955 estimate for the secretariat of the Economic Commission for Asia and the Far East is \$28,400 higher than the appropriation authorized for 1954. This increase is due mainly to the proposed addition of nine new posts (three Professional and six secretarial). As against this, nine posts of manual workers have been transferred to temporary assistance so that the total number of posts remains unchanged as between the two years. Other factors governing the estimate are the cost-of-living allowance for Professional staff of 10 per cent of base salaries as adjusted by the salary differential authorized during 1954 (representing an increase of \$37,340 for 1955), and the rise in the exchange rate of the United States dollar from 18 bahts in 1954 to 21 bahts, as calculated for 1955.

196. The principal change in the presentation of the 1955 budget, as compared with 1954, is the merger of the Bureau of Flood Control with the rest of the secretariat of the Commission.

197. The Secretary-General has not yet undertaken a review of the organization and establishment of the regional economic commissions. It is, however, expected that such a review, corresponding in scope and extent to that carried out at Headquarters, will be made early in 1955, and that the conclusions will be reflected in the budget proposals for 1956. Except therefore for the organizational change referred to above, the estimate for 1955 is based on the approved work programmes and on the existing organization of the secretariat of ECAFE.

198. The Advisory Committee takes note of the Secretary-General's view that the Commission's establishment has now reached a point of stability. On this basis, a reduction would seem justified in the items for temporary assistance and consultants and official travel, the reductions to be respectively \$5,000 and \$10,000. In making this recommendation the Committee takes account of (a) the addition of nine new posts in 1955, which should be reflected in a saving on temporary assistance; (b) the possibility of making greater use of Headquarters staff (as is done, for example, in the fields of public finance and taxation) for specific studies required by the Commission; and (c) the fact that during recent years sufficient contacts have been established with governmental agencies and departments to enable members of this secretariat to obtain necessary material and data by correspondence rather than by personal meetings.

199. The Advisory Committee accordingly recommends an appropriation of \$1,137,300, representing a reduction of \$15,000 in the estimate submitted by the Secretary-General.

Analysis of the reductions recommended

Chapter I	\$
(ii) Consultants.....	5,000
(iii) Temporary assistance.....	
Chapter III	
(i) Travel on official business.....	10,000

*Section 22. Secretariat of the Economic Commission
for Latin America*

\$	
Estimate submitted by the Secretary-General.....	970,200
Estimate recommended by the Advisory Committee.....	960,000 ³⁵

*Budget amounts
(total for section)*

\$			
958,700	1954	Posts authorized.....	133
970,200	1955	Posts requested.....	157
960,000	1955	Posts recommended by the Advisory Committee.....	157

200. The estimated requirements of the secretariat of the Economic Commission for Latin America during 1955 exceed the 1954 appropriation by \$11,500. Pending the review to be made early in 1955, no changes are proposed in the organization or functions of the Commission's secretariat. Twenty-four new posts are requested, and the Secretary-General expects that "with the increase of staff provided for ECLA in the 1955 budget, a similar stage of stabilization will have been achieved in the budget for the secretariat of that Commission".

201. The main reason why the budget increase is limited to \$11,500 in spite of the proposed addition of twenty-four posts is that there has been a steady appreciation of the exchange value of the United States dollar in terms of the Chilean peso and the Mexican dollar, in the former case from 130 pesos to 250, and in the latter from 8.63 Mexican dollars to 12.49.

202. In this connexion, it may be noted that there has been a progressive increase in the staffing of this secretariat, seven posts having been added in 1953, thirteen in 1954, and twenty-four being proposed for 1955. This last addition would assimilate the ECLA establishment to those of ECE and ECAFE. The Advisory Committee trusts that this represents the final stage in the process of stabilization, and that the Secretary-General's forthcoming review of the three regional economic commissions will result in an equitable distribution of the staffing and workload among the three commissions; and, further, that it will ensure that their work is integrated and co-ordinated to the fullest extent possible with that of the Department of Economic and Social Affairs and of the Technical Assistance Administration at Headquarters. On this understanding the Committee is prepared to concur in the proposed addition of twenty-four posts.

203. On the basis of considerations similar to those applying to ECAFE, the Advisory Committee recommends an appropriation of \$960,000 for section 22, representing a reduction of \$10,200 in the estimate presented by the Secretary-General.

Analysis of the reductions recommended

Chapter I	
(ii) Consultants.....	\$ 10,200
(iii) Temporary assistance.....	
Chapter III	
(i) Travel on official business.....	

³⁵ Subject to the observations in paragraph 27 above on the allowances and representation allowances for Under-Secretaries and other high officials.

PART VII. HOSPITALITY

Section 23. Hospitality

	\$
Estimate submitted by the Secretary-General	20,000
Estimate recommended by the Advisory Committee.....	20,000
1953 (actual expense).....	17,833
1954 (appropriation).....	20,000

204. The estimate submitted by the Secretary-General under this section is related to the hospitality expenses of the Organization, and includes provision for the reimbursement of staff members not in receipt of representation (or comparable) allowances for expenses necessarily incurred in connexion with official duty. Any such expenditure requires the prior approval of the Secretary-General. The Advisory Committee recommends an appropriation of \$20,000.

