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**ADVISORY COMMITTEE ON ADMINISTRATIVE
AND BUDGETARY QUESTIONS**

**THIRD REPORT TO THE
THIRTEENTH SESSION
OF THE GENERAL ASSEMBLY**

GENERAL ASSEMBLY

OFFICIAL RECORDS : THIRTEENTH SESSION

SUPPLEMENT No. 7 (A/3860)

NEW YORK, 1958

UNITED NATIONS

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AND BUDGETARY QUESTIONS**

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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 A (I) of 13 February 1946.

The members of the Committee are:

Mr. Thanassis Aghnides (*Chairman*);

Mr. Carlos Blanco;

Mr. Eduardo Carrizosa;

Mr. John E. Fobes;

Mr. André Ganem;

Mr. A. H. M. Hillis;

Mr. Kadhim Khalaf;

Mr. T. J. Natarajan;

Mr. Alexei F. Sokirkin.

The Committee decided in December 1957 that its spring and summer sessions should this year be combined. In consequence, at the time of writing, the Committee has held only one session, from 4 June to 25 July 1958, at which the following were among the items considered:

(a) Allocation of the administrative and operational services costs of technical assistance between regular and Expanded Programme budgets;

(b) Administrative and budgetary co-ordination between the United Nations and the International Civil Aviation Organization, with particular reference to the working of the Expanded Programme of Technical Assistance;

(c) The budget estimates of the United Nations for 1959;

(d) The organization, functions and staffing of the Offices of the Controller and of Personnel in the United Nations;

(e) The budget estimates of the United Nations Emergency Force for 1958.

The observations of the Advisory Committee on item (a) were submitted in a separate report (A/3832) which was made available in time for consideration by the Technical Assistance Committee at its 1958 summer session.

Item (b) was the subject of a special study which the Committee undertook during the period 11 to 13 June 1958 at the headquarters of ICAO in Montreal. The Committee's report on this subject is contained in document A/3861.

The present report covers items (c) and (d) while the Committee's observations and recommendations on item (e) have been separately submitted in document A/3839.

The Committee is indebted to the Secretary-General and his associates for their willing co-operation and assistance which have greatly facilitated its task.

Valuable counsel was again given during the past twelve months by the Chairman of the Board of Auditors, and the Committee now records its appreciation.

Lastly, I wish to place on record the Committee's deep appreciation of the tireless efforts and invaluable services of its Secretary who, with the help of his assistant and the secretarial staff, has made it possible for the Committee to discharge its heavy and diverse responsibilities at Montreal and Headquarters with administrative efficiency, technical competence and dispatch. As Chairman, I feel particularly indebted to these devoted servants of the Organization.

24 July 1958

Th. AGHNIDES
Chairman

REPORT TO THE GENERAL ASSEMBLY ON THE BUDGET ESTIMATES FOR 1959

CHAPTER I

APPRAISAL OF THE BUDGET ESTIMATES FOR 1959

ESTIMATES FOR 1959

1. For the year 1959 the Secretary-General proposes (A/3825)¹ a budget of \$59,006,170 on a gross basis.² Income other than staff assessment is estimated at \$5,267,880; in addition, an estimated amount of \$6,086,000, representing income derived from the staff assessment plan, would be available for credit to Member States through the Tax Equalization Fund.³

2. The 1959 budgets of eight specialized agencies⁴ will be the subject of a separate report of the Advisory

¹ *Official Records of the General Assembly, Thirteenth Session, Supplement No. 5.*

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

³ For details of the Tax Equalization Fund, see General Assembly resolution 973 (X) of 15 December 1955.

Committee, to be submitted to the General Assembly during its thirteenth session. The total of those budgets, as approved or proposed, amounts to \$51,992,053, making, with the figure submitted by the Secretary-General of the United Nations, an aggregate of \$110,998,223 which States members of the nine organizations will be asked to appropriate in respect of 1959. Requirements, as estimated for that year, are compared in the following table with the 1958 appropriations and the actual expenses for each of the years 1954 to 1957:

⁴ The International Labour Organisation, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the International Civil Aviation Organization, the Universal Postal Union, the World Health Organization, the International Telecommunication Union and the World Meteorological Organization.

	1954 Actual expenses \$	1955 Actual expenses \$	1956 Actual expenses \$	1957 Actual expenses \$	1958 Appropriations \$	1959 Appropriations or estimates \$	1959 increase or decrease by comparison with 1958	Percentage increase or decrease by comparison with 1958
United Nations	48,510,009	50,089,808	50,508,095	53,172,964	55,062,850 ^a	59,006,170 ^b	3,943,320	7.16
International Labour Organisation	6,754,878 ^c	7,041,474 ^c	7,290,575	7,904,725 ^d	8,073,901	8,639,857	565,956	7.01
Food and Agriculture Organization	5,500,268	5,974,193	6,367,562	7,006,150	8,295,330 ^e	8,704,670 ^e	409,340	4.93
United Nations Educational, Scientific and Cultural Organization	9,019,408	9,150,533	11,437,197	10,612,728	12,317,904 ^f	12,197,341 ^g	(—120,563)	(—0.98)
International Civil Aviation Organization	3,086,747	3,255,335	3,348,596	3,889,130	4,001,400	4,406,604	405,204	10.13
Universal Postal Union	432,702	429,328	441,157	522,804	640,421	619,860	(—20,561)	(—3.21)
World Health Organization	8,134,514	9,275,300	9,982,794	12,091,421 ^h	13,566,130 ^h	14,287,600 ^h	721,470	5.32
International Telecommunication Union ...	1,327,292	1,290,884	1,684,933	1,470,639	2,157,114	2,638,014	480,900	22.29
World Meteorological Organization	326,922	394,653	371,316	418,054	482,531	498,107	15,576	3.23
GRAND TOTAL	83,092,740	86,901,508	91,462,225	97,088,615	104,597,581	110,998,223	6,400,642	6.12

The following rates of exchange have been used in the above table: Canadian dollar at par; Swiss francs at Sw. fr. 4.28 = \$US 1.00.

^a Excluding possible supplementary appropriations (see para. 9). The 1958 figure adjusted for comparability with the form of the 1959 estimates would be \$56,842,640.

^b Estimate only; excluding possible revisions before adoption of the budget (see para. 9) and supplementary estimates during 1959.

^c Including \$250,000 each year for the reorganized Working Capital Fund; credits from the original Fund totaling \$245,717 for each year have not been taken into account.

^d Including \$198,736 incurred against supplementary credits of \$357,243 voted by the Governing Body.

^e Figures indicate estimated annual breakdown of biennial appropriation.

^f Spending budget comprising revised appropriation of \$11,537,423, donations in the amount of \$126,023 and carry-over from 1957 of \$654,458. Total excludes undistributed reserve of \$587,186.

^g Estimate only; excluding undistributed reserve of \$630,755.

^h Excluding undistributed reserves—1957: \$1,057,660; 1958: \$1,203,030; 1959: \$1,212,470.

3. It will be seen from the above table that there has been a continuing increase in the total expenditures covered by the regular budgets of the United Nations and the eight specialized agencies. In so far as this increase reflects an expansion in the programmes and activities of the organizations, it could be welcomed as an indication of vigour; much of the remainder might be regarded as the inevitable consequence of rising trends in salaries and wages, and in prices of supplies and services. The Advisory Committee feels bound, however, to draw attention to the continued upward trend in expenditure and to the increasing financial burden thereby placed on Member States, and to emphasize the importance of making every effort to ensure that rising costs are offset as far as possible by economies and improvements in administration.

4. In addition to the United Nations and the eight specialized agencies, the International Atomic Energy Agency (IAEA) will undertake in respect of 1959 expenditures currently estimated at some \$5,225,000 under an administrative budget, apart from an operational programme to be financed by voluntary contributions in a target amount of \$1,500,000. There is also the further possibility of appropriations of funds, relatively small in amount, by or on behalf of two new specialized agencies that may come into being in 1958-1959: the Inter-Governmental Maritime Consultative Organization (IMCO) and the International Trade Organization (ITO).

5. As in other years, Member States will be invited to make voluntary contributions to various extra-budgetary programmes, including the Expanded Programme of Technical Assistance, the United Nations Children's Fund, the United Nations Refugee Fund

and the United Nations Relief and Works Agency for Palestine Refugees in the Near East. Contributions paid or pledged by Governments in respect of these programmes totalled approximately \$95.7 million for 1957;⁵ similar pledges so far announced in respect of 1958 amount to a total of about \$70.9 million.

6. Assuming the same level of contributions to these programmes in 1959 as in 1957, the total of the regular budgets of the United Nations, the specialized agencies and the IAEA, and the voluntary contributions to the four extra-budgetary programmes would be of the order of \$200 million in 1959.

7. Obligations, including allocations to reserves,⁶ in connexion with the United Nations Emergency Force amounted to \$30 million for the first financial period ending 31 December 1957, and are estimated at \$25 million for the period 1 January to 31 December 1958. Assessments totalling \$40,028,988 have already been made to Member States in respect of UNEF.

⁵ In the case of UNRWA, the period covers the eighteen months from 1 July 1956 to 31 December 1957. While this partly explains the lower total for 1958, another factor is that not all 1958 pledges, especially for UNRWA, have yet been announced.

⁶ These reserves have been created to cover possible claims from Governments, in accordance with General Assembly resolution 1151 (XII) of 22 November 1957, relating to compensation for contingent-owned equipment which may be worn out or destroyed. For details see A/3839, para. 19.

COMPARISON WITH 1958 APPROPRIATIONS

8. The initial estimates submitted by the Secretary-General for 1959 compare, by parts of the budget, with the 1958 appropriations as follows:

COMPARATIVE TABLE OF 1959 ESTIMATES AND 1958 APPROPRIATIONS

<i>Budget parts</i>	<i>1959 \$</i>	<i>1958^a \$</i>	<i>1959 increase or decrease by comparison with 1958 \$</i>
I. Travel of representatives, members of commissions and committees; special conferences	2,328,200 ^b	2,968,070 ^c	(—639,870)
II. Special missions and related activities	3,159,400	2,976,500	182,900
III. The Secretariat	38,976,420	36,780,545	2,195,875
IV. Office of the High Commissioner for Refugees	1,408,000	1,311,925	96,075
V. Common services and equipment	8,047,450	7,746,700	300,750
VI. Technical programmes	1,760,000	1,759,400	600
VII. Special expenses	2,649,500	2,649,500	—
VIII. The International Court of Justice	677,200	650,000	27,200
	59,006,170 ^d	56,842,640 ^e	2,163,530
Less: Income other than staff assessment	5,267,880	5,029,790	238,090
	53,738,290	51,812,850	1,925,440
Income from staff assessment for credit to Member States through the Tax Equalization Fund	6,086,000	5,370,000	716,000

^a The 1958 figures are adjusted for comparability to the revised form of the 1959 budget (see para. 27).

^b Includes \$1,500,000 for the Second United Nations International Conference on the Peaceful Uses of Atomic Energy (1958) and \$43,500 for the Conference on the Elimination or Reduction of Statelessness (1959).

^c Includes \$2,000,000 for the Second United Nations International Conference on the Peaceful Uses of Atomic Energy

(1958) and \$250,000 for the United Nations Conference on the Law of the Sea (1958).

^d The 1959 total may be increased by revisions in the estimates, tentatively estimated at \$1,600,000, and eventually by supplementary estimates during 1959.

^e The 1958 total will be increased by the amount of the 1958 supplementary estimates, tentatively estimated at \$1,800,000, excluding costs relating to the United Nations Observation Group in Lebanon.

9. The figures in the table appended to paragraph 8 above are necessarily based on the initial estimates submitted by the Secretary-General and are subject to such supplementary provision as may be required in respect of 1958 and 1959. In paragraphs 12 to 25 of his foreword to the 1959 estimates, the Secretary-General has indicated the nature and amount of possible supplementary requirements to the extent that they can be foreseen at this time. For 1958, additional needs are tentatively estimated at some \$1,800,000 excluding the costs related to the United Nations Observation Group in the Lebanon (UNOGIL). Possible additions to the 1959 estimates include: (a) an estimated \$440,000⁷ arising out of proposals approved or to be considered by the Economic and Social Council at its 1958 sessions; (b) a tentative estimate of \$575,000 in regard to a possible revision of the post-adjustment classification of New York and to proposals concerning adjustments in the pensionable remuneration of staff; and (c) some \$600,000 in respect of items relating to a programme of major maintenance and capital improvement at Headquarters, should the General Assembly approve this three-year programme estimated to cost a total of more than \$1,500,000.

10. If provision had to be made in full for all these possibilities, the 1959 initial estimates would be increased to some \$60,600,000 and the 1958 budget to about \$58,600,000, in both cases exclusive of the costs relating to UNOGIL.

MAJOR ITEMS OF INCREASE IN THE 1959 INITIAL ESTIMATES

11. The single largest item of increase, by comparison with 1958, in the Secretary-General's initial estimates for 1959 occurs in part III—The Secretariat—and includes \$500,000⁸ for the newly established Economic Commission for Africa and some \$1,700,000 in respect of salaries, wages and common staff costs. This latter increase, which is discussed in detail in chapter II of this report under sections 6 and 7, is related, in the main, to increases in the rates of salaries paid to staff in the General Service and Manual Worker categories, to revisions in the post-adjustment classifications, in particular, of Santiago, to that part of normal salary increments which cannot be absorbed and to the proposed addition of twenty-nine posts to the establishment.

⁷ Includes \$250,000 for an international administrative service (E/3121).

⁸ When distributed among budget sections, some of this amount will fall under sections in parts I and V of the budget.

12. Other increases in the estimates totalling some \$610,000 are offset by a decrease of some \$640,000, which occurs in part I due largely to the lower provision in 1959 in respect of the Second United Nations International Conference on the Peaceful Uses of Atomic Energy.

13. In drawing any comparison between the two years 1958 and 1959 in respect of the anticipated budgetary situation, the significant fact that emerges is that the largest increases are related to cost factors such as the level of salaries and wages and the rates for various contractual services, rather than to any major changes in the nature and extent of the programmes to be undertaken, apart from the establishment of a new regional economic commission for Africa. It must be recognized that the increases in the cost factors mentioned above are only to a limited degree subject to the control of the Organization. While, therefore, every effort should be made to strengthen administrative controls wherever possible, it is at least of equal importance for the General Assembly and all other organs to keep a continuing review of programmes with a view to discontinuing projects which are no longer of the utmost importance and necessity. The five-year appraisal of programmes, which is currently being undertaken by the Economic and Social Council, should contribute considerably to a rational and orderly development of the programmes of the United Nations and the specialized agencies in the economic, social and human rights fields. The success of these efforts can be assured, however, only with the fullest co-operation of the several subsidiary organs of the Council. It would perhaps be useful also for the General Assembly itself to consider whether any of its older decisions and directives, which might have outlived their immediate purpose, should be reviewed.