PART VIII. CONTRACTUAL PRINTING

*Section 24. Official Records**Section 25. Publications*

	\$
Estimate submitted by the Secretary-General.....	1,439,000
Estimate recommended by the Advisory Committee.....	1,400,000
1953 (actual expense).....	1,496,339
1954 (appropriation).....	1,465,770

205. The combined total of sections 24 and 25, which are related to the external printing under contract of the Official Records and Publications of the United Nations, is estimated for 1955 at \$1,439,000, representing a reduction, by comparison with the 1954 appropriation, of approximately \$27,000, the whole of which occurs under section 24—Official Records. Actual expenditure during 1953 (\$1,496,339) was approximately \$57,000 larger than the present estimate.

206. The problem of United Nations documentation—how to reduce volume and improve quality—has increasingly engaged the attention of the General Assembly, the Councils and the Secretary-General during recent years. Efforts have been intensified in the past twelve months to find practicable solutions to this problem which, though presented above in two principal parts, raises a number of subsidiary problems which are substantive, administrative and technical in character. The Advisory Committee considers it sufficient, in view of those efforts, to comment at this stage on only a few points of major importance.

207. In studying during 1953 possible methods of controlling documentation, the Advisory Committee suggested that a decision on the administrative arrangements best fitted to the purposes in view should be left to the Secretary-General “who is in a position . . . to determine the precise form in which control may best be exercised, whether, for example, through a small, internal committee, or through the office of a chief editor” (A/2403, paragraph 28). The Committee added the recommendation that, subject to the predominant authority of the Secretary-General, the control function should receive the fullest possible support.

208. The form of control proposed for 1955 is set out in two sections of the budget estimates. In section 6, the Secretary-General proposes the establishment in his

Executive Office of a post of director “to co-ordinate and control the implementation of the United Nations publications programme at Headquarters and in overseas offices”. The second proposal, in section 11, is to transfer the Editorial Control Unit in Conference Services to the Office of the Under-Secretary, who would thereby be directly associated with the function and responsibility of that Unit, and—as is undoubtedly intended—bring to it the authority of his rank. Further points of control exist, or should exist, in every department, division or section where documents or the raw material of documents are planned, and where in the past the function of control demonstrably has been too little understood.

209. The Advisory Committee is informed that the director to be appointed to the Executive Office will serve in two capacities, first, as Chairman of the Publications Board and, secondly, as chief editor responsible for the over-all editorial control of documents submitted for reproduction in whatever form. In weighing this proposal, which obviously involves a complex and delicate distribution of administrative authority, the Committee takes account of two considerations: (a) that it is essential to invest the director in question with the fullest power—consisting on the one hand, of a control, albeit limited, of programmes through the Publications Board and, on the other, of a supervisory editorial control; and (b) that the Editorial Control Unit cannot conveniently be divorced from the department which contains the language and documents control and reproduction services. Much will clearly depend, under the Secretary-General's proposal, on the nature of the arrangements to be made for day-to-day contacts between the director in charge of documentation and the Chief of the Editorial Control Unit in Conference Services, as well as on the definition of their respective responsibilities. Above all, the Committee believes that, where the projected function of control and co-ordination is concerned, considerations having to do with the person to be selected for the function—with his ability, that is, to bring to the control function the power of guidance and persuasion essential to any improvement of quality—and with his administrative relationship to the Secretary-General are no less important than the structure and situation of the Director's office. As regards the last of these considerations, the Committee wonders whether there is not a strong case, first, for placing the point of supervisory control in closest proximity to the point of editorial control, within the Department of Conference Services, and secondly—in the event of such an arrangement—for granting to the Director the right of direct access to the Secretary-General, so that in any consultations with substantive departments his authority may not be open to question.

210. On the details of the estimates, the Advisory Committee recommends an appropriation of \$700,000 for section 24, or a reduction of \$4,000. Many, though not all, of the elements on which requirements are estimated fall outside the scope of the Secretary-General's control, for example, the number of sessions of functional commissions of the Economic and Social Council to be held in a given year, or the number of meetings of the Security Council and its subsidiary bodies (which is calculated, in the present estimate, on an average of recent years). There are, nevertheless, grounds for anticipating a further economy within the near future, if not in 1955. The Trusteeship Council, for example, has already taken action to reduce the form and size of its

annual reports to the General Assembly, having agreed that, as regards the Trust Territories, comprehensive reports to the Assembly should be presented only every third year, at the time of the Council's examination of a visiting mission's report on a given Territory; in the intervening years, progress reports would be submitted dealing solely with important developments in a Territory and with the Council's conclusions thereon.

211. A further matter in regard to which a limited discretion rests with the Secretary-General concerns the reproduction of supplements of the General Assembly and of the Councils. In general, documents classified as supplements are either reproduced *ab initio* in printed form or first mimeographed in a strictly limited number of copies, so that duplication of processes shall be held to an absolute minimum. The discretion which may be exercised is twofold: (a) to narrow the interpretation of what constitutes a supplement; and (b) to reproduce certain supplements only in mimeographed form. Since both questions are of a technical character, the Advisory Committee would not attempt the formulation of any rigid rule, being satisfied that the Secretary-General is determined to achieve whatever economies may be possible under this section.

212. Where section 25—Publications—is concerned, the Secretary-General's discretion is a larger one, for whereas virtually every item in section 24—Official Records—constitutes a statutory obligation under the rules of procedure, the publications programme of the United Nations (section 25) contains many items on which the Secretary-General has both a right and a duty to make a judgment, through the agency of the Publications Board or his staff of editors or under his general authority as chief administrative officer. His judgment may in many cases extend to such matters as form of presentation and reproduction, date of submission, the inclusion or exclusion of material, etc.; in other cases again it may be absolute, involving the suspension of any further work on a particular document. But in every case it is his unquestioned prerogative to submit to United Nations bodies proposals regarding their documentation, whether this has already been approved or is merely projected.

213. It is in this sense that the Advisory Committee understands the important proposals which the Secretary-General has submitted to the Economic and Social Council at its eighteenth session (E/2598, paragraph 27; and annex, page 3), in connexion with which he states the view that "the volume of documentation at present furnished to the Council could be considerably reduced without adverse effect on the Council's work", and makes the following additional observation:

"The relation between United Nations programmes and documentation needs no explanation. The importance of reducing the volume and enhancing the quality of the documentation prepared by the Secretariat, a matter on which the General Assembly has expressed its concern, is implicit in many of the proposals made above [regarding the Departments of Economic Affairs and Social Affairs], and I shall at this point make only the briefest reference to the problem. In addition to the categories of documents to which I have already referred, there are certain documents common to both the economic and social sides of the work of the Council, notably those dealing with co-ordination questions as such, which, I submit, should be reduced in scope or eliminated altogether."

214. It is in this light that the Advisory Committee has examined the Secretary-General's proposal for the provision of \$735,000 in respect of section 25, or the sum appropriated for 1954. This proposal is accompanied by the statement that "it is expected that generally the review [of work programmes of the Headquarters departments] will result in a 1955 publications programme not higher than that provided for in the 1954 appropriations". It is, however, for consideration whether such an approach takes sufficient account of the determined efforts of which the Secretary-General himself has given proof, or of the administrative arrangements that are projected, for the express purpose of controlling the volume of documentation. The Committee accordingly considers it reasonable that the 1955 appropriation should be reduced, if only by a slight margin, below that approved for 1954. A decrease of \$35,000 is recommended.

215. Attention is drawn in the budget document to the heavy annual expenditure for the printing of the volumes in the *Treaty Series*, of which no less than twenty have appeared in the first half of 1954. For 1955, forty-eight volumes are planned for printing, at a cost of some \$103,000, representing almost one-seventh of total estimated requirements under section 25. Furthermore, since the number of treaties registered in that and subsequent years is expected to be at the rate of sixty volumes annually, and considerable arrears of printing will be carried over from 1954, a situation is developing parallel to that in the Official Records, where arrears of up to eight years have accumulated at heavy cost. The initiative for a reduction on this particular printing item rests with the General Assembly, which in 1950, after considering reports submitted on the matter by the Secretary-General³⁶ and the Advisory Committee,³⁷ requested the Secretary-General "when acting under article 12 of the regulations to give effect to Article 102 of the Charter of the United Nations, to continue, as economically as practicable, without undue delay and without sacrifice of uniformity in style and record permanence, to publish all treaties and international agreements in their full and unabridged form, including all annexes, provided however that, in the reproduction of annexes, he may in his discretion employ less expensive methods of reproduction" (resolution 482 (V), paragraph 5).

216. It is doubtful whether a lowering of the standard of reproduction of these volumes would yield any appreciable saving or be desirable in itself. A similar consideration applies to the free mailing list which, as reviewed periodically by the Advisory Committee, appears to be restricted within reasonable limits. The question is therefore one of principle; subsidiarily, it is also a question of the proportion of available funds that may reasonably be allotted to a single project, and in view of the progressive and serious increase in costs, the Committee suggests that the matter might be examined by the General Assembly.

217. Finally, the Advisory Committee wishes to comment on the distribution of printing orders. The 1953 figures show that, while about 42 per cent by value of printing orders was placed outside the host country, less than 20 per cent of the total expenditures was incurred in "soft currency" areas. The Committee appreciates the complexity of this problem, in which factors

³⁶ See *Official Records of the General Assembly, Fifth Session, Sixth Committee, Annexes*, agenda item 54, document A/1408.

³⁷ *Ibid.*, Supplement No. 7, paragraphs 329 to 332.

of time, availability of suitable printing facilities and supervision of printing work done away from Headquarters (or other United Nations offices) are involved. It has, moreover, no doubt that the Secretary-General is alive to the importance which Members attach to the fullest possible use of soft currencies. Indeed, for 1954 the distribution figures are likely to show improvement, since during the first half-year the proportion of orders placed in soft currency areas has reached approximately 30 per cent. The Committee therefore merely suggests that in cases (and these are many) where, with careful planning, urgency in the preparation of documents can be avoided, the due date for delivery of the material for printing should be related to printing in soft currency areas, to the exclusion of facilities in other areas that might permit of an extension of that date.

218. The detailed figures for the two sections are set out below:

Section 24. Official Records

	\$
Estimate submitted by the Secretary-General.....	704,000
Estimate recommended by the Advisory Committee.....	700,000
1953 (actual expense).....	733,783
1954 (appropriation).....	730,800

An appropriation of \$700,000 is recommended, representing a reduction of \$4,000 in the estimate submitted by the Secretary-General.

Section 25. Publications

	\$
Estimate submitted by the Secretary-General.....	735,000
Estimate recommended by the Advisory Committee.....	700,000
1953 (actual expense).....	762,556
1954 (appropriation).....	734,970

An appropriation of \$700,000 is recommended, representing a reduction of \$35,000 in the estimate submitted by the Secretary-General.

219. It is further recommended that the Secretary-General should be granted authority to administer sections 24 and 25 as a single unit and thereby to transfer funds between them at his own discretion.