14. The Advisory Committee desires in this regard to commend the efforts of the Secretary-General over the past few years in bringing to the attention of the Economic and Social Council and its commissions and committees ways and means of streamlining the work of the Organization in their areas of interest. The Committee hopes that the Secretary-General will continue and intensify these efforts, and that any proposals which he may make in this regard will continue to be given the most serious and constructive consideration.

ASSESSMENTS FOR 1958 AND 1959

15. The following table shows the tentative basis of assessments of Members: (a) for the year 1959, in the light of the Secretary-General's initial budget presentation; and (b) for the year 1958, as approved by the General Assembly:

COMPARATIVE TABLE OF ASSESSMENTS

		1959 \$	1958 \$
EXPENDITURE			
1959 Budget estimates, as submitted by the Secretary-General		59,006,170	—
1958 Approved budget		—	55,062,850
1957 Supplementary appropriations		—	2,359,000
1959 Revised estimates—increase ^a	—
1958 Supplementary estimates ^a	—
	TOTAL	59,006,170	57,421,850
CREDITS			
Miscellaneous income (1959), as estimated by the Secretary-General	5,267,880		
Other credits (1959)	551,170 ^b	5,819,050	
Miscellaneous income (1958)	3,250,000		
Other credits (1958)	1,554,542 ^c		4,804,542
	NET AMOUNT ASSESSABLE	53,187,120	52,617,308

^a Tentative forecasts of these items are explained in para. 9.

^c Includes \$747,964 available as of 31 December 1956 and additional credits arising in 1957 to an amount of \$806,578 (see table and footnotes in para. 16).

^b See para. 16 for an explanation of this figure.

16. The composition of the figures in respect of "Other credits" shown in the table above is as follows:

	1959 \$	Corresponding figures on 1958 assessments \$
Savings in 1957 in liquidating prior years' obligations (\$293,264 less \$181,578 applied against 1958 con- tributions)	111,686	75,083 ^c
Excess of miscellaneous income credited for 1957 over the approved estimate (\$1,062,748 less \$625,000 applied against 1958 contributions)	437,748	497,626 ^c
Savings on 1957 appropriations	1,736	175,255 ^c
TOTAL	551,170^a	747,964
Estimated savings in 1957 in liquidating prior years' obligations ^b	181,578
Excess of revised estimate of miscellaneous income in 1957 over original estimate ^b	625,000
	...	1,554,542

^a Credits available as of 31 December 1957.

^b Similar credits, estimated to arise in 1958, will also be applied against 1959 contributions.

^c These figures represent amounts arising in 1956 against items similar to those indicated in the stub.

17. While the assessable amount for 1959 will be determined on the lines of the tabulation under paragraph 15, an estimated amount of about \$6,086,000 will be available for credit to Members through the Tax Equalization Fund according to the procedure laid down in General Assembly resolution 973 A (X) of 15 December 1955. The proportionate amount credited to each Member will be set off against its contribution after deduction of the sum, if any, required by way of double-taxation relief in respect of national income taxes levied on staff members (on their United Nations emoluments) by the Member concerned.

FORM OF PRESENTATION OF THE 1959 ESTIMATES

18. The 1959 estimates, as the 1958 budget, have been submitted in the form which the General Assembly approved in February 1957, on the unanimous recommendation of the Fifth Committee, for an experimental period of two years. This form of budgeting, which will govern also the 1960 estimates, will be the subject of review at the fourteenth (1959) session of the General Assembly, in the light of the experience gained.

19. The Secretary-General has in his foreword to the budget estimates focused attention on some of the more salient aspects of the budget submission.

20. As the Secretary-General points out in paragraph 3 of his foreword, the 1959 presentation differs in one important respect from that used for the 1958 estimates. The Advisory Committee notes with appreciation that, in accordance with the views expressed in the Fifth Committee in 1957, the estimates, separately shown in 1958, for the Technical Assistance Administration, the Joint Secretariat of the Permanent Central Opium Board and the Drug Supervisory Body, and the Secretariat of the Joint Staff Pension Board and the United Nations Staff Pension Committee have been consolidated in the 1959 estimates with the estimates for the Secretariat generally. Accordingly, separate estimates, by organizational segment or activity, are retained only in respect of the Office of the United Nations High Commissioner for Refugees (section 10), the United Nations Field Service (section 5), the revenue-producing activities (part D) and the International Court of Justice (section 19).

21. The main reason, which the Secretary-General has advanced in favour of excluding these three offices and the revenue-producing activities from the consolidated treatment of established posts, is that, as compared with the Secretariat generally, there are currently differences either in conditions of service or in the responsibilities for appointment of the staff members recruited to fill these posts. In other words, the estimates in their present form are intended to provide a single section and manningtable control for those posts which in the main might be regarded as interchangeable between the various departments and offices.

22. The Advisory Committee agrees that the estimates in respect of the International Court of Justice which, besides being a principal organ of the United Nations, has a special status under the Charter, should continue to be covered in a separate Part of the budget.

23. Also, in view of the special nature of the revenue-producing activities and of the particular procedures that have been developed during recent years for their budgetary presentation, there may be advantage in treating them separately from the main part of the budget, so that the related expenditures may be charged, as far as possible, directly to the income derived.

24. As to the Field Service, the responsibilities for making appointments to that Service are in no way different from those in respect of other posts in the Secretariat, and the fact that there are currently differences in conditions of service need not pose any particular difficulty in the way of including these posts in section 6. The Advisory Committee of course recognizes the reasons which in the early years prompted a separate treatment of the Field Service; perhaps these reasons might be re-examined with advantage.

25. Where the Office of the High Commissioner is concerned, the Advisory Committee notes that under the terms of General Assembly resolution 319 (IV) of 3 December 1949, the staff of that Office are appointed by the High Commissioner, who is elected by the Assembly on the nomination of the Secretary-General.

26. Although the estimates under section 6 exclude the offices and activities mentioned in paragraph 20 above, a consolidated table (table 6-2) is given under that section for purposes of information, showing the numbers and salary costs of all established posts financed from the budget.

27. A further improvement, reflected in the 1959 estimates, is the inclusion, for appropriation purposes,

of all the administrative expenses of the Technical Assistance Administration and the Office of the High Commissioner for Refugees, with appropriate income credits under Part C of the estimates representing the portions of the total costs which would be financed from the extra-budgetary funds concerned. In previous years, the regular appropriation budget covered only that part of the total expenditure which was met out of the budget, although in the case of the Technical Assistance Administration information was included in the budget document in respect of total costs.

28. A major consideration which weighed in favour of the adoption of the revised form of the budget related to the possibilities for improvement which this form offered with respect to application of priorities, flexible utilization of staff resources and better procedures for administrative management and control (A/3624, paras. 18 to 21).⁹ While these possibilities are reflected to a limited degree in the 1959 estimates, further efforts are needed to realize fully the advantages that were rightly foreseen in the new budget form. The Advisory Committee later in this report, in the section on established posts in chapter I and under section 6 in chapter II, comments further on this point.

PROCEDURES FOR THE ADVISORY COMMITTEE'S BUDGET EXAMINATION

29. The Advisory Committee's approach to budget examination is based generally on the belief that a review of the budget is meaningful only when it is related to an understanding and appraisal of the programmes of which the budget is an expression in financial terms. While, therefore, the Committee's recommendations in the present report are given, as indeed they must be, under individual budget sections, the Committee has devoted attention, in its consultations with representatives of the Secretary-General, to the programme content of the estimates, especially where new projects are involved.

30. It is in this same spirit that the Committee envisaged (A/3372, para. 20)¹⁰ that it might in future decide to undertake each year a more intensive study of one or more areas of activity and expenditure. Such a procedure would also facilitate a rational budget review inasmuch as a line-by-line examination of budget items is not only of limited usefulness in terms of an appraisal of the budget but is also becoming impracticable, given the increasing complexity of the Organization's activities. The Committee accordingly undertook, in connexion with its review of the 1959 estimates, a special study of the Offices of the Controller and of Personnel which constitute the two principal units for central administrative planning, control and servicing of the Secretariat. While these Offices do not deal substantively with programmes of work, they are central to any analysis of the effective organization of the Secretariat or of the sound management of its resources, even where programme responsibilities are involved. In other words, the basic techniques that are adopted in respect of programming and budgeting will determine, in large measure, the relationship between the formulation and execution of programmes, on the one hand, and the utilization of budgetary resources, on the other.

⁹ *Official Records of the General Assembly, Twelfth Session, Supplement No. 7.*

¹⁰ *Official Records of the General Assembly, Eleventh Session, Annexes, agenda item 43.*

31. The Advisory Committee has included, in chapter III of the present report, its comments and observations on the special study of the Offices of the Controller and of Personnel.

32. If the budget is a financial expression of programmes, it constitutes also the basic instrument for the administration and control of expenditures. Furthermore, at the present time, variations in cost factors account for substantial increases in expenditure not only from year to year but sometimes continuously within a given year. For both these reasons, the Advisory Committee undertook, prior to its examination of the 1959 estimates, a review of the budgetary situation in the current year, in the light of actual obligations and expenditures at 31 May 1958. This mid-year review gave the Committee an opportunity, on the one hand, to assess the trend in expenditures and, on the other hand, to discuss with representatives of the Secretary-General the circumstances which are likely to lead to additional expenditures in 1958. The Committee trusts that the Secretary-General will keep the situation under continuous review and take all possible steps to keep as low as possible the supplementary requirements for 1958, especially those relating to purposes not connected with the maintenance of peace and security.

CONFERENCES AND MEETINGS

33. If special expenses relating to amortization of loans and appropriations in respect of technical programmes are excluded, the entire budget may be divided into three broad areas: expenditure on conferences and meetings; Secretariat costs and, in particular, staff costs; and general expenses on supplies and services, printing and equipment.

34. As regards conferences and meetings, considerable progress has been made over the years in developing a rational pattern of conferences designed to achieve the most effective utilization of the conference and staff facilities available to the Organization. Following the expiry of the pattern of conferences adopted in 1953, the General Assembly, by resolution 1202 (XII) of 13 December 1957, approved a five-year pattern of conferences beginning in 1958, and laid down the principles which would govern the time and place of meetings. The Assembly also invited "all organs of the United Nations as well as the specialized agencies to review their working methods and the frequency and length of sessions in the light of the present resolution and of the growing volume of meetings, the resulting strain on available resources, and the difficulty of effective participation of members".

35. The Advisory Committee, in paragraph 70 below, underlines the need for further action by all subsidiary organs along the lines indicated by the Assembly, if the facilities available to the Organization and to Member States are to be effectively concentrated on the most important and fruitful meetings. The Committee would also stress in this regard that the economic management of expenditures in respect of a meeting depends also on the preparatory work performed by the Secretariat and on the initiative which the Secretariat takes to organize the work of the meeting in the most expeditious manner. This is a matter in which success can only be achieved through the closest co-operation between the Governments and the Secretariat.

36. The costs involved in organizing a conference or meeting cover not only transportation and subsistence

for the participants in the meeting, regardless of whether these costs are met by the Organization or by the Government concerned, but also the costs (salary, travel, subsistence, etc.) in respect of staff to service the meeting and expenditures on conference arrangements in general. It can therefore be seen that, in addition to the frequency and length of sessions, the standards of servicing a conference also constitute an important cost factor. Over the years, well-established practices have been developed in this regard in the United Nations. For instance, the somewhat expensive privilege of verbatim transcript services is traditionally made available only in a limited number of cases. The plenary sessions of the General Assembly and meetings of the Security Council and of organs established by it are covered by verbatim records which, in fact, constitute the official records of these meetings. Two of the Main Committees of the Assembly, which, along with other committees, have official summary records, also have the privilege of verbatim transcript services, although such verbatim records are not the official records of the meetings and are consequently not normally available for distribution other than to the participants. A similar privilege has also been extended to the Trusteeship Council, especially in respect of its meetings at which petitions are heard.¹¹

37. The Advisory Committee recommends that, in principle, there should at the present time be no wider use of verbatim transcript services than has been established during recent years, and that subsidiary organs should be encouraged wherever possible to dispense with summary records in favour of concise but self-explanatory reports.¹² On a broader issue, the Committee believes that consideration should be given to including within the terms of reference assigned to a given *ad hoc* or special body or committee an indication of the scope of its meetings in terms both of duration and of *venue*.

38. Another area relating to meetings which needs further study and clarification concerns the convening of commodity conferences. The Advisory Committee has previously (A/3624, para. 41;¹³ A/3160, paras. 27-30¹⁴) called attention to this point and, in particular, to the question of the frequency and *venue* of these conferences. It is the understanding of the Committee that, at the present time, commodity conferences are convened by the Secretary-General, often at short notice, on the recommendation of or in consultation with the Interim Co-ordinating Committee for International Commodity Arrangements (Economic and Social Council resolution 557 F (XVIII) of 5 August 1954). While there have been occasions in the past when funds necessary for an anticipated commodity conference have been provided in the initial budget appropriations for the year in question, it has more often than not been the practice to deal with the necessary costs as unforeseen expenditure within the scope of the annual resolution on unforeseen and extraordinary expenses. General

¹¹ The Secretariat has only one team of verbatim reporters so that in the event of two or more of the meetings cited above taking place simultaneously, the additional meetings are serviced, for verbatim transcript purposes, by means of mechanical processes.

¹² Since 1954 the Advisory Committee has not used either summary records or any special staff for the preparation of records.

¹³ *Official Records of the General Assembly, Twelfth Session, Supplement No. 7.*

¹⁴ *Ibid., Eleventh Session, Supplement No. 7.*

Assembly resolution 1202 (XII) relating to the pattern of conferences also provides for a similar procedure in respect of urgent *ad hoc* meetings, which presumably include commodity conferences.

39. The Advisory Committee has during 1958 concurred in proposed expenditures in respect of four commodity conferences or meetings¹⁵ to be held in 1958. The Committee has recommended to the Secretary-General that as regards a further conference, anticipated to take place early in 1959, he should submit to the General Assembly detailed estimates, to be included in the 1959 appropriations.

40. Reference is made in paragraph 76 to the increasing efforts that are being made to foresee in sufficient time the possible need for holding commodity conferences. While these efforts are to be commended, the Advisory Committee believes that the whole question of the machinery for the convening of these conferences might be studied with advantage.

WORK AND ORGANIZATION OF THE SECRETARIAT

41. The attention of the Advisory Committee is of necessity directed largely to the monetary provisions of the budget. But the Committee naturally has an equal interest, from the standpoint of sound and rational administration, in the work of the Secretariat, on whose quality the effectiveness of the Organization's activities largely depends. The Committee is glad to note that the Secretariat continues to respond to the changing needs of the Organization in an efficient manner.