PART IX. TECHNICAL PROGRAMMES

Section 26. Technical Assistance Administration

Section 27. Economic development

Section 28. Social activities

Section 29. Public administration

	\$
Estimate submitted by the Secretary-General.....	1,779,600
Estimate recommended by the Advisory Committee.....	1,779,600
1953 (actual expense).....	1,779,600
1954 (appropriation).....	1,779,600

220. The estimates presented in part IX comprise the total contribution made from the regular budget of the United Nations towards technical assistance activities organized in terms of General Assembly resolutions 58 (I), 200 (III), 305 (IV), 418 (V), 518 (VI) and

723 (VIII). The amount of \$1,779,600 included in this part of the 1955 estimates is distributed among the sections as follows:

	\$
Section 26.....	386,700
Section 27.....	479,400
Section 28.....	768,500
Section 29.....	145,000

221. The provision is proposed in the same amount as in previous years, inasmuch as it is treated as a lump-sum grant-in-aid to UNTAA, and merged with funds allocated by the Technical Assistance Board for activities under the Expanded Programme of Technical Assistance.

222. As in past years, the detailed estimates presented under section 26 include information on the total administrative and indirect operational costs connected with the technical assistance programmes within the responsibility of the United Nations. The estimates amount to \$1,336,000 (gross), or \$1,146,500 net after deduction of revenue from staff assessment. The table below shows the staffing and costs proposed for 1955 as compared with those for 1953 and 1954:

Year	Number of posts	Administrative costs (gross) \$	Indirect operational costs (gross) \$	Total costs (gross) \$
1955.....	135	419,750	916,250	1,336,000
1954.....	162	485,900	1,062,600	1,548,500
1953.....	182	491,450	1,147,550	1,639,000

223. The Advisory Committee is pleased to note that, in compliance with the views expressed in the Fifth Committee at the last session of the General Assembly, an over-all review of the staffing of UNTAA made it possible, in the early months of 1954, to reduce the number of established posts from 162 proposed in the 1954 estimates to 135, or a saving on a full-year basis of about \$250,000. Based on this review, UNTAA has been organized into four main units: the Office of the Director-General, the Executive Office (including the secretarial pool), the Programme Division and the Public Administration Division. The 1955 estimates reflect the revised organization.

224. The Advisory Committee understands that, having regard to the action taken by UNTAA and the substantial economies thereby achieved, the Secretary-General, in his review of Headquarters departments, has confined himself for the present to studying the question of the retention of a separate Technical Assistance Administration. The Committee notes the Secretary-General's view that "there is, on balance, an advantage in maintaining at this stage a separate Technical Assistance Administration" (E/2598, paragraph 34), though he intends at a later date to undertake a further review of the organization and work of UNTAA, UNICEF and the regional economic commissions.

225. Nevertheless, from the purely administrative and financial standpoint, the Committee adheres to the view that the continued separation of UNTAA is of doubtful justification, particularly with a re-organized single Department of Economic and Social Affairs directing greater attention to problems connected with the economic and social development of less developed areas. The Committee trusts therefore that the Secretary-General will find it possible, as a final stage in the re-organization of the Secretariat, to merge UNTAA with the unified substantive department.

226. As regards the details of the administrative

and indirect operational costs, estimated for 1955 at \$1,336,000 (gross), or \$1,146,500 (net after deduction of staff assessment), the Advisory Committee has related its review to its own recommendation in its first report to the ninth session of the General Assembly (A/2661, paragraph 22), on the optimum proportion of such costs to total expenditure for Expanded Programme activities. In brief, it is the Committee's opinion that for a programme of the size of the Expanded Programme, a reasonable proportion of administrative and indirect operational costs to total costs would be less than 12 per cent. In view, however, of the difficulties of achieving a reduction in present costs to this optimum level, the Committee recommended, as a first step, that efforts should be made to reduce costs by the end of 1955 to 12-14 per cent. On the assumption that funds available during 1955 for these activities from all sources are at the same level as in 1954, that is, \$6,348,000, the figure of \$1,146,500 would represent approximately 18 per cent of total costs.

227. Although this proportion is certainly high, the Committee recognizes the determined efforts made by UNTAA to reduce administrative costs. It also recognizes that a further scaling-down of such costs would, if attempted within a very short period of time, present great difficulty. At the same time, however, it notes that since the work of the new Department of Economic and Social Affairs will be so directed as to afford continuous and substantial support to the activities of UNTAA, the maintenance in the latter department of substantive establishments to deal with matters within the province of the Department of Economic and Social Affairs would constitute an unnecessary duplication. Furthermore, some additional reduction seems possible in the staffing of the Office of the Director-General and of the Programme Division. Similarly, while recognizing that the General Assembly, by resolutions 518 (VI) and 723 (VIII), has placed a continuing and special responsibility on the Secretary-General for work on public administration, the Committee feels that the staffing of the Division of Public Administration is disproportionate to the amount of operational funds expended.

228. The Advisory Committee is therefore of the opinion that, as a first step, a reduction of \$30,000 in the 1955 estimate of \$1,336,000 might reasonably be anticipated. It urges that the Secretary-General, in reviewing during 1955 the organization and work of UNTAA, should have regard to the above recommendation of the Committee and seek to achieve a substantial staffing economy. This is the more desirable since it is obvious that any reduction in administrative costs will serve to increase amounts available for operational activities.

229. Subject to the above observations, the Advisory Committee recommends that the appropriations for the under-mentioned sections should be approved at the figures submitted:

	\$
Section 26.....	386,700 ³⁸
Section 27.....	479,400
Section 28.....	768,500
Section 29.....	145,000
TOTAL, PART IX	\$1,779,600

³⁸ Subject to the observations in paragraph 27 above on the allowances or representation allowances of Under-Secretaries and other high officials.

PART X. SPECIAL EXPENSES

Section 30. *Transfer of the assets of the League of Nations to the United Nations*

	\$
Estimate submitted by the Secretary-General.....	649,500
Estimate recommended by the Advisory Committee.....	649,500
1953 (actual expense).....	649,466
1954 (appropriation).....	649,500

230. The Advisory Committee concurs in the proposed appropriation for section 30 of \$649,500, to provide for the payment during 1955 of the fifth of fifteen equal annual instalments in accordance with paragraph 1(a) of General Assembly resolution 250 (III) of 11 December 1948 concerning the transfer to the United Nations of the permanent capital assets of the League of Nations. These payments, which are related to credits due to certain Member States in respect of that transfer, will continue until 1965. Payments made under the transfer will amount by the end of 1954 to approximately \$2,598,000, and the balance outstanding for payment during the ten-year period 1956 to 1965 will amount to \$6,494,660.

Section 31. *Amortization of the Headquarters construction loan*

	\$
Estimate submitted by the Secretary-General.....	2,000,000
Estimate recommended by the Advisory Committee.....	2,000,000
1953 (actual expense).....	1,500,000
1954 (appropriation).....	1,500,000

231. The Advisory Committee recommends an appropriation of \$2,000,000 for section 31, to meet the fifth annual instalment in repayment of the interest-free loan of \$65,000,000 advanced by the Government of the United States of America towards the construction of the United Nations Headquarters. The total of repayments made will amount by the end of 1954 to \$5,000,000, leaving a balance outstanding of \$60,000,000, which, under the terms of the Loan Agreement, is to be repaid by 1 July 1982 according to the following graduated scale of annual instalments:

	\$
1955 to 1959.....	2,000,000
1960 to 1975.....	2,500,000
1976 to 1981.....	1,500,000
1982.....	1,000,000

PART XI. JOINT STAFF PENSION BOARD AND UNITED NATIONS STAFF PENSION COMMITTEE

Section 32. *Joint Staff Pension Board and United Nations Staff Pension Committee*

	\$
Estimate submitted by the Secretary-General.....	117,600
Estimate recommended by the Advisory Committee.....	117,600

Budget amounts (section total)

	\$		
93,020	1954	Posts authorized.....	7
117,600	1955	Posts requested.....	8
117,600	1955	Posts recommended by the Advisory Committee.....	8

232. In resolution 772 (VIII), the General Assembly approved an amendment to article XXVII of the regulations of the United Nations Joint Staff Pension Fund to provide that, as from 1 January 1955 (a) expenses incurred in the administration of those regulations shall be met by the Fund and not, as previously, out of the regular budgets of member organizations; (b) the estimates of such expenses shall be submitted annually to the Assembly for approval; and (c) expenses incurred in the administration of the regulations by the staff pension committee of a member organization shall be met out of the general budget of that organization.

233. The Joint Staff Pension Board and the United Nations Staff Pension Committee are served by a single secretariat. Accordingly, it has been necessary, in order to determine the amount chargeable to the Fund and falling therefore to be reimbursed to the United Nations (a) to consolidate in the present section certain items previously figuring in the estimates for the Department of Administrative and Financial Services and Common staff costs; and (b) to apportion the salary and other staff costs of the joint secretariat on the basis of the duties performed respectively for the Joint Board and the United Nations Staff Pension Committee.

234. The distribution referred to in (b) above is proposed in the proportions of two-thirds of net staff costs in the case of the Board, and one-third in the case of the Committee. Other costs can be identified by their purpose.

235. For convenience of reference, expenditure, as estimated for 1955, which is chargeable to the Fund is listed below, with an indication of the chapters in section 32 and other sections under which the items arise:

Section 32

	\$
Chapter I (i). Established posts (two-thirds).....	36,900
Chapter I (ii). Consultants (total of estimate).....	34,800
Chapter I (iii). Temporary assistance (total of estimate).....	1,400
Chapter II. Common staff costs (two-thirds).....	8,490
Chapter III (ii). Travel and subsistence of staff (total of estimate).....	3,690
	<hr/>
	\$85,280
Less: staff assessment deducted at source by the United Nations.....	7,220
	<hr/>
	\$78,060

Section 6

Chapter III (i). Services of investment officers in the Office of the Controller (net salary cost <i>plus</i> common staff costs (section 15)).....	7,680
Chapter III (iv). Investments Committee.....	2,500

Section 1

Chapter V. External audit.....	900
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Section 16

Chapter I. Communication services.....	1,060
	<hr/>
Total chargeable to the Fund and ranking for reimbursement to the United Nations.....	\$90,200

236. On the details of the estimates, the Advisory Committee concurs, in view of the increased work-load, in the addition of one post at the principal level in the General Service category which has hitherto been charged to temporary assistance.

237. The Committee is concerned to note that the Board's session will necessitate expenditure during 1955 of an amount of \$7,690 for the attendance at the annual meeting of the Board to be held in Paris of nine members of the United Nations Staff Pension Committee. In so far as the representation of the Secretary-General and the participants is concerned, every effort will presumably be made, through a combination of attendance at the session with home leave (and, where advantageous for that purpose, through the use of alternate members), to hold the expenses to a minimum. It seems, indeed, to the Advisory Committee that there may be a case, in view of the factor of cost, for a reduction in the frequency of sessions of the Board or in the membership of the United Nations Staff Pension Committee. Such a change would require an amendment of the Pension Fund regulations.