42. The Advisory Committee shares the Secretary-General's view, stated in paragraph 26 of his foreword, that it is essential that the regular process of critical self-examination of the Secretariat should be carried on continuously both in the interests of economy and to ensure that decisions of the General Assembly, changing circumstances, and newly-developed approaches are properly reflected. This, of course, does not mean that there should be frequent changes of a significant character in the organizational structure of the Secretariat; what is intended appears to the Committee to be to keep the Secretariat readily responsive to changes in needs and shifts in emphases and to facilitate a flexible use of the resources on tasks which assume immediate importance from time to time.

43. The Advisory Committee comments in paragraphs 256 to 258 on a question which has previously been raised (A/3160, para. 24) concerning the desirability of having a single top-ranking official in charge of the staff units making up the administrative and financial services of the Organization.

44. While the Advisory Committee awaits with interest the statement, mentioned in paragraph 28 of the Secretary-General's foreword, on the organization of the Secretariat, as contemplated for 1 January 1959, it notes that the 1959 budget estimates reflect a few changes which have either occurred or are proposed for early implementation. These changes, which are explained in section 6 of the estimates, include:

(a) The integration, in conformity with General Assembly resolution 1235 (XII) of 14 December 1957,

of the secretariat of the Military Staff Committee with the United Nations Secretariat;

(b) The transfer, for organizational and administrative purposes, of the Internal Audit Service to the Office of the Controller (see also chapter III of the present report);

(c) The re-designation of the Department of Public Information and the Department of Conference Services as the Office of Public Information and the Office of Conference Services, so that the title of "Department" would be reserved for the three units of the Secretariat which have the specific task of servicing the Security Council, the Trusteeship Council and the Economic and Social Council;

(d) The re-designation of the Under-Secretaries without Department as Under-Secretaries in charge of Special Political Affairs and the re-assignment of their functions;

(e) The creation of an External Relations Division in the Office of Public Information encompassing departmental activities in that field;

(f) The establishment of a Commercial Management Service in the Office of General Services for supervision and control of certain of the revenue-producing activities; and

(g) The transfer of the responsibility for administrative supervision of the Joint Medical Service at Geneva from the United Nations to the World Health Organization.

45. The Advisory Committee reserves its comments on the question of the future relationships between the Technical Assistance Administration and the Department of Economic and Social Affairs until the proposals which the Secretary-General has indicated in paragraph 27 of his foreword are available. In the meantime, the Committee offers, in paragraphs 56 to 63, certain observations regarding the administrative expenses of the technical assistance programmes of the Organization.

ECONOMIC COMMISSION FOR AFRICA

46. A global sum of \$500,000 is included in the 1959 budget estimates, in respect of the 1959 expenses of the Economic Commission for Africa. In regard to 1958, the Advisory Committee has concurred, under the terms of paragraph 1 of General Assembly resolution 1231 (XII) of 14 December 1957 relating to unforeseen expenses for 1958, in a request by the Secretary-General for proposed expenses of the Commission, not exceeding \$185,000, including the anticipated costs of the first session of the Commission, to be held for about ten days beginning 29 December 1958. The Committee will have an opportunity to comment on the detailed estimates for the Commission in respect of 1959, when these estimates are submitted by the Secretary-General later in the year. Meanwhile, the Committee recommends the inclusion of an amount of \$500,000 for this purpose in the 1959 appropriations.

ESTABLISHED POSTS

47. The following table shows, by category, separately for the Headquarters and the overseas offices, the total number of established posts in the Secretariat authorized for each of the years 1954 to 1958, and proposed by the Secretary-General for 1959:

¹⁵ United Nations Sugar Conference; a meeting on copper; a meeting on lead and zinc; and a preliminary conference on the International Wheat Agreement.

ESTABLISHED POSTS: 1954-1959

(excluding the International Court of Justice, the Office of the United Nations High Commissioner for Refugees, the Field Service and special missions.
See also notes following the table)

	1954		1955		1956		1957		1958		1959	
	Headquarters	Other	Headquarters	Other	Headquarters	Other	Headquarters	Other	Headquarters	Other	Headquarters	Other
Professional and higher categories	1,357	360	1,260	394	1,196	402	1,199	457	1,206	472	1,205	481
General Service category	1,644	668	1,558	703	1,473	698	1,484	800	1,497	818	1,497	839
	3,001	1,028	2,818	1,097	2,669	1,100	2,683	1,257	2,703	1,290	2,702	1,320
TOTAL FOR YEAR	4,029		3,915		3,769		3,940		3,993		4,022	

NOTES:

(a) The figures relate to the departments and offices covered by section 6 of the 1959 budget estimates; organizational readjustments especially in respect of some of the revenue-producing activities result in some variations as to comparability (see below).

(b) The 1957, 1958 and 1959 figures include 28 posts for technical assistance personnel and finance purposes provided as temporary assistance in the previous years shown.

(c) The figures for 1954 to 1956 inclusive include 15, 21 and 24 posts, respectively, for the United Nations Postal Administration, carried from 1957 in Part D of the estimates.

(d) From 1957 on, posts for the Sales and Circulation Section and the Visitors' Service have been included in Part D of the estimates. The 1954 total includes 26 posts for Sales and Circulation; the Visitors' Service was conducted by the American Association for the United Nations. The 1955 total includes 26 posts for Sales and Circulation and 35 posts for the Visitors' Service. The 1956 figure includes 26 posts for Sales and Circulation and 31 posts for the Visitors' Service.

(e) All figures exclude the post of the Secretary-General.

48. The Secretary-General, in paragraph 31 of his budget foreword, has given an interesting comparison of the level of the establishment proposed (under section 6) for 1959 with that authorized by the General Assembly for similar purposes for the year 1954. The comparison shows that while five years ago the Assembly approved a total of 1,718 Professional posts and 2,312 General Service posts for the activities of departments and offices covered by section 6, the corresponding proposals in the 1959 budget include a request for 1,687 Professional posts and 2,336 General Service posts. The Advisory Committee desires to record its appreciation of the efforts made by the Secretary-General during the last five years in order to achieve stability—and indeed some reduction—in the number of total staff in the departments and offices covered by section 6.

49. The Advisory Committee has, however, some difficulty in accepting without reservation the conclusion drawn by the Secretary-General in paragraph 31 of his foreword that “to meet the developing and expanding requirements of the programmes of overseas offices the principle of a more balanced distribution of total staff resources between the Headquarters offices and other offices, without a corresponding increase in total staff, has been adhered to, in accordance with the oft repeated views of the Advisory Committee on Administrative and Budgetary Questions and of the Fifth Committee”.

50. It is true, of course, that, taking merely the numbers of staff authorized for 1954 and those proposed for 1959, the statement quoted above is correct. At the same time, it was a generally accepted fact that in 1954 and prior years the Secretariat was somewhat over-staffed in relation to its essential needs. Indeed, the Secretary-General gave long and serious attention to this matter which was the subject of study and report by the Survey Group appointed by him for this purpose. The recommendations of the Survey Group, as concurred in by the Secretary-General and subsequently approved by the General Assembly, were fully reflected only in the 1956 budget. In other words, the numbers of staff authorized for 1956 did in fact represent the essential needs of the Organization in 1954, with some adjustments for any increase in workload that might have occurred between 1954 and 1956.

51. On this basis, it would seem that there has been an increase between 1954 and 1959, as represented by essential needs and in real terms, of some 253¹⁶ posts. A major proportion of this increase no doubt occurred in respect of the offices away from Headquarters, and particularly in the secretariats of the Economic Commission for Asia and the Far East and the Economic Commission for Latin America, during the years 1955, 1957 and 1958. The Advisory Committee, in its budget reports relating to those years, supported the request for additional posts at these overseas offices, as representing the increasing attention which the Economic and Social Council and the regional economic commissions—and indeed the General Assembly itself—have devoted to problems connected with the economic development of the countries in the regions in question. At the same time the Committee stressed that any expansion of activities in the regions must be accompanied

by appropriate economies in the work at Headquarters. While the Committee recognizes that some economies truly indicative of this shift in emphasis have been achieved at Headquarters, it believes that the comparison in paragraph 31 of the budget foreword attaches undue significance to the extent of such economies.

52. The new form of the budget, in which a consolidated manning-table provides for the total needs of almost all the departments and offices of the Secretariat, has virtually eliminated the need for requesting changes in the manning-table to accommodate reclassification of individual posts.

GENERAL EXPENSES

53. In its approach to the estimates under sections 11, 12 and 13 covering the general expenses of the Organization, the Advisory Committee has taken account of the rising trend in the costs of supplies and services. Apart from the specific recommendations made under those sections later in the present report, the Committee would suggest generally that continuous efforts should be made to explore the possibilities of reducing that part of the expenditure relating to these services which is subject to a fair measure of administrative control.

54. The Advisory Committee has given preliminary consideration to a report (A/C.5/738) in which the Secretary-General, without making formal proposals, deals with certain matters relating to a programme of major maintenance and capital improvement. The Committee will, in the light of the over-all budgetary situation, offer comments and observations on this subject in a separate report, to be submitted to the General Assembly later in the year.

PUBLIC INFORMATION EXPENSES

55. Pending the report of the Expert Committee on United Nations Public Information, which was appointed under the terms of General Assembly resolution 1177 (XII) of 26 November 1957, the Secretary-General has presented the 1959 estimates for those activities, with some exceptions, at the approved 1958 level. The Advisory Committee generally concurs in this approach and the Committee's recommendations under the several sections which include items in respect of public information work are accordingly provisional in character.

ADMINISTRATIVE COSTS OF TECHNICAL ASSISTANCE

56. By resolution 594 (VI) of 4 February 1952, the General Assembly decided “that the administrative part of the technical assistance programme financed by voluntary contributions and executed by the United Nations shall be subject to the same scrutiny on the part of the Advisory Committee on Administrative and Budgetary Questions as that applied to expenses proposed under the regular budget”. Hitherto, the administrative part of the technical assistance programme of the Organization was provided for in a separate section of the budget so that the Advisory Committee's review of that budget section constituted also its scrutiny of the administrative expenses in terms of resolution 594 (VI).

57. Beginning with the 1959 budget estimates, the administrative requirements of the technical assistance programme are, in accordance generally with recom-

¹⁶ If non-comparable elements (see notes to the table under para. 47) are excluded from the comparison, the increase would be some 306 posts.

recommendations made by the Advisory Committee (A/3624, para. 199) and approved by the Fifth Committee (A/3800, para. 12),¹⁷ incorporated in the relevant budget sections in the same manner as the expenses of other departments and offices of the Secretariat. This procedure is intended to emphasize the unity of the Secretariat and to promote the most rational and economic use of its total resources.

58. Despite the change in the form of presentation for appropriation purposes, the 1959 estimates in respect of the Technical Assistance Administration, covering the administrative and operational services costs of the programme, are given in "project" form in annex II to the 1959 budget estimates. The Advisory Committee, in pursuance of General Assembly resolution 594 (VI) and in accordance with the most recent recommendations which the Committee has made on this subject (A/3832), has scrutinized these estimates and generally considered various administrative questions relating to the execution of the programme.

59. Administrative and operational services costs for 1959, based on the assumption that the 1959 level of the total technical assistance programme of the Organization would be the same as that in 1958 (slightly above \$8.5 million), are estimated at \$1,671,500, which is \$19,365 below the approved estimate for 1958. The net amount for 1959, after deduction of income from staff assessment, is estimated at \$1,426,500, against which it is assumed that there would be a credit under income of \$1,100,000 from the Special Account of the Expanded Programme. Any reimbursement of national income taxes in respect of staff in the Technical Assistance Administration will, as in the case of other staff, be debited to the account, in the Tax Equalization Fund, of the Member State concerned.

60. No change is proposed in the administrative organization of TAA or the experimental outposting to Latin America from early 1956 of certain programme officers. The Advisory Committee reported in 1957 (A/3624, para. 201) that the Secretary-General had indicated his intention of undertaking a further review of the arrangements for outposting. While there has so far been no formal review and report on the subject as a whole, the Committee understands that various related matters have been under continuous study.

61. When the proposals in regard to the outposting of programme officers to the various regions were initially made, the Advisory Committee had, among other reservations, "misgivings lest the arrangements lead to delays in the formulation and approval of requests and in the recruitment and servicing of experts, and especially if, as is to be expected, recipient Governments often prefer to deal directly at the highest level with TAA at Headquarters" (A/3050, para. 18).¹⁸ The Committee has subsequently also expressed (A/3624, para. 201) doubt as to whether demonstrable and significant advantages have accrued from the outposting, the cost of which has proved relatively high without compensatory savings at Headquarters.

62. The Advisory Committee is now informed that while some useful results have been achieved from the experimental outposting, especially in regard to programme planning, there is need for further readjust-

ments between Headquarters and the field in order to simplify administrative procedures and to avoid delays in execution of programmes. The Committee recommends that immediate attention should be given to this matter so that administrative simplicity and economy might be achieved, with the useful elements in the arrangement being retained. The Committee recommends further that a complete report on this subject should be submitted by the Secretary-General to the General Assembly at its fourteenth session, in the light of the more than three years' experience with these experimental arrangements.

63. Another point to which the Advisory Committee has given special attention relates to the arrangements in the Organization for the difficult task of recruitment and servicing of experts. Inasmuch as this function forms part of the responsibilities of the Office of Personnel, the Committee's observations in this regard are included in chapter III of the present report, which deals with a special study of the Offices of the Controller and of Personnel.

APPROPRIATION RESOLUTION

64. The text of the appropriation resolution submitted by the Advisory Committee, and incorporating the budget amounts recommended in the paragraphs that follow, is attached as appendix I to the present chapter. As will be seen from the comparative table preceding the draft appropriation resolution, the Committee's recommendation for a total appropriation of \$58,484,500 represents a reduction of \$521,670 in the estimates presented by the Secretary-General.

65. Income other than staff assessment has been included, in paragraph 2 of the draft appropriation resolution, at \$5,267,880, the figure submitted by the Secretary-General. Income from staff assessment, to be credited to Member States through the Tax Equalization Fund, has been included at an estimated figure of \$6,056,000, or \$30,000 less than the Secretary-General's estimate, the decrease being explained in paragraph 223 below.

66. For the reasons explained by the Secretary-General in paragraphs 7 and 8 of his budget foreword, the Advisory Committee has included the text proposed by the Secretary-General for paragraphs 3 (a) and 4 of the appropriation resolution, which are intended to identify the total estimated expenditures relating respectively to the Permanent Central Opium Board and the Drug Supervisory Body, and the Joint Staff Pension Board and the United Nations Staff Pension Committee.