238. Subject to the foregoing observations, the Advisory Committee recommends an appropriation of \$117,600 for section 32.

PART XII. INTERNATIONAL COURT OF JUSTICE

Section 33. The International Court of Justice

	\$
Estimate submitted by the Secretary-General.....	764,600
Estimate recommended by the Advisory Committee.....	600,450
1953 (actual expense).....	585,537
1954 (appropriation).....	621,980

239. The 1955 estimate for section 33 shows at \$764,600 an increase of almost \$143,000 as compared with the 1954 appropriation. Excluding, however, the proposal, under item (ii) of chapter I, for the funding of members' pensions, which represents an addition of \$162,000, there is, on a comparable basis for the two years, an effective net decrease of approximately \$20,000. Of this decrease, \$4,000 arises under chapter I, \$12,000 under chapter II and \$3,400 under chapter III. Furthermore, all the particular items in these three chapters, with the exception of the item for the funding of pensions, show either a reduction or no change as compared with 1954.

240. The proposed funding of members' pensions is submitted for the second year in succession, and the Advisory Committee has again given this matter its careful attention. The scheme has its origin in a report of a joint sub-committee of the Fifth and Sixth Committees which recommended to the General Assembly at the second part of its first session that a special pension fund should be set up with a view to stabilizing the annual charge on the budget. The General Assembly did not, however, take action at that time in regard to the sub-committee's proposal, and no reference thereto is made in resolution 86 (I) of 11 December 1946 concerning the pensions of members of the International Court of Justice.

241. As is indicated in the budget document, an annual amount of \$175,900 would be required for a period of fifteen years from 1955, this amount including \$65,000 in respect of a deficiency accumulated during the years 1946 to 1954 when no contributory payment was made towards the funding of pensions. It is further estimated that, once the deficiency has been liquidated, the annual cost would fall to approximately \$111,000.

242. It is the view of the Advisory Committee, based on purely budgetary grounds, that the proposal involves too heavy an outlay at a time when strenuous efforts are being exerted to reduce the general costs of the Organization, and that, since the pensions of the members of the International Court are non-contributory, there does not appear to be an imperative reason to adopt in their case a procedure different from that applying to the non-contributory pension of the Secretary-General of the United Nations.

243. In the draft resolution relating to unforeseen and extraordinary expenses, the Secretary-General suggests that, in the event of the General Assembly's not adopting the proposal to create a pension fund, a proviso should be added to that resolution for the payment of pensions of members not re-elected, to an amount not exceeding \$26,000. On this basis the Advisory Committee recommends that the estimate under item (ii) of chapter I in section 33 should be reduced by \$162,150 to \$13,750, for the amount required for the payment of pensions already awarded.

244. On the remaining items of this section, which in general appear to be reasonably estimated, the Committee has no comments to offer. It considers, however, that a reduction of \$2,000 should be possible in chapter IV—permanent equipment—and particularly as regards the purchase of filing cabinets and typewriters.

245. Accordingly, the Advisory Committee recommends an appropriation of \$600,450³⁹ for section 33, representing a reduction of \$164,150 in the estimate submitted.

Analysis of reductions recommended

	\$
Chapter I (ii). Pension fund contributions.....	162,150
Chapter IV.....	2,000
TOTAL	\$164,150

ESTIMATES OF MISCELLANEOUS INCOME

Estimate submitted by the Secretary-General.....	\$ 6,773,100
Estimate recommended by the Advisory Committee.....	6,783,100
1953 (actual revenue).....	6,787,372
1954 (approved estimate).....	6,760,000

246. Miscellaneous income as estimated for 1955 by the Secretary-General comprises the following principal items:

	\$
Assessments on salaries and allowances of staff.....	4,600,000
Rental income (space charges).....	298,500
Reimbursement for staff and services furnished to specialized agencies and others.....	382,000
Sale of Official Records and publications.....	300,000
Revenue from film distribution.....	30,000
Interest on investments.....	140,000
Contributions of non-Member States.....	111,500
Revenue from sales of stamps.....	450,000
Visitors' Service.....	245,000
United Nations Gift Centre.....	60,000

247. In comparison with the approved figures for 1954, the estimates show an increase of \$13,100. The

³⁹ Subject, in so far as the Registry of the Court is concerned, to the observations in paragraph 27 above on the allowances or representation allowances for Under-Secretaries and other high officials.

more important increases occur under interest on investments (\$15,000), contributions of non-Member States (\$55,000), sales of United Nations stamps (\$15,000), Visitors' Service (\$30,000) and Gift Centre (\$10,000), while income from the sale of used office, transportation and other equipment, etc. shows a marked decrease (\$25,300). The estimate in respect of assessments on salaries and allowances of staff is subject to adjustment on submission, during the ninth session of the General Assembly, of detailed estimates in respect of section 5—special missions and related activities.

248. Certain of these estimates are necessarily tentative in character, and the Committee hesitates to recommend an adjustment in figures that are calculated on the best information at present available. Nevertheless, where the publications of the United Nations are concerned, it feels justified in recommending a token increase of \$10,000 to reflect, in the first place, the continuing and determined efforts of the Secretariat to promote the volume of sales and, in the second place, the contractual arrangements recently entered into for the management of the Book Shop at Headquarters, which are likely to result in a larger revenue.

249. As regards the sale of United Nations stamps, the Advisory Committee considers that a further request might be addressed to the appropriate authorities for their concurrence in an arrangement similar to that in force at Headquarters whereby United Nations stamps might be used for postal purposes by the European Office and the International Court of Justice.