WORKING CAPITAL FUND

67. Contrary to past practice, the budget document for 1959 does not contain a draft resolution relating to the Working Capital Fund. The Secretary-General has explained, in paragraph 52 of his budget foreword, that an increase in the level of the Fund may be required and that he would consult with the Advisory Committee before making firm proposals in this regard. The Advisory Committee's recommendations on this question will be submitted in the light of the proposals to be made by the Secretary-General.

68. The draft resolution which the Advisory Committee recommends for 1959 in respect of unforeseen and extraordinary expenses (appendix II) is identical with that proposed by the Secretary-General.

¹⁷ *Official Records of the General Assembly, Twelfth Session, Annexes, agenda item 41.*

¹⁸ *Ibid.*, Tenth Session, Annexes, agenda items 47 and 38.

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

	<i>Secretary General's budget esti- mates for 1959</i> \$	<i>Advisory Committee's recommen- dations</i> \$	<i>Decrease</i> \$
A. UNITED NATIONS			
PART I. <i>Sessions of the General Assembly, the Councils, Commissions and Committees:</i>			
<i>Special meetings and conferences</i>			
<i>Section</i>			
1. Travel of representatives, members of Commissions and Committees	733,700	731,700	2,000
2. Special meetings and conferences	1,543,500	1,543,500	—
3. Board of Auditors	51,000	51,000	—
PART II. <i>Special missions and related activities</i>			
<i>Section</i>			
4. Special missions and related activities	2,062,600	2,062,600	—
5. United Nations Field Service	1,096,800	1,096,800	—
PART III. <i>The Secretariat</i>			
<i>Section</i>			
6. Salaries and wages	30,561,000	30,311,000	250,000
7. Common staff costs	6,306,000	6,271,000	35,000
8. Travel of staff and members of administrative bodies	1,514,420	1,475,000	39,420
9. Hospitality	25,000	25,000	—
9a. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations	70,000	70,000	—
— Economic Commission for Africa ^a	500,000	500,000	—
PART IV. <i>Special Offices</i>			
<i>Section</i>			
10. Office of the United Nations High Commissioner for Refugees . . .	1,408,000	1,350,000	58,000
PART V. <i>Common services and equipment</i>			
<i>Section</i>			
11. General expenses	5,352,800	5,325,000	27,800
12. Printing, stationery and library supplies	2,165,200	2,125,200	40,000
13. Permanent equipment	529,450	465,000	64,450
PART VI. <i>Technical programmes</i>			
<i>Section</i>			
14. Economic development	480,000	480,000	—
15. Social activities	925,000	925,000	—
16. Human rights activities	55,000	55,000	—
17. Public administration	300,000	300,000	—
PART VII. <i>Special expenses</i>			
<i>Section</i>			
18. Special expenses	2,649,500	2,649,500	—

^a Detailed estimates will be submitted to the General Assembly for the Economic Commission for Africa.

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

	Secretary General's budget esti- mates for 1959 \$	Advisory Committee's recommen- dations \$	Decrease \$
B. THE INTERNATIONAL COURT OF JUSTICE			
PART VIII. <i>The International Court of Justice</i>			
<i>Section</i>			
19. The International Court of Justice	677,200	672,200	5,000
Recapitulation:			
Secretary-General's estimates			\$59,006,170
Advisory Committee's recommendations			\$58,484,500
Total reduction recommended by the Advisory Committee			\$521,670

APPENDIX I

Draft appropriation resolution for the financial year 1959 (submitted by the Advisory Committee)

The General Assembly

Resolves that for the financial year 1959:

1. Appropriations totalling \$US 58,484,500 are hereby voted for the following purposes:

A. UNITED NATIONS

PART I. *Sessions of the General Assembly, the Councils, Commissions and Committees:**Special meetings and conferences*

<i>Section</i>	<i>Amount in US dollars</i>	
1. Travel of representatives, members of Commissions and Committees	731,700	
2. Special meetings and conferences	1,543,500	
3. Board of Auditors	51,000	
TOTAL, PART I		2,326,200

PART II. *Special missions and related activities*

<i>Section</i>		
4. Special missions and related activities	2,062,600	
5. United Nations Field Service	1,096,800	
TOTAL, PART II		3,159,400

PART III. *The Secretariat*

<i>Section</i>		
6. Salaries and wages	30,311,000	
7. Common staff costs	6,271,000	
8. Travel of staff and members of administrative bodies	1,475,000	
9. Hospitality	25,000	
9a. Payments under annex I, paras. 2 and 3, of the Staff Regulations	70,000	
— Economic Commission for Africa ^a	500,000	
TOTAL, PART III		38,652,000
Carried forward		44,137,600

^a Detailed estimates to be submitted by the Secretary-General to the thirteenth session of the General Assembly.

A. UNITED NATIONS (*continued*)

		<i>Amount in US dollars</i>
	<i>Brought forward</i>	44,137,600
PART IV. <i>Special Offices</i>		
<i>Section</i>		
10. Office of the United Nations High Commissioner for Refugees	1,350,000	
	<u>TOTAL, PART IV</u>	<u>1,350,000</u>
PART V. <i>Common services and equipment</i>		
<i>Section</i>		
11. General expenses	5,325,000	
12. Printing, stationery and library supplies	2,125,200	
13. Permanent equipment	465,000	
	<u>TOTAL, PART V</u>	<u>7,915,200</u>
PART VI. <i>Technical programmes</i>		
<i>Section</i>		
14. Economic development	480,000	
15. Social activities	925,000	
16. Human rights activities	55,000	
17. Public administration	300,000	
	<u>TOTAL, PART VI</u>	<u>1,760,000</u>
PART VII. <i>Special expenses</i>		
<i>Section</i>		
18. Special expenses	2,649,500	
	<u>TOTAL, PART VII</u>	<u>2,649,500</u>
B. THE INTERNATIONAL COURT OF JUSTICE		
PART VIII. <i>The International Court of Justice</i>		
<i>Section</i>		
19. The International Court of Justice	672,200	
	<u>TOTAL, PART VIII</u>	<u>672,200</u>
	<u>GRAND TOTAL</u>	<u>58,484,500</u>

2. The appropriations voted by paragraph 1 shall be financed by contributions from Members after adjustment in accordance with financial regulation 5.2. For this purpose, income for the financial year 1959 other than staff assessment is estimated at \$5,267,880 and income from staff assessment at \$6,056,000.

3. The Secretary-General is authorized:

(a) To administer as a unit the provisions under sections 1, 6 and 8 in a total amount of \$99,800 relating to the Permanent Central Opium Board and the Drug Supervisory Body;

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

4. The appropriations under sections 1, 6, 7 and 8 in a total amount of \$155,200 relating to the United Nations Joint Staff Pension Board and the United Nations Staff Pension Committee shall be administered in accordance with article XXVII of the Regulations of the United Nations Joint Staff Pension Fund.

5. In addition to the appropriations voted by paragraph 1 above, an amount of \$15,000 is hereby appropriated from the income of the Library Endowment Fund for the purchase of books, periodicals, maps and library equipment and for such other expenses as are in accordance with the objects and provisions of the endowment.

6. The Secretary-General is authorized, in accordance with the Financial Regulations, to charge against

the income derived from the United Nations Postal Administration, the Visitors' Service (Headquarters), the sale of publications, the catering services, souvenir and gift sales, and the Visitors' Service (Geneva), the

direct expenses of those activities; income in excess of those expenses shall be treated as miscellaneous income under the terms of financial regulation 7, and of paragraph 2 above.

APPENDIX II

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

The General Assembly

Resolves that, for the financial year 1959:

1. 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 million, as the Secretary-General certifies relate to the maintenance of peace and security or to urgent economic rehabilitation;

(b) Such commitments as the President of the International Court of Justice certifies relate to expenses occasioned by:

(i) The designation of *ad hoc* judges (Statute, Article 31), not exceeding a total of \$36,000;

(ii) The appointment of assessors (Statute, Article 30), or the calling of witnesses and the appointment of experts (Statute, Article 50), not exceeding a total of \$25,000;

(iii) The holding of sessions of the Court away from The Hague (Statute, Article 22), not exceeding a total of \$75,000.

(c) Such commitments not exceeding a total of \$25,000 as may be authorized by the Secretary-General in accordance with paragraph 4 of General Assembly resolution 1202 (XII) of 13 December 1957 relating to the pattern of conferences.

2. The Secretary-General shall report to the Advisory Committee on Administrative and Budgetary Questions, and to the General Assembly at its fourteenth 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.

CHAPTER II

DETAILED RECOMMENDATIONS ON THE BUDGET ESTIMATES

PART I. SESSIONS OF THE GENERAL ASSEMBLY, THE COUNCILS, COMMISSIONS AND COMMITTEES; SPECIAL MEETINGS AND CONFERENCES

SECTION 1. TRAVEL OF REPRESENTATIVES, MEMBERS OF COMMISSIONS AND COMMITTEES

	\$
Estimate submitted by the Secretary-General	733,700
Estimate recommended by the Advisory Committee	731,700
1957 (actual expense)	771,754
1958 (appropriation)	665,070

69. The increase of some \$68,700, as compared with the 1958 appropriation, in the estimate submitted by the Secretary-General for 1959 comprises mainly additional requirements of \$36,330 and \$28,800 respectively under chapter I—The General Assembly, Commissions and Committees, and chapter III—The Economic and Social Council, Commissions and Committees.

70. The estimates under review are based on a programme of meetings for 1959, which is generally in accordance with the pattern of conferences approved by the General Assembly in resolution 1202 (XII) of 13 December 1957. The Advisory Committee understands that the Secretary-General has brought, or will bring, to the attention of the various organs and subsidiary organs of the United Nations, as they meet, the provisions of resolution 1202 (XII) and, in particular, the last paragraph of that resolution by which the Assembly invited all organs to review their working methods and the frequency and length of their sessions. While the resolution of the Assembly has established a pattern of meetings for the next five years, further action by the several organs along the lines indicated by the Assembly will contribute to a more effective utilization of the limited conference and staff facilities, and financial resources, available to the Organization.

71. In its report on the 1958 budget estimates (A/3624, para. 60), the Advisory Committee referred to a proposal, which was then before the Economic and Social Council, for a change in frequency of the sessions of the Commissions on Human Rights and on the Status of Women from an annual to a biennial basis. Following the Council's referral of this question to the two Commissions, they have both now recommended that their sessions should continue to be held annually. The Advisory Committee notes in this regard that the Secretary-General reaffirmed to the Council his proposal of last year that "as a general principle, the biennial pattern should be adopted wherever practicable" (E/3134, para. 10). The General Assembly would no doubt wish to consider this matter at its forthcoming session.

72. Among the other subsidiary organs of the Economic and Social Council, the Sub-Commission on Prevention of Discrimination and Protection of Minorities,

which meets annually for a period of three weeks, will entail an expenditure of \$22,000 in 1959 on travel and subsistence of members, including travel and subsistence of two special rapporteurs. The Advisory Committee trusts that the frequency of the sessions of the Sub-Commission will be reviewed as part of the general review of all the functional commissions of the Council.

73. The 1959 estimate of \$375,000 under chapter I, item (i), for the travel of representatives to the General Assembly compares with a corresponding provision of \$303,700 in 1958 and actual expenditure of \$414,457 in 1957. The higher expenditure in 1957 is due in major part to the fact that many claims from the eleventh session of the Assembly, which extended into 1957, were submitted and settled only during that year. The Secretary-General has informed the Advisory Committee that the 1958 provision of \$303,700 will prove inadequate for meeting 1958 claims, which are now estimated at \$375,000, the amount proposed also in respect of 1959.

74. The proposed provision in respect of the Administrative Tribunal includes an amount of \$2,000 for payment of an honorarium of \$500 to the President and \$250 each to the other members of the Tribunal. The Advisory Committee recognizes that a similar proposal was made to the General Assembly at its ninth session but was not approved at that time. The Committee notes that this matter was not placed before the Assembly at its twelfth session when, as a result of a comprehensive review of the system of honoraria, it took certain decisions (A/3766)¹⁹ which in effect constituted a codification of existing practices. Without prejudging the substance of the issue, the Committee suggests that the inclusion of monetary provision in the budget prior to a decision in principle is not an orderly method of dealing with this question. The matter might be brought to the Assembly in due course as a modification of the provisions which were approved in December 1957. The Committee accordingly recommends the deletion of the proposed provision of \$2,000.

75. As regards the estimate of \$12,700 for two sessions in 1959 of the Advisory Committee on the Peaceful Uses of Atomic Energy, it is not entirely clear whether the General Assembly, in part I of resolution 912 (X) of 3 December 1955, intended to continue the Committee beyond the Second International Conference on the Peaceful Uses of Atomic Energy which is to be held in September 1958. The Advisory Committee (on Administrative and Budgetary Questions) understands that the Secretary-General attaches the greatest importance to the continuation of the Advisory Committee on Atomic Energy, especially in connexion with United Nations responsibilities in the field of the peaceful uses of atomic energy, including the Organization's relations

¹⁹ *Official Records of the General Assembly, Twelfth Session, Annexes*, agenda item 41. The recommendations contained in this document which was a report of the Fifth Committee were approved by the General Assembly at its 727th plenary meeting on 13 December 1957.

with the International Atomic Energy Agency. Should the General Assembly desire to continue the Committee, the inclusion of budgetary provision at \$12,700 for 1959 would be in order.

76. In addition to the meetings scheduled under chapter III of section 1, there is the possibility that, as in other years, one or more commodity conferences will be convened in 1959. Because of the *ad hoc* character of these conferences, they are covered, under present practice, by the authorization to the Secretary-General, in the annual resolution on unforeseen and extraordinary expenses, to incur obligations not exceeding a given amount for *ad hoc* meetings. The Advisory Committee notes with interest that despite the uncertainties attending the scheduling of these conferences, the Secretary-General is making efforts to foresee and plan them in advance, thereby promoting the methodical development of a complete conference programme for the ensuing year.

77. In the light of the foregoing comments, the Advisory Committee recommends an appropriation for section 1 in the amount of \$731,700, representing a reduction of \$2,000 in the estimate submitted by the Secretary-General.

<i>Analysis of reductions recommended</i>	\$
Chapter I (ii). Administrative Tribunal	2,000

SECTION 2. SPECIAL MEETINGS AND CONFERENCES

	\$
Estimate submitted by the Secretary-General	1,543,500
Estimate recommended by the Advisory Committee	1,543,500
1957 (actual expense)	33,842 ^a
1958 (appropriation)	2,250,000 ^b

^a Preparatory costs of the 1958 United Nations Conference on the Law of the Sea.

^b Includes \$2,000,000 for the Second International Conference on the Peaceful Uses of Atomic Energy and \$250,000 for the Conference on the Law of the Sea.

78. In order to isolate from the regular sections of the budget expenditure items which are not comparable from year to year, estimates are submitted under this section, on a project basis, in respect of conferences of an extraordinary character. The 1959 provision is intended to cover expenditures in respect of two such conferences: a Conference on the Elimination or Reduction of Statelessness which is to be convened in 1959 at an estimated cost of \$43,500; and the Second United Nations International Conference on the Peaceful Uses of Atomic Energy which will be held in 1958 at a total cost of \$3,500,000, of which some \$1,500,000 would arise in 1959, \$2,000,000 having been provided for the purpose in the 1958 budget.

I. United Nations Conference on the Elimination or Reduction of Statelessness

79. The Secretary-General proposes, in pursuance of General Assembly resolution 896 (IX) of 4 December 1954, to convene during 1959 a four-week conference of plenipotentiaries at Geneva for the purpose stated in that resolution, namely, to conclude a convention for the reduction or elimination of future statelessness. The estimate of \$43,500 includes \$4,500 for the travel and subsistence of five staff members from Headquarters, \$33,000 for the temporary employment of twenty-one language staff and a number of secretaries,

clerks and typists, and \$6,000 for printing the convention in the three working languages of the Conference.

80. Although in resolution 896 (IX) the General Assembly expressed its desire that the conference be convened as soon as at least twenty States have communicated to the Secretary-General their willingness to cooperate in such a conference, the Assembly might wish, having regard to the heavy and extraordinary expenditures falling in 1958 and 1959, to consider the possibility of deferring the conference to a later date. The Advisory Committee's concern in this regard is solely the need for a reassessment of priorities in the light of new and urgent expenditures which have considerably added to the financial burden of Member States.

81. Should the General Assembly agree that the conference should be convened in 1959, the Advisory Committee has no objection to the proposed provision of \$43,500.

II. International Conference on the Peaceful Uses of Atomic Energy

82. In his initial budget estimates for 1958 (A/3600),²⁰ the Secretary-General had estimated the total costs of the Second United Nations International Conference on the Peaceful Uses of Atomic Energy, to be convened at Geneva in September 1958 pursuant to General Assembly resolution 912 (X) of 3 December 1955, at \$2 million. During the twelfth session of the Assembly, the Secretary-General revised this estimate (A/C.5/733)²¹ to approximately \$4 million, in the light of the considerable increase in the number of technical papers which were to be submitted to the Conference and which, under the relevant rules of procedure, would fall to be published in the four languages of the Conference. The Secretary-General at the same indicated the possibility, with the progress of the arrangements for the Conference, of further revisions in the estimates.

83. The Advisory Committee, in commenting on the revised estimate, recommended (A/3777)²² that efforts should be made to achieve substantial economies, principally through a restriction of the volume of documentation to be printed and published and a more extensive use of internal processes in regard to pre-conference reproduction of papers and abstracts. In view of the tentative character of the estimate, the General Assembly decided, on the recommendation of the Advisory Committee, to include a provision of \$2,000,000 in the 1958 budget to meet 1958 costs, subject to review at the thirteenth session.

84. In accordance with the arrangements envisaged during the twelfth session of the General Assembly (A/3777, para. 13), the Secretary-General submitted to the Advisory Committee, at its first session in 1958, revised estimates in respect of the Conference. These revised estimates, which total \$3,500,000, are also the basis on which the 1959 estimates under section 2, chapter II, have been presented.

85. The Advisory Committee notes with appreciation that it has proved possible, largely through a change in the rules of procedure relating to the publication of the proceedings of the Conference, to effect a reduction in the estimates in the amount of nearly half a million dollars. The real reduction on this account is in fact

²⁰ *Official Records of the General Assembly, Twelfth Session, Supplement No. 5.*

²¹ *Ibid.*, Annexes, agenda item 41.

²² *Ibid.*

higher, since certain elements of costs and, in particular, the number of papers to be submitted and staff costs for servicing the Conference had been underestimated in the earlier estimates and have since been revised upwards.

86. While an amount of \$1,500,000—representing the balance of the total estimated cost of \$3,500,000 after allowing for the \$2 million provided in the 1958 budget—has been included in the 1959 estimates, the Advisory Committee notes that later in the year, at the time of submission of supplementary estimates for 1958, the Secretary-General will review the distribution of the total costs between the years 1958 and 1959, and will make appropriate proposals to the General Assembly. On the same basis, the estimates of income under part C of the 1959 budget include an amount of \$500,000 as income from the sale of printed volumes of the proceedings of the Conference.

87. The Advisory Committee comments in paragraph 191 on the expansion that has been achieved in the internal reproduction facilities available at Headquarters and Geneva, through the purchase, against the Conference budget, of additional equipment. The Committee will keep this matter under review, especially as regards the savings that are expected to accrue in respect of the normal publishing programme of the Organization.

88. In the light of what is said above, the Advisory Committee concurs in the proposed provision of \$1,500,000 in respect of the 1959 costs of the Conference.

89. For section 2 as a whole, subject to the observations in the preceding paragraphs and, particularly, in paragraph 81, the Advisory Committee recommends an appropriation of \$1,543,500.

SECTION 3. BOARD OF AUDITORS

	\$
Estimate submitted by the Secretary-General	51,000
Estimate recommended by the Advisory Committee	51,000
1957 (actual expense)	48,135
1958 (appropriation)	53,000

90. The Advisory Committee recommends an appropriation of \$51,000, the estimate submitted by the Secretary-General, to provide for the expenses of the Board of Auditors.

91. The Committee took the occasion of the 1959 budget review to inquire into the practical arrangements for external audit currently in force. The audit at Headquarters, which for several years was performed by the Auditor-General of Canada and his staff, has been the responsibility of the Netherlands member of the Board of Auditors since 1956, when the Canadian Auditor-General ceased to be a member of the Board. The Advisory Committee understands that consequential readjustments in the practical arrangements for the audit have been satisfactory.

PART II. SPECIAL MISSIONS AND RELATED ACTIVITIES

92. As in the case of the 1958 estimates, the Secretary-General has included in his initial budget document detailed estimates for 1959 in respect of all existing missions and related activities. These estimates are, however, provisional in the sense that they are contingent on a prospective decision of principle regarding continuance of the several missions and, further, are subject to revision in the light of developments.

SECTION 4. SPECIAL MISSIONS AND RELATED ACTIVITIES

	\$
Estimate provisionally submitted by the Secretary-General	2,062,600
Estimate provisionally recommended by the Advisory Committee	2,062,600
1957 (actual expense)	2,047,082
1958 (appropriation)	2,082,900

93. The following is a summary of the 1959 estimates submitted under section 4, with corresponding figures for 1958 and 1957:

Chapter	Mission or activity	1959 estimate \$	1958 appropriation \$	1957 expense \$
I.	Advisory Council for Somaliland	142,000	147,000	149,595
II.	Military Observer Group in India and Pakistan	431,300	448,800	430,850
III.	Representative for India and Pakistan	32,200	28,500	28,474
IV.	Conciliation Commission for Palestine	68,400	55,500	76,923
V.	Truce Supervision Organization in Palestine	1,201,000	1,070,000	1,177,221
VI.	Repatriation of Greek children	—	5,000	560
VII.	Memorial Cemetery in Korea	30,000	30,000	—
VIII.	Commission for the Unification and Rehabilitation of Korea	157,700	125,700	139,065
	TOTAL: chapters I to VIII	2,062,600	1,910,500	2,002,688
	Other missions in 1957-1958 which are not provided for in 1959	—	172,400 ^a	44,394 ^b
	GRAND TOTAL	2,062,600	2,082,900	2,047,082

^a Includes \$157,400 for the United Nations Commissioner to supervise elections in Togoland under French administration and \$15,000 for the Good Offices Committee on South West Africa. The latter provision has since been increased to \$26,000 with the prior concurrence of the Advisory Committee. In addition, expenses in connexion with the mission of the United Nations

Representative to India and Pakistan (Security Council resolution S/3922 of 2 December 1957) are estimated at \$15,500.

^b Includes \$36,547 for the mission to Togoland under French administration and \$7,847 for the mission of the President of the Security Council to India and Pakistan.

94. The total 1959 estimate of \$2,062,600 under chapters I to VIII is \$152,100 above the corresponding provision of \$1,910,500 for 1958, after taking account of a decrease of \$56,000 in respect of mission allowances in 1959 resulting from adjustments, effective 1 September 1958, in the emoluments paid to Field Service staff. Increases of \$143,900 in respect of the two Palestine missions, of \$32,000 in the Korean Commission and of \$3,700 for the Representative for India and Pakistan are partially offset, to the extent of \$27,500, by reductions in other chapters. The Advisory Committee understands, however, that, in terms of the situation prevailing at mid-year, expenditures in 1958 are estimated to exceed the appropriation for chapters I to VIII by some \$105,000, mostly because of increased requirements for the Truce Supervision Organization in Palestine and the Korean Commission. In terms of the probable 1958 figures, the provision requested for 1959 represents an increase of about \$47,000.

95. The Advisory Committee is gratified to learn that, in accordance with its previous recommendations (A/3624, para. 83), two senior officials from Headquarters visited early in 1958 all the missions except the Truce Supervision Organization in Palestine which had to be excluded because of the circumstances obtaining in the area. The Committee understands that the 1959 estimates under section 4 reflect the findings of this inspection team which sought, during its visits, a tightening of the administrative management of the several missions. It is noted in particular that, in the case of certain of the missions, it has proved possible, as suggested by the Advisory Committee in 1957 (A/3624, para. 86), to place increased reliance on locally-recruited staff and to effect a consequential reduction in the number of detailed and internationally-recruited staff.

96. The staffing position proposed for 1959 in the various missions is shown in the following table:

Mission or activity	Detailed from regular establishment (including Field Service)	Specifically recruited for mission service		Total staff in mission
		Inter- nationally recruited	Locally recruited	
I. Advisory Council for Somaliland	9	3	18	30
II. Military Observer Group in India and Pakistan	33	2	33	68
III. Representative for India and Pakistan	—	2	—	2
IV. Conciliation Commission for Palestine	—	12	2	14
V. Truce Supervision Organization in Palestine	146	3	38	187
VI. Repatriation of Greek children	—	—	—	—
VII. Memorial Cemetery in Korea	—	—	—	—
VIII. Commission for the Unification and Rehabilitation of Korea	5	1	29	35
TOTALS	193 ^a	23	120	336

^a Includes 164 Field Service personnel.

97. Salary costs of staff specifically recruited for mission service are provided for in section 4, while salaries of staff detailed from the regular establishment are covered under section 6 and those of Field Service personnel under section 5. There is also provision under section 6, chapter III, for the costs of temporary replacements, at the established offices, of detailed staff. The Advisory Committee suggests later in the present report (para. 134) that the full costs of operating the missions should be shown under section 4 by the inclusion in that section, rather than in section 6, of any costs of replacing staff assigned to the missions from the regular establishment.

98. In paragraph 23 of his budget foreword, the Secretary-General indicates that substantial additional costs are estimated in 1958 in connexion with the operations of the United Nations Observation Group in Lebanon.

99. Under the terms of General Assembly resolutions 289 A (IV) of 21 November 1949 and 442 (V) of 2 December 1950, it is expected that the present functions of the Advisory Council for Somaliland will cease in 1960 and that no budgetary provision will need to be made beyond that year for this mission.

100. The Advisory Committee recommends a provisional appropriation for section 4 of \$2,062,600, or the figure proposed by the Secretary-General.

SECTION 5. UNITED NATIONS FIELD SERVICE

	\$
Estimate provisionally submitted by the Secretary-General	1,096,800
Estimate provisionally recommended by the Advisory Committee	1,096,800
1957 (actual expense)	775,402
1958 (appropriation)	893,600

101. The increase of \$203,200 as compared with the 1958 appropriation consists of additional expenditure on salaries and wages and common staff costs as a consequence of (a) a net increase of nine posts over the 1958 establishment, and (b) certain proposed adjustments, effective 1 September 1958, in the emoluments payable to Field Service personnel.

102. The increase in the number of Field Service posts is attributed to developments which necessitated the establishment of outposts on the Syrian-Israeli border, requiring twenty-three additional staff. However, the net addition to the Field Service has been kept down to nine through the greater use of radio telephony at the Truce Supervision Organization in Palestine and the Military Observer Group in India and Pakistan. In this regard, the Advisory Committee understands that the establishment of an Observation Group in Lebanon has led to substantial staff increases in the Field Service

category, which will be reflected in the 1958 supplementary estimates.

103. The adjustments in the emoluments of Field Service personnel, which the Secretary-General proposes to authorize in accordance with annex I, paragraph 6, of the Staff Regulations, would result, in respect of 1959, in an increase of some \$156,000 under section 5 (salaries, wages and common staff costs) with a simultaneous decrease of \$56,000 in section 4 (mission allowances) and an increase of \$26,000 in income from staff assessment.

104. Having regard to the tentative character of these estimates, the Advisory Committee recommends a provisional appropriation for section 5 of \$1,096,800, as proposed by the Secretary-General.

PART III. THE SECRETARIAT

SECTION 6. SALARIES AND WAGES

	\$
Estimate submitted by the Secretary-General	30,561,000
Estimate recommended by the Advisory Committee	30,311,000
1957 (actual expense)	29,044,745
1958 (appropriation)	29,200,875

105. Provision is made under section 6 for the established posts, temporary assistance, consultants and overtime of all departments, offices and activities, with the exception of the International Court of Justice, the Office of the High Commissioner for Refugees, the Field Service and the revenue-producing activities. The Advisory Committee has commented in paragraphs 21 to 25 on the reasons suggested by the Secretary-General for the exclusion from this section of the salary costs of these four offices and activities. To the extent, however, that this section now covers also the salaries and wages of the Technical Assistance Administration (section 16 of the 1958 budget), the Joint Secretariat of the Permanent Central Opium Board and Drug Supervisory Body (section 11 of the 1958 budget) and the secretariat of the Joint Staff Pension Board and United Nations Staff Pension Committee (section 12 of the 1958 budget), it is wider in scope than section 6 of the 1958 budget.

106. Reference has been made in paragraph 44 to the organizational changes that have taken place or are proposed to be effected in the Secretariat. The Advisory Committee understands that these changes will have no material financial impact in themselves, although they are directed to a better and more effective utilization of staff resources. It must be noted, however, that the estimates under section 6 do not reflect the most important of the organizational changes, namely the establishment of the Economic Commission for Africa. Budgetary provision for this Commission is separately made, as a temporary procedure, and will be incorporated in other sections of the budget in due course.