250. During recent years there has been a steady increase in the number and complexity of the revenue-producing, commercial activities in which the United Nations is engaged, and the Board of Auditors in paragraph 8 of its report on the 1953 accounts (A/2649, page 38) suggests that steps should be taken towards rationalizing the financial controls and accounting procedures. It seems necessary also to the Advisory Committee that, if revenue from such activities is to be increased, the process of review should include, apart from the general operating efficiency, the specific issue of the overhead expenditure that is incurred. The Committee further suggests that full information, beyond that submitted in the report on the supplementary estimates, on all commercial activities should be furnished annually to the General Assembly.

251. Special reference may be made to two of the revenue-producing activities of the United Nations: (a) television activities; and (b) the Visitors' (Guided Tours) Service. At present, television activities are run on a self-financing basis, the revenue accruing from the television material being set off directly against the cost of production. At the same time, however, the estimates for section 10 of the budget include an annual provision which, for 1955 and recent years, has amounted to \$18,000, representing a part of the net deficit on such activities. Other items are included in sections 16—Common services—and 17—Permanent equipment. The Committee recommends that, as from 1956, the full details of television operations should be shown in section 10, with a corresponding entry in the estimates of miscellaneous income.

252. The Visitors' (Guided Tours) Service is managed by the American Association for the United Nations under a contract providing that net revenue shall be paid to the United Nations. The Association engages the necessary staff, consisting of guides and other administrative and clerical personnel. In addition,

staff charged directly to the gross revenue from this Service (and not reflected in the departmental manning-tables) is employed in the Department of Public Information (section 10) for the purpose of briefing the guides.

253. In view of the fact that the Visitors' Service is essentially in the nature of a public relations programme, the Advisory Committee feels that, from the standpoint of orthodox administrative and budgetary practice, the service should form an integral part of the United Nations Secretariat, perhaps of the Department of Public Information. It therefore recommends that consideration should be given to the possibility of operating

the Visitors' Service as a programme of the Secretariat.

254. Similarly, the Committee suggests that the operation of the United Nations Gift Centre should be the subject of further study with a view to determining whether the Centre might not more appropriately be organized as a direct activity of the United Nations, in preference to the existing arrangement whereunder the United Nations Co-operative, Inc. acts as an agent.

255. Subject to the foregoing observations, the Advisory Committee recommends that the estimates for miscellaneous income should be approved at the figure of \$6,783,100, an increase of \$10,000 in the estimate submitted by the Secretary-General.

PART TWO

GENERAL ADMINISTRATIVE QUESTIONS

SYSTEM OF ALLOWANCES TO MEMBERS OF COMMISSIONS, COMMITTEES AND OTHER SUBSIDIARY BODIES OF THE GENERAL ASSEMBLY OR OTHER ORGANS OF THE UNITED NATIONS

256. The Advisory Committee has also considered the matter referred to it by the General Assembly in resolution 775 (VIII) of 27 November 1953 in the following terms:

"The General Assembly,

"Noting resolution 505 F III (XVI), adopted by the Economic and Social Council on 28 July 1953, concerning the question of the remuneration of members of the Permanent Central Opium Board and the Drug Supervisory Body,

"Noting also the intention of the Secretary-General to undertake, during 1954, a comprehensive study of the system of allowances to members of commissions, committees and other subsidiary bodies of the General Assembly or other organs of the United Nations, and to submit proposals to the General Assembly at its ninth session,

"Requests the Secretary-General to circulate his proposals, together with the comments of the Advisory Committee on Administrative and Budgetary Questions, to all Members four weeks before the opening of the ninth session of the General Assembly."

257. In addition to the above resolution, the Committee has had before it a report of the Secretary-General (A/2687) submitting the comprehensive study referred to in the above text, together with related proposals.

258. The report of the Secretary-General is in two main parts, the one dealing with the system of subsistence allowances, the other with the system of honoraria for rapporteurs of United Nations bodies. The latter part also deals subsidiarily with the question of the remuneration of members of the Permanent Central Opium Board and the Drug Supervisory Body, as well as of members of the Administrative Tribunal. Proposals are submitted by the Secretary-General for the payment of honoraria in respect of work performed on behalf of those three bodies.

THE SYSTEM OF SUBSISTENCE ALLOWANCES

259. The Secretary-General observes in paragraph 5⁴⁰ that the pattern laid down in General Assembly resolution 231 I (III) of 8 October 1948 afforded, with minor exceptions, a rational basis for the system of subsistence allowances, and that, where strictly adhered to, administrative difficulty has not arisen. The Advisory Committee concurs in this observation. Its recommendation in regard to subsistence allowances is intended to

preserve the system intact and, through the removal of certain apparent flaws, to restore and strengthen the basis on which it rests.

260. The Secretary-General submits specific proposals in paragraph 24, section A:

(a) To continue the payment of subsistence allowance at a uniform rate to members of all eligible United Nations bodies; and

(b) To make no change in the rates of allowance laid down in General Assembly resolution 459 (V) of 1 December 1950.

The Advisory Committee is in agreement with these two proposals, which are accordingly recommended for approval.

261. The Secretary-General goes on to refer in the same paragraph to the "special allowance" for members of the International Law Commission which the General Assembly approved in resolution 485 (V) of 12 December 1950, and to express the view that it is not necessary, because of that exception, "to change a basic system designed to provide uniformity in treatment among members of the several commissions and committees of the United Nations". This is clearly a correct view. It should, however, perhaps be amplified, and the Advisory Committee accordingly offers, as a corollary, the further proposition that this comprehensive review affords appropriate occasion for a concurrent review directed to the question whether there remain valid grounds for any exceptions to the system.