107. The appropriation proposed by the Secretary-General under section 6 amounts to \$30,561,000 and represents an increase of \$1,360,000 over the 1958 provision. The Secretary-General has, however, informed the Advisory Committee that he now foresees 1958 requirements for items covered by this section at some \$30 million, so that in relation to this figure the increase in the 1959 initial estimate is limited to some \$560,000. There are, of course, other anticipated ex-

penditures in 1959, not reflected in the initial estimates under section 6, including those in respect of the Economic Commission for Africa and possible revisions arising from other decisions of the Economic and Social Council. In addition, the Secretary-General has indicated, in paragraph 20 of his foreword, preliminary forecasts of possible additional costs of \$400,000 under section 6 in respect of a contingent revision of the post-adjustment classification of New York and \$175,000 under section 7 for proposals relating to pensionable remuneration of staff.

108. In its approach to the estimates under section 6, the Advisory Committee has also taken account of the greater possibilities, opened by the new form of the budget, of applying priorities in programming, increasing flexibility in the use of staff resources and improving administrative management procedures. These possibilities were discussed in some detail in the Committee's report on the 1958 budget estimates (A/3624, paras. 18-21, 92) where the Committee also indicated that with a continuous scrutiny of staffing requirements it should be possible to reduce the numerical strength of some segments of the Organization. The Committee recognizes that the 1959 estimates under section 6 reflect to some extent the facility offered by the new form of the budget for an increasingly flexible use of staff resources by adjusting their deployment as need arises, so as to concentrate them on areas of immediate importance and necessity. Nevertheless, there should be a continuing effort in this direction and it would be difficult to maintain that the advantages of a consolidated manning table have been fully realized in the 1959 estimates as submitted by the Secretary-General.

109. The comments below reflect this approach, and are offered separately for each chapter of this section, although the Committee's final recommendations (see para. 136) relate to the section as a whole because of the closely related character of the several elements in the section.

Chapter I. Established posts

	\$
Estimate submitted by the Secretary-General	29,083,000
Estimate recommended by the Advisory Committee	^a
<i>Budget amounts (total for chapter)</i>	
\$	
27,094,410	1957 Posts authorized
(actual expense)	3,941
27,784,645	1958 Posts authorized
29,083,000	1959 Posts requested
^a	1959 Posts recommended by the
	Advisory Committee ...
	3,994

^a See paras. 109 and 136.

110. For the departments and offices covered by this section, the Secretary-General has requested a total of 4,023 established posts, comprising 1,687 in the Professional category and 2,336 in the General Service category. As compared with the authorized 1958 establishment, this represents a net addition of twenty-nine posts, eight in the Professional category and twenty-one in the General Service category. A tentative distribution of the total staff among the various organizational units, as envisaged by the Secretary-General, is indicated in annex I to the budget estimates.

111. The money provision under chapter I covers, in addition to the cost of the established posts proposed by the Secretary-General, an amount of \$1,154,000 in respect of approximately 250 "artisans, technicians and manual workers".²³

112. The increase of some \$1,298,000 under established posts may be broken down into the following components:

	\$
(a) Salary increases, not reflected in the 1958 appropriations, for General Service staff and manual workers	550,000
(b) Post adjustments not reflected in the 1958 appropriations	117,000
(c) Increase in size of the establishment—new posts	161,000
(d) Additional provision for manual workers (other than salary increases)	40,000
(e) Provision for salary increments	159,000
(f) Other items (residual figure)	271,000
	<hr/> 1,298,000

113. Item (a) and, to a lesser extent, item (b) above might be recognized as unavoidable to a great extent, inasmuch as they reflect administrative measures which the Secretary-General is empowered to adopt under the Staff Regulations or other relevant directives of the General Assembly. Thus, in accordance with annex I, paragraph 7, of the Staff Regulations and on the basis of the application of the principle of best-prevailing rates for comparable employment, the Secretary-General has authorized, effective 1 January 1958,²⁴ salary increases of the order of 5 to 7 per cent to staff in the General Service and manual worker categories at Headquarters and Geneva. This authorization, which results in additional annual costs for salaries of some \$550,000, was reported to the Advisory Committee

²³ These include such personnel as carpenters, electricians, plumbers and maintenance men.

earlier in the year, in accordance with a suggestion made by the Committee in 1955 (A/2921, para. 125),²⁵ although in this instance prior notification was not considered possible.

114. The Advisory Committee took the occasion of its budget review to discuss with representatives of the Secretary-General the details of the procedures employed in the determination of the best-prevailing rates in New York, Geneva and other locations and in the establishment and periodic revision of local salary scales at these locations. The Committee also noted the differing grants of authority in this regard in the various specialized agencies.

115. As to item (b), the increased requirements for post-adjustment payments, apart from some \$6,000 related to the new posts (see item (c)), are based on estimated entitlements of existing staff in the light of presently available information.

116. Items (c) and (d) clearly represent new expenditures. The Secretary-General has proposed the net addition of twenty-nine posts, eight in the Professional category and twenty-one in the General Service category, almost all at overseas offices. The Advisory Committee has, in paragraphs 47 to 51, considered in some detail the question of the size of the Organization's staff needs over the past five years.

117. To facilitate the reconciliation of the numbers of established posts covered by section 6 of the 1958 budget and section 6 of the 1959 estimates, there is given below a table showing the necessary adjustments as well as comparative figures for 1958 and 1959 of all posts paid out of the regular budget of the Organization.

²⁴ The necessary additional funds for 1958 (\$550,000) will be taken into account by the Secretary-General in his supplementary estimates for that year.

²⁵ *Official Records of the General Assembly, Tenth Session, Supplement No. 7.*

ESTABLISHED POSTS: 1958 AND 1959

	1958	1959
Section 6 of 1959 budget estimates	—	4,023
Section 6 of approved 1958 budget	3,811 ^a	—
Section 11 of approved 1958 budget (Secretariat of the Permanent Central Opium Board and Drug Supervisory Body)	9	—
Section 12 of approved 1958 budget (Secretariat of the Joint Staff Pension Board and United Nations Staff Pension Committee)	10	—
Section 16 of approved 1958 budget (Technical Assistance Administration)	164	—
Posts for departments and offices covered by section 6 of the 1959 budget estimates	3,994	4,023
United Nations Field Service (section 5)	167	176
Revenue-producing activities (Part D)	85	89
Office of the United Nations High Commissioner for Refugees (section 10)	213	246
International Court of Justice (section 21 in 1958; section 19 in 1959)	30	30
TOTAL	4,489^b	4,564^b

^a This figure is arrived at from the figure of 3,814 shown in the report of the Fifth Committee on the 1958 budget estimates (A/3800, para. 53) by:

(a) Adding the three posts approved separately for a management staff (A/3800, para. 53, footnote 1);

(b) Adding two posts in the Office of the Controller, financed from the United Nations Refugee Fund, to cope with audit work relating to that Fund; and

(c) Deducting eight posts as a result of the transfer of the Joint Medical Service at Geneva from the United Nations to the World Health Organization.

^b These totals are the same as the figures shown in table 6-2 of the 1959 budget estimates (A/3825); they exclude the staff specifically recruited for mission service and carried under section 4 of the 1958 and 1959 budgets. This latter group for 1959 comprises twenty-three international and 120 local staff.

118. The additional posts requested by the Secretary-General comprise two editorial staff and five secretaries in the secretariat of the Economic Commission for Asia and the Far East; three editorial and language staff, two economists, one financial assistant and five secretarial/clerical staff in the secretariat of the Economic Commission for Latin America; five secretarial posts in the Geneva Office and five others in the Information Centres; and one clerical staff in the secretariat of the Joint Staff Pension Board. A second post, in the Professional category, requested for the secretariat of the Pension Board will be found from the existing complement of staff. It is also understood that the assignment of a post to provide for the Secretary of the Scientific Committee on Atomic Radiation will no longer be necessary.

119. The Advisory Committee has discussed with representatives of the Secretary-General the need and justification for each of the additional posts, and while in some cases a measure of justification exists, it is relatively weaker in others. While the Committee does not wish to refer to these posts individually, it would nevertheless suggest that the additional requirements for ECAFE and ECLA could be deferred until after the first year of the new sister commission, the Economic Commission for Africa, in respect of which substantial expenditures will need to be initiated in 1959. Should this prove impossible, the Secretary-General might consider a re-assessment of the needs of Headquarters in the fields of economic and social affairs and of language services and attempt to make appropriate arrangements to meet any essential and immediate needs at ECAFE and ECLA. The Committee would also suggest that any urgent clerical and secretarial needs for the overseas offices could be met from within total available resources.

120. The Advisory Committee accordingly recommends that the total number of staff covered by section 6 should be maintained at their 1958 levels, namely, 1,679 in the Professional and higher categories and 2,315 in the General Service category.

121. As regards item (d) in paragraph 112 concerning additional provision for manual workers, every effort should be made to hold down the increase in the number of manual workers, artisans and technicians.

122. The last two components of the increase, which are listed in paragraph 112, are linked for the most part to the question of the methods used for the costing of established posts. Thus, item (e) provides an amount of \$159,000 for salary increments and item (f) seems to be related mainly to such factors as the basis of computation of salary costs and the allowance for turnover of staff. There are, in addition, other factors, which also have a bearing on the estimates for established posts, including the definition and control of expenditure on temporary assistance.

123. The Advisory Committee, in its report on the 1958 estimates (A/3624, paras. 102, 110-113), drew attention to these factors and to the difficulty of assessing the impact of any one of them in isolation. The problem is twofold. In the first place, there is an obvious need for a better definition and control of expenditure on temporary assistance, as well as for a consistent treatment in the accounting of such expenditure. There has been some marked improvement in this regard with the development in the Secretariat, along the lines generally suggested by the Advisory Committee (A/3624, paras. 102, 110-113), of appropriate criteria for identifying

temporary assistance expenditures and the institution of new procedures for the central administration and control of established posts and temporary assistance. Under these new arrangements, the key principle is that established posts would be utilized solely for staff members performing duties which constitute part of the regular and continuing tasks of the Secretariat; conversely, staff engaged for special peak-load projects or other special short-term purposes would be considered temporary assistance, and established posts would not be utilized for such purposes. This principle would be applied, regardless of the term of contract of the individual staff member, the basic criterion being the particular functions for which the staff member was engaged and is retained. Experience with the new arrangements should greatly facilitate the proper division of costs between established posts, representing the normal continuing needs of the Organization, and temporary assistance, which covers *ad hoc* and short-term requirements even if some of these may be of a recurring or periodical nature.

124. The second aspect of the problem concerns the computation of the cost of maintaining through the year an establishment at an approved level, subject to the normal incidence of vacancies, promotions and turnover of staff. The method used in respect of the 1959 estimates reflects progress in this direction also, along the lines indicated by the Advisory Committee. Thus, the estimates for established posts have been calculated on the basis of actual rates paid at the time of the preparation of the estimates, the total estimate being computed by a combination of two factors: (a) the average cost of a post at each level at each main office location, and (b) the number of posts proposed for that office at each level.

125. To the cost thus determined has been added an amount of \$159,000, representing about 1 per cent of the cost of posts in the Professional category, to allow for salary increments to staff in that category. It is stated in the budget text that this incremental factor is based on analyses of expenditures for various periods and that no such special allowance needs to be made in respect of the salary increments of General Service staff.

126. Finally, a reduction of \$1 million, representing approximately 3.5 per cent of the estimated cost, has been applied to the estimates as an adjustment for turnover of staff. This compares with a deduction of some \$1,097,500, or 3.9 per cent, in the 1958 budget for items covered by the expanded section 6.

127. The Advisory Committee believes that the method of computation adopted in respect of the 1959 estimates is a definite and logical improvement over the formulae that have been applied in previous years. With continuous study and analysis, the basic elements entering the computation would become increasingly accurate and refined, and, in turn, would lead to more reliable estimates of costs.

128. It seems to the Advisory Committee that, apart from one or two identifiable elements which are mentioned in the budget text under section 6, the major portion of the last component of increase cited in paragraph 112 above (\$271,000) may be attributable to the combined effect of the slightly lower turnover deduction applied to the 1959 estimates and the departure in the method of computing them. In view of the fact that the estimates are based on necessarily limited experience and analysis, the Committee is inclined to regard the figures in question with reservation.

Chapter II. Overtime and night differential

	\$
Estimate submitted by the Secretary-General . .	375,000
Estimate recommended by the Advisory Committee	a
1957 (actual expense)	467,651
1958 (appropriation)	294,000

^a See paras. 109 and 136.

129. The estimate under chapter II for overtime and night differential amounts to \$375,000 as against \$294,000 provided in 1958 and \$467,651 spent in 1957. The relatively high figure for actual 1957 expenses is attributable to the extension of the eleventh session of the General Assembly into that year. Inasmuch as the revised estimate foreseen by the Secretary-General for 1958 in the light of expenditures to 31 May 1958 amounts only to \$349,000, the Advisory Committee believes that there is some scope for savings in the 1959 estimates under this chapter. Even apart from the 1958 comparison, the Committee would emphasize the need for adequate control, by the officials concerned at all levels, of overtime requirements. While certain of these requirements may be unavoidable, every effort should be made to ensure maximum utilization of normal periods of work by proper advance planning.

Chapter III. Temporary assistance

	\$
Estimate submitted by the Secretary-General . .	1,103,000
Estimate recommended by the Advisory Committee	a
1957 (actual expense)	1,482,684
1958 (appropriation)	1,122,230

^a See paras. 109 and 136.

130. As indicated in paragraph 123, new procedures have recently been introduced at Headquarters in respect of the administration and control of expenditures on temporary assistance. These procedures, which when fully implemented should promote a tighter and more rational use of funds, are reflected to some degree in the 1959 estimates under this chapter. Some further improvement is likely in the light of the continuing study (see budget text under this chapter) of the most effective manner in which the Advisory Committee's earlier recommendations (A/3624, paras. 110-113) might be put into effect in their totality.

131. As in the case of overtime, the higher expenditure on temporary assistance in 1957 may be attributed in major part to the extension of the eleventh session of the General Assembly into that year. In comparing the 1958 and 1959 estimates, the Secretary-General has drawn attention to two factors: (a) the absence in the 1959 estimates of any provision for scientific experts appointed under General Assembly resolution 913 (X), in respect of whom an amount of \$50,000 was included in the 1958 estimates; and (b) the increase, not reflected in the 1958 estimates, in the level of salaries paid to General Service staff.

132. To these factors the Advisory Committee would add two others, of a less important character. In the first place, the new procedures for strengthening the central control of temporary assistance could not be taken into account in the 1958 estimates. Secondly,

the 1958 figure (\$202,300) for the Geneva Office includes some \$20,000 in respect of the Visitors' Service at that Office, an activity which for 1959 is covered under part D—Revenue-producing activities.