262. The General Assembly confirmed in 1950 the principle that the payment of a subsistence allowance does not represent a fee for services rendered. It is therefore for consideration whether the exceptions to which the Secretary-General refers in paragraph 13 of his report or any similar exceptions may in future be admitted. The Advisory Committee draws attention, in particular, to the comments in paragraphs 8 and 9 on the circumstances in which the General Assembly adopted resolution 485 (V) fixing a "special allowance" of \$35 per day for members of the International Law Commission. The position taken at that time by the Fifth Committee seems indeed entirely consistent with the basic principle which the General Assembly itself had re-affirmed. For, in examining the financial implications of a resolution on this subject proposed by the Sixth Committee,⁴¹ the Fifth Committee, having noted the *considerata*⁴² in the resolution, agreed that it would be

⁴¹ See *Official Records of the General Assembly, Fifth Session, Annexes*, agenda item 52, document A/1639, paragraph 11.

⁴² The *considerata* were: (a) the inadequacy of the emoluments then being paid; (b) the importance of the work of the International Law Commission, the eminence of its members and the method of their election; and (c) the length of the sessions.

⁴⁰ Except where otherwise indicated, references are to paragraphs in the Secretary-General's report (A/2687).

difficult in practice and, in any event, undesirable in principle to discriminate between expert bodies in the matter of subsistence allowances.⁴³ Accordingly, the Fifth Committee's recommendation was adverse to the granting of special treatment with respect to such allowances.

263. As indicated in paragraph 259 above, the Advisory Committee concurs in the Secretary-General's two proposals regarding the system of subsistence allowances. The Committee further recommends that no exceptions to that system should be authorized.

THE SYSTEM OF SPECIAL RAPPOORTEURS FOR UNITED NATIONS BODIES

264. On 21 December 1952, the General Assembly adopted resolution 677 (VII) reading as follows:

"The General Assembly,

"Recognizing that the appointment of a person as a rapporteur of a United Nations body confers honour upon his country and distinction upon himself,

"1. Considers that no such appointment should carry remuneration;

"2. Requests all organs of the United Nations to bear in mind in future the views of the General Assembly as expressed in the present resolution."

265. In paragraph 24, section B, the Secretary-General, after referring to the absolute terms in which the General Assembly expressed its opinion on the remuneration of rapporteurs, raises the question "whether it is not desirable so to amend the relevant legislation that it shall conform to the actual practice of the law-making authority of paying an honorarium to special rapporteurs for work between sessions as illustrated in the annual appropriations for the International Law Commission".

266. The Secretary-General goes on to propose that, apart from the specific case of the International Law Commission, consideration should also be given to the possibility that other cases may arise in the future (though these are likely to be few in number and exceptional in character) where the assignment of a given project to a special rapporteur rather than to the Secretariat may be justified. Cases falling within this category would be of the kind described in paragraph 19, in which delicate and controversial matters at issue can, in the Secretary-General's opinion, be better handled by a rapporteur acting in an individual capacity than by the Secretariat. A further criterion would be whether the project in question is of a creative character and can be developed by a special rapporteur to the point where a decision may be taken by the expert body concerned with a minimum of discussion.

⁴³ See *Official Records of the General Assembly, Fifth Session, Annexes*, agenda item 52, document A/1648, paragraph 7(b).

267. Other elements in the Secretary-General's proposal are these:

(a) Before any organ decided to appoint a special rapporteur, it would be the responsibility of the Secretary-General to communicate his views on the various aspects of the proposal.

(b) The necessary financial provision would generally be included in the regular budget estimates. In cases of exceptional urgency, the Secretary-General would seek the concurrence of the Advisory Committee before authorizing any commitment.

(c) The maximum honorarium would be fixed at \$1,500 per annum. No payment would be made in respect of work done in the course of a session of an expert body.

268. Were the Advisory Committee able to accept the basic premise of this proposal, it would not question the procedure outlined by the Secretary-General, which represents a sound and workable arrangement. But this general matter of the appointment and remuneration of special rapporteurs has been considered by the Committee on several occasions during the years 1949 to 1954, and its views differ at certain points from those of the Secretary-General. They are summarized below:

(a) It is a function of the Secretariat, as an integral organ of the United Nations, to take an active part in every aspect of the work, however controversial or delicate. This is demonstrated by the composition of that organ, the standards of integrity and competence laid down in the Charter and in the Staff Regulations, and by the insistence on the international character of its membership. These provisions appear to afford the necessary safeguards for impartial study and action.

(b) It is important that, as a corollary, the Secretariat should not be precluded by reason of the nature of a particular subject, from requesting from Member States whatever information the General Assembly or a Council deems indispensable for a given project, or from submitting whatever proposals a study of such information may dictate.

(c) Finally, it may be questioned whether Governments and private organizations will more readily furnish information relating to controversial issues to an individual member of an expert body than to the Secretariat.

269. On the basis of these views, the Advisory Committee has reached the conclusion that there is no satisfactory alternative to the position taken by the General Assembly in resolution 677 (VII). Accordingly, the Committee is not able to give support to the proposals of the Secretary-General as regards the International Law Commission, the Permanent Central Opium Board and the Drug Supervisory Body, or the Administrative Tribunal.

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