133. The Secretary-General states in the budget text that, apart from the General Assembly, "meetings at Headquarters which form part of the normal programme would be serviced in the main without the need for temporary help other than perhaps the occasional requirement for specific services—e.g. verbatim reporting". The Advisory Committee has commented in paragraphs 36 and 37 above on the question of providing verbatim reporting facilities in the Organization.

134. As regards the amount of \$96,000 included in the estimates for replacement of staff assigned to field missions, while the need for a provision of this kind cannot be questioned, the possibility should be studied of budgeting for this purpose under section 4—Special missions and related activities, in order to indicate in that section the full extra costs of operating the missions.

135. The Advisory Committee understands that 1959 is expected to be the last year for which provision will be made for a Headquarters unit in the Technical Assistance Administration, charged to temporary assistance funds, in respect of the Antibiotics Industrial Production Programme. It is anticipated that the projects which are being serviced by this unit will be completed before 1960, after which any request for expert assistance in this field will be dealt with under the technical assistance programme as a specific project.

136. On the basis of the considerations set forth in the preceding paragraphs and, in particular, in paragraphs 108, 120, 121, 128, 129 and 130, the Advisory Committee recommends an appropriation under section 6 of \$30,311,000, representing a reduction of \$250,000 in the estimate submitted by the Secretary-General.

Analysis of reductions recommended

Section 6. Salaries and wages \$250,000

SECTION 7. COMMON STAFF COSTS

	\$
Estimate submitted by the Secretary-General . .	6,306,000
Estimate recommended by the Advisory Committee	6,271,000
1957 (actual expense)	6,097,376
1958 (appropriation)	5,940,150

137. The estimates under this section cover the staff allowances, social security payments, recruitment, transfer and separation costs, and other common staff costs of all units of the Secretariat covered by section 6, of the internationally-recruited mission staff under section 4 and of staff included under part D (Revenue-producing activities from which an income credit is received). The section accordingly excludes common staff costs of the International Court of Justice (section 19), of the Office of the High Commissioner for Refugees (section 10) and of the Field Service (section 5).

138. The proposed provision of \$6,306,000 represents an increase of \$365,850 over the 1958 appropriation; however, the 1958 figure is likely to prove insufficient to the extent of some \$300,000, according to the forecasts which the Secretary-General has provided to the Advisory Committee on the basis of expenditures to 31 May 1958.

139. To the extent that staff entitlements or other payments in accordance with decisions and directives of the General Assembly are involved, expenditures under this section are not subject to any significant degree of administrative control. Such items, covered largely under chapters I and II, would include dependency allowances, education grants and related travel, contributions to the Pension Fund, medical insurance and other approved social security plans, and retirement allowances for former Secretaries-General. On the other hand, items included under chapters III and IV are susceptible of greater administrative control even though, in the case of appointments, transfers and separations, there may be limits to administrative flexibility, especially as regards the entitlements arising out of these personnel actions. It will also be seen that chapters III and IV represent only about one-fifth of the total expenditures covered by the section; in other words, given a particular size of the establishment, much of the expenditure under section 7 is more or less automatic.

140. The Advisory Committee notes that a revised definition of dependency will be introduced during the course of 1958 and that, in accordance with a decision of the General Assembly at its twelfth session (A/3797, para. 18),²⁶ the revised definition will be the subject of review in the light of a full year's working experience, presumably at the fourteenth session of the Assembly. The application of the new definition is estimated to result in savings, which have been reflected in the estimates, of some \$20,000 in 1959.

141. The estimates under chapter II, item (i), for contributions to the Joint Staff Pension Fund take account of an anticipated reduction of \$75,000, representing a tentative estimate of the savings that would accrue from the introduction of the associate participation scheme in respect of staff members who are appointed for a fixed term of one to five years. The Advisory Committee understands that of some 150 staff members who have fixed-term contracts at the present time, eighty-four have elected, as of 9 July 1958, to join the associate scheme, and that new fixed-term appointments are automatically subject to participation in the scheme. The Committee notes in this regard that of 122 appointments made during 1957, eighty-one were for various fixed-term periods.

142. In paragraph 20 of his budget foreword, the Secretary-General has given a preliminary forecast of the order of \$175,000 as the possible cost of certain recommendations which he may wish, in collaboration with the executive heads of the specialized agencies, to make on the matter of pensionable remuneration. These recommendations would be based on a study undertaken, on behalf of the Administrative Committee on Co-ordination, by a team of outside experts, and would be submitted to the General Assembly, in accordance with resolution 1095 A (XI) of 27 February 1957, after consideration by the Joint Staff Pension Board. The Advisory Committee notes in this regard that the Pension Board will examine this question at a special session to be held in September 1958.

143. The Advisory Committee understands that the initial implementation of the provisions in respect of the payment of assignment allowances to staff members who, on assignment to particular duty stations, are not paid removal expenses, has given rise to some difficulties

in terms of consistency of application and equity of treatment of staff. These difficulties have also been accentuated, as the Committee is informed, by lack of uniformity in the practices followed by some of the specialized agencies. The Advisory Committee believes that the Secretary-General should be free, within the intent of these provisions, to administer them with such flexibility and discretion as to ensure their equitable application in differing individual circumstances.

144. The recommendation in paragraph 120 above that no new posts under section 6 should be established in 1959 would entail a consequential reduction of some \$35,000 under section 7 in respect of the related common staff costs.

145. The Advisory Committee accordingly recommends an appropriation under section 7 in the amount of \$6,271,000, representing a reduction of \$35,000 in the estimate submitted by the Secretary-General.

Analysis of reductions recommended

Section 7. Common staff costs..... \$35,000

SECTION 8. TRAVEL OF STAFF AND OF MEMBERS OF ADMINISTRATIVE BODIES

	\$
Estimate submitted by the Secretary-General	1,514,420
Estimate recommended by the Advisory Committee	1,475,000
1957 (actual expense)	1,579,765
1958 (appropriation)	1,548,020

146. The total estimate of \$1,514,420 submitted by the Secretary-General under this section is intended to cover four categories of expenditure:

	\$
(i) Travel of staff to meetings	161,600
(ii) Travel on other official business	400,320
(iii) Travel of staff and dependants on home leave	930,000
(iv) Travel of members of administrative bodies	22,500

147. In comparing the amounts for 1957, 1958 and 1959, account must be taken of the following factors:

(a) The 1957 figure includes some \$178,000 for special purposes, such as the Sub-Committee of the Disarmament Commission and the Special Committee on Hungary; similar special expenditures in 1958 and 1959 cannot be entirely ruled out, although no provision is included in the initial estimates for those years;

(b) Fewer staff members are on home leave in the odd years such as 1957 and 1959 so that home leave costs in 1959 will be appreciably less than in 1958; for the same reason, there is less scope in the odd years for combining travel to meetings with home leave journeys, with a consequential rise in the cost of travel to meetings;

(c) As the Economic Commission for Latin America holds a full session only in the odd years, there is an additional expenditure in respect of travel of staff to meetings in these years.

148. If travel on home leave which, being a staff entitlement, is only to a limited extent subject to administrative control, is excluded from the comparison, the 1959 estimate for other travel amounts to \$584,420, or an increase of \$81,600 over the 1958 provision.

149. The Advisory Committee believes that while progress has been made in the control of travel expenditures, there remains scope for a further tightening up of the administration of travel funds, especially as to the number of officials assigned to meetings of various

²⁶ Official Records of the General Assembly, Twelfth Session, Annexes, agenda item 51.

bodies. There is need also for better planning of travel at the departmental level so that each essential journey covers as many related purposes as possible and is not merely directed to a narrow, immediate function. The Advisory Committee has previously emphasized (A/3624, para. 127) the importance of administering travel funds as an integral whole and of not allowing separate amounts, which initially might have been voted in connexion with specific purposes, to be automatically "earmarked" for these purposes regardless of changing needs.

150. In view of a number of additional expenditures, including those resulting from the establishment of the Economic Commission for Africa, the Advisory Committee recommends that the requirements for travel on official business (other than travel to meetings) of the other regional commissions should not be increased. The Committee also believes that travel funds relating to technical assistance should be subject to a greater measure of review and control than in the past, when these were budgeted for in a separate section of the budget.

151. The Advisory Committee notes with appreciation that, in accordance with established practice and as envisaged in General Assembly resolution 1202 (XII) of 13 December 1957, the Governments of Australia and Panama, which will act as hosts to the 1959 sessions of ECAFE and ECLA respectively, will provide a wide range of facilities for these meetings, including conference rooms, office furniture and equipment and some local servicing staff.

152. The Advisory Committee's agreement to the inclusion of \$2,900 for travel of staff in 1959 to meetings of the Advisory Committee on the Peaceful Uses of Atomic Energy is subject to the General Assembly's desire to continue the latter committee beyond 1958, a point which, as mentioned in paragraph 75, appears to call for clarification. Likewise, the Advisory Committee has no objection to the inclusion of \$30,000 for special studies in the Middle East and Africa, on the understanding that the \$20,000 provided in this figure for Africa is taken into account in considering the details of the 1959 estimates for the Economic Commission for Africa.²⁷

153. On the basis of the considerations set forth in paragraphs 149 and 150, the Advisory Committee recommends an appropriation of \$1,475,000, representing a reduction of \$39,420 in the estimate submitted by the Secretary-General.

Analysis of reductions recommended

Section 8. Global reduction in section as a whole..... \$39,420

SECTION 9. HOSPITALITY

	\$
Estimate submitted by the Secretary-General..	25,000
Estimate recommended by the Advisory Committee	25,000
1957 (actual expense)	19,191
1958 (appropriation)	20,500

154. This section of the budget covers the hospitality expenses of the Organization, both at Headquarters and at other offices of the United Nations, and includes pro-

vision for the partial reimbursement of staff members not in receipt of representation or comparable allowances for hospitality expenses authorized in advance by the Secretary-General.

155. The provision for hospitality has remained at \$20,000 annually since 1948 and a proposal by the Secretary-General for an increase of \$5,000 was not approved in respect of the 1958 estimates.

156. Having regard to the reasons cited by the Secretary-General both last year (A/3600, section 9) and in the 1959 budget text, and on the understanding that no separate provision for hospitality will be made in respect of the Economic Commission for Africa, the Advisory Committee recommends an appropriation of \$25,000.

SECTION 9a. PAYMENTS (TO UNDER-SECRETARIES AND DIRECTORS) UNDER ANNEX I, PARAGRAPHS 2 AND 3, OF THE STAFF REGULATIONS

	\$
Estimate submitted by the Secretary-General	70,000
Estimate recommended by the Advisory Committee	70,000
1957 (actual expense)	54,667
1958 (appropriation)	71,000

157. The Staff Regulations, annex I, paragraphs 2 and 3, authorize the Secretary-General, on the basis of appropriate justification and/or reporting, to make additional payments to Under-Secretaries and Directors "to compensate for such special costs as may be reasonably incurred in the interest of the Organization in the performance of duties assigned to them by the Secretary-General".

158. Of the total estimate of \$70,000, about \$50,000 is intended for payments to Under-Secretaries and the balance of \$20,000 for payments to Directors. The proposed reduction of \$1,000 in the estimate, in comparison with the amounts appropriated for 1957 and 1958, follows the decrease by one in the number of Director posts and the general readjustments in the organization of the Secretariat at the senior level.

159. The Advisory Committee recommends an appropriation of \$70,000 as a maximum provision in 1959 for these payments.

PART IV. SPECIAL OFFICES

SECTION 10. OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

					\$
Estimate submitted by the Secretary-General	1,408,000				
Estimate recommended by the Advisory Committee	1,350,000				
<i>Budget amounts</i>					
<i>(total for section)</i>					
	\$				
1,159,118	1957	Posts authorized	192		
(actual expense)					
1,311,925	1958	Posts authorized	213		
1,408,000	1959	Posts requested	246		
1,350,000	1959	Posts recommended by the			
		Advisory Committee	236		

160. In accordance with a recommendation which the Advisory Committee made in 1957 (A/3624, para. 142), all administrative expenses relating to the Office of the United Nations High Commissioner for Refugees,

²⁷ A global provision of \$500,000 has been included in the 1959 estimates for this Commission; the Secretary-General will submit, and the Advisory Committee will review, the details of this provision later in 1958.

whether previously financed from the regular budget or from voluntary funds, have been combined and presented in the regular budget estimates for 1959. Thus, section 10 covers all staff costs, costs of travel and a provision for public relations and information services, while other costs, such as those relating to general expenses, printing, permanent equipment and hospital-ity, are included in other relevant sections of the estimates.

161. Table 10-1 of the budget document (A/3825) gives a statement of the amounts included in various sections of the budget in respect of the Office of the High Commissioner.

162. Comment has been offered in paragraphs 20 and 25 above regarding the exclusion of the Office of the High Commissioner from the consolidated presentation of the estimates for salaries and wages under section 6.

163. The total administrative expenses of the Office for 1959 are estimated at \$1,517,025, of which \$1,408,000 would be provided under section 10 and the balance under other sections. Against the total budgetary provision of \$1,517,025, it is assumed that there would be a credit to income of \$480,000 from the voluntary funds of the High Commissioner; further, staff assessment income to be credited to Member States through the Tax Equalization Fund is estimated at \$186,000. Thus, the net cost of the Office to the United Nations regular budget, under the Secretary-General's estimates, would be \$851,025 in 1959.

164. The estimates make provision for a total of 246 established posts in 1959, or thirty-three more than the number approved for 1958. These additional posts comprise twenty-three posts which during 1958 are charged against temporary assistance and ten new posts requested for 1959. The twenty-three posts mentioned above include a post of administrative officer which was transferred to the Office in 1958 from the Geneva Office of the United Nations and a post of assistant to the Legal Adviser for which, in the opinion of the Secretary-General, there was an urgent need. The Advisory Committee understands that the High Commissioner has shifted his staff to meet changing requirements. On the assumption that this flexibility of staff will be continued in 1959, the Advisory Committee is prepared to accept the continuation of these two posts throughout 1959 and the conversion of the other twenty-one temporary posts to an established basis, although the legal assistant's post might have been loaned from elsewhere in the Secretariat.

165. As regards the ten new posts which are proposed by the Secretary-General, while there may be some justification for some of those posts, the Advisory Committee believes, having regard to the over-all staffing of the Office, that the most essential of the new requirements should be provided from available resources by appropriate readjustments in work assignments. Accordingly, the Committee is unable to recommend the establishment of the ten additional posts.

166. In the case of the Secretariat (section 6) the consolidation of the manning tables for all departments and offices has virtually eliminated the need for requesting changes in the manning table to accommodate reclassification of individual posts. On the other hand, a number of upward reclassifications have been proposed under section 10. The Advisory Committee recognizes that as long as the flexibility available under section 6 does not cover the Office of the High Commissioner,

there may be occasional need for limited adjustments to the manning table involving upward or downward reclassifications of posts. Nevertheless the Committee is not convinced of the need for all of the reclassifications proposed or that some of the requirements cannot be met by internal redistribution of posts in the Office. In particular, the Committee believes that the reclassification of posts from the First Officer (P-4) to the Senior Officer (P-5) level should be limited to one or at most two posts.

167. The Advisory Committee also has reservations as to the need for increasing the provision for consultants from \$8,500 in 1958 to \$15,000 in 1959. Some savings should be possible under other chapters of section 10.

168. In the light of these considerations, the Advisory Committee recommends an appropriation of \$1,350,000, or \$18,000 less than the estimate submitted by the Secretary-General.

Analysis of reductions recommended

Section 10. Office of the High Commissioner for Refugees	\$58,000
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PART V. COMMON SERVICES AND EQUIPMENT SECTION 11. GENERAL EXPENSES

	\$
Estimate submitted by the Secretary-General	5,352,800
Estimate recommended by the Advisory Committee	5,325,000
1957 (actual expense)	5,399,208
1958 (appropriation)	5,065,800

169. This section of the budget provides for the general expenses of all offices of the Organization with the exception of the special missions (section 4), the Field Service (section 5) and the International Court of Justice (section 19).

170. The Secretary-General's estimates for 1959 show an increase of \$287,000 over the comparable appropriation for 1958 and a decrease of \$46,408 below actual expenditures in 1957. The Secretary-General has, however, indicated to the Advisory Committee that, on the basis of a review of expenditures at mid-year, additional requirements are foreseen for 1958 of the order of \$216,600.

171. The greater part of the additional expenditure under this section, both in 1958 and 1959, is attributed to the continuing increase in the rates charged for contractual services. In this regard, the Advisory Committee notes that the estimated 1959 requirements for maintenance of premises and fixed installations at Headquarters have been kept below the 1957 level mainly through changes in standards for cleaning, elevator operation and other contractual maintenance. There are however increases in respect of maintenance services at overseas offices, and particularly at the Geneva Office. The Committee believes that continued efforts should be made, both at Headquarters and at other offices, to hold maintenance costs at least at their present level through such administrative measures as are possible.

172. In its report on the 1958 estimates (A/3624, para. 154) the Advisory Committee recommended that advantage should be taken of the new consolidated form of the budget to centralize responsibility for the rental and operation of premises and equipment, and for other related matters affecting the field offices. The Committee, on that occasion, reiterated the importance of

achieving a consolidation of the premises and services of field offices, located at the same city, of the United Nations and, where possible, of the specialized agencies, and asked for a report on the subject in 1958. While this report will not be available until later in the year, the Committee understands that, with effect from 1 January 1958, responsibility in respect of premises and equipment at all offices of the Organization has been centralized in the Office of General Services at Headquarters. The Committee further understands that in Mexico City arrangements have been made to relocate in a single building the local offices of the United Nations and all of the specialized agencies except the World Health Organization. It is essential that, particularly in view of rising rental and maintenance costs, renewed efforts should be made to develop common premises and services for all offices located in the same city of all the organizations in the United Nations family.

173. The present arrangements, approved by the General Assembly, for housing accommodations for the Secretary-General cover a furnished apartment in New York City and a furnished house in the country, subject to a total annual budgetary provision of \$15,000. In the light of certain developments connected with the ownership of the apartment, the Advisory Committee in April 1958 concurred in the purchase of the proprietary leasehold and stock of the apartment which forms part of a co-operatively-owned building. The purchase involved the withdrawal of an amount of \$60,000 from the Working Capital Fund in addition to a previous advance in 1956 of \$15,000, of which some \$14,000 is outstanding, in connexion with a special two-year lease on the apartment. The purchase price of \$60,000 took into account the earlier payment of \$15,000, together with the terms of the two-year lease. There is thus an amount of about \$74,000 owing to the Working Capital Fund, in respect to which article 6.4 of the Financial Regulations would be applicable.

174. The Advisory Committee has, in the light of the developments mentioned in the preceding paragraph, reconsidered the appropriateness of the annual budgetary provision of \$15,000 in respect of housing for the Secretary-General. Although the purchase of the apartment will result in a saving in rental (other than maintenance) of some \$2,400 a year, the Committee believes that, having regard to the experience over the years in respect of actual expenditures for purposes which relate to housing accommodation for the Secretary-General and which have been well established, the provision in this regard should be maintained at the present level.

175. The Advisory Committee understands that the operation of the telecommunication services will be the subject of a general review in the near future and that this might lead to certain proposals later in the year. With regard to the Advisory Committee's recommendation last year (A/3624, para. 157) that the possible advantages of extending the United Nations radio network to Latin America should be investigated, the Committee learns that a study of the comparative costs of sending the current volume of communications by commercial means and by the United Nations radio network has revealed that the cost of acquiring and maintaining the necessary equipment would exceed present expenditures on communications to the area. In the circumstances, the Committee recommends that the position should be kept under review and that the possibility of effecting a change should be reconsidered if and when the point is reached where savings become possible.

176. In connexion with the increase under chapter II in the rental of machine accounting equipment, the Committee has inquired into the possibility of making fuller use of this equipment with consequential savings on work put out on contract. It has been reported to the Committee that the estimates reflect present plans for fuller utilization of the equipment, which is expected to yield a substantial saving on contractual work, even after allowing for the rental of additional equipment and for some overtime costs that are likely to be involved.

177. Evidence presented to the Committee indicates that some attention has been given to the possibility of achieving savings in postage and freight costs through the reproduction of documents in the area in which they are to be distributed. While the practice of sending master stencils has been continued between Headquarters and Geneva on a reciprocal basis, technical difficulties are stated to have arisen in respect of the extension of this procedure to other overseas offices inasmuch as no facilities are available at the present time for the reproduction of stencils themselves for multiple distribution. The Committee recommends that the matter should continue to be studied with a view to finding a solution to current difficulties.

178. Under chapter IV, item (ii), provision is made in the amount of \$80,000 in respect of television supplies and services, the costs involved to be recovered from those who request the services. A similar amount was approved for 1958; however, following additional demands for these services, the Secretary-General has sought, and obtained, the Advisory Committee's concurrence in increased expenditures for this purpose in 1958 of \$111,000, with a corresponding increase in revenue. On the basis of experience, a similar request for additional expenditures in 1959, to be offset by revenue, cannot be ruled out.

179. At any rate, in accordance with the comments in paragraph 55 above, the inclusion of the estimate under chapter IV for public information supplies and services at \$635,700 must be considered as provisional and as being subject to review in the light of the report of the Expert Committee on United Nations Public Information. The same qualification applies also to the estimate of \$83,000 under chapter VII for study and interne programmes.

180. As regards the section as a whole, the Advisory Committee considers that sustained efforts should be made to keep costs down in three specific areas, namely, utilities, cables and telephones, and postage and air freight. The Committee accordingly recommends that the appropriation for section 11 should be limited to \$5,325,000, representing a reduction of \$27,800 in the provision proposed by the Secretary-General.

Analysis of reductions recommended

Section 11. General expenses \$27,800

SECTION 12. PRINTING, STATIONERY AND LIBRARY SUPPLIES

	\$
Estimate submitted by the Secretary-General	2,165,200
Estimate recommended by the Advisory Committee	2,125,200
1957 (actual expense)	2,043,790
1958 (appropriation)	2,169,900

181. This section provides for all contractual printing, stationery and office supplies, including supplies for internal reproduction, and library books, maps and library supplies, excluding requirements for the International Court of Justice, special conferences, missions and related activities and certain of the revenue-producing activities.

182. The estimates for the printing programme, as set out in chapter I to VI, show an increase of \$55,250 above the 1958 provision, due mainly to increased requirements in respect to publications of the Department of Economic and Social Affairs and the Department of Trusteeship and Information from Non-Self Governing Territories. It has, however, been possible to deduct from the gross estimates for printing the amount of \$170,000 described in chapter VII as representing the anticipated savings as a result of increased reliance on internal reproduction facilities. This compares favourably with a corresponding deduction of \$80,000 in 1958.

183. For the reasons mentioned in paragraph 55, the Advisory Committee considers as provisional the estimate of \$200,000 under chapter IV for contractual printing in respect of the Office of Public Information. This estimate, which shows an apparent increase of \$23,500, is in reality set at the same level as in 1957 and 1958, if account is taken of the decision not to change the periodicity of publication of the *Review*, *Revue* and *Revista* from a monthly to a quarterly basis.

184. The estimates for supplies in chapter VIII have risen by \$30,150, due to an increase of \$25,000 for additional supplies for the expanded facilities for internal reproduction at Headquarters and an increase of \$5,000 in respect of supplies for internal reproduction for ECLA, which holds its biennial session in 1959.

185. The provision proposed for the Library in chapter IX is at the same level as in 1958.

186. Taken as a whole, the estimates under section 12 show a net decrease of \$4,700, due mainly to estimated savings on commercial printing as a result of increased use of internal reproduction facilities.

187. The Advisory Committee has inquired into the progress achieved as a result of the recommendations contained in General Assembly resolution 1203 (XII) of 13 December 1957 on the control and limitation of United Nations documentation; the Committee would, however, defer its comments until such time as the Secretary-General's special report, as well as that of the Committee on Control and Limitation of Documentation, become available.

188. In its fifth report to the twelfth session of the General Assembly (A/3624, para. 170) the Advisory Committee had commended the practice of out-posting members of the Editorial Control Unit to substantive departments as being an effective method of reducing the length and improving the quality of United Nations documentation. At that time, the Committee recommended that similar action should be considered in respect to the United Nations Office at Geneva and the secretariats of the regional economic commissions. The Committee understands that it has not been possible to make any significant progress in this direction. An officer out-posted to ECAFE was compelled to return to Headquarters as a result of ill-health. The Executive Secretary of the Commission has since engaged the services of a specially recruited individual for this task. It has been represented to the Committee that, while

the need for editorial control services is generally recognized both in the secretariats of the regional commissions and at the Geneva Office, it has not proved possible fully to make the necessary rearrangements of staff for this purpose. On the present basis, the editorial work performed at these offices is stated to lack the advantages of co-ordinated policies and common standards which could only be developed by a system of central control. The Advisory Committee hopes that continued efforts will be made to achieve such a system without additions to the over-all establishment of the Secretariat.

189. Not much progress has been made in regard to the placing of more contracts for Spanish printing in Latin America and Russian printing in the Soviet Union. Efforts in this direction in Mexico City have suffered a setback as a result of the recent earthquake which dislocated the work of the ECLA office located in that city. The prior level of local printing has, however, been restored, and it is hoped in time to discover other centres in Latin America where contracts might be placed to practical advantage. A decision has also been taken to transfer to Geneva as much of the Russian printing as can be handled by the internal reproduction facilities of the United Nations Office there.

190. The Advisory Committee, in reporting on the 1958 budget estimates (A/3624, para. 173), noted with approval that the Publications Board, in conjunction with the Department of Conference Services, intended to give continuing attention to the changes in organization or equipment on which must depend any major progress towards substituting internal processes for contractual printing. The Committee anticipated on that occasion that the possibilities offered by the photo-composition process should make it necessary before too long for the United Nations to revise its present concepts of reproduction and printing.

191. In its twenty-ninth report to the twelfth session of the General Assembly (A/3777) on the revised estimates for the Second International Conference on the Peaceful Uses of Atomic Energy, the Committee suggested that the provision of \$340,000 which had been made for the external reproduction, prior to the conference, of papers and abstracts might instead be used for the purchase of additional equipment which, in addition to facilitating the internal reproduction of these documents, would remain as a permanent asset for use in connexion with the normal publishing programme of the United Nations. Pursuant to this suggestion, two four-page roto-print presses and ancillary equipment have been purchased for Geneva during 1958. At Headquarters, equipment purchases have been limited to a machine which automatically collates the output of the Headquarters offset presses. The Committee understands that the Publications Board is engaged at the present time in making an appraisal of the savings which might be realized in the future on the normal budget as a result of this extension of internal reproduction facilities. The Committee has in the meantime received a preliminary estimate that, subject to the recruitment and training of additional staff and the institution of proper co-ordination between Headquarters and Geneva, it should be possible in 1959 to reproduce internally all the Official Records in Russian and, at a later stage, all the records of the summer session of the Economic and Social Council, as well. The Committee would urge that immediate steps, including any rearrangements to provide for central control of all printing, both at Headquarters and Geneva, should be taken to ensure that

these expectations are fully realized in the 1960 estimates. The Committee also believes that with some readjustments in the organization and staffing of the internal reproduction unit, it should be possible in time to reproduce internally all the Official Records in all languages.

192. As regards 1959, the estimates under section 12, chapter I, include a provision of some \$100,000 for contractual printing of records in Russian. If these records were to be reproduced internally, the net saving, after allowing for additional costs of staff and supplies, is estimated at about \$40,000. The Advisory Committee accordingly recommends that a reduction of that order should be made under section 12 and that the Secretary-General should be authorized to proceed with these arrangements and to meet the necessary costs from the appropriation to be voted under this section.

193. On the basis of the observations in the preceding paragraph, the Advisory Committee recommends an appropriation under section 12 of \$2,125,200, representing a reduction of \$40,000 in the Secretary-General's estimate.

Analysis of reductions recommended

Chapter I. Contractual printing: Official Records .. \$40,000

SECTION 13. PERMANENT EQUIPMENT

	\$
Estimate submitted by the Secretary-General	529,450
Estimate recommended by the Advisory Committee	465,000
1957 (actual expense)	495,396
1958 (appropriation)	511,000

194. Provision is made in this section for the acquisition of, or major improvements to, premises and fixed installations and for the acquisition and replacement of furniture and equipment. In accordance with a previous suggestion of the Advisory Committee (A/3624, para. 191), all equipment is listed by category and the cost estimates are presented in two separate cost columns for each category, entitled "acquisition" and "replacement" respectively.

195. The anticipated requirements under this section represent a net increase of \$18,450 as compared with the 1958 appropriation. This increase arises in the provision for premises and fixed installations under chapter I where, in addition to the payment of the third of ten equal instalments of \$121,000 to cover the cost of the modernization of the *Palais des Nations* at Geneva, estimates have been included (a) for the reconditioning of a conference room at ECAFE at an anticipated cost of \$19,000, and (b) for the replacement of automatic air conditioning regulators and the improvement of lighting in the *Palais des Nations* at an anticipated cost in 1959 of \$17,000.

196. Under the Secretary-General's proposal, which was submitted to the Advisory Committee in June 1958, for the reconditioning of the conference room at ECAFE, the work would be undertaken in 1958 and financed initially by the Government of Thailand, subject to later reimbursement by the United Nations. The work in question involves the installation of simultaneous interpretation facilities and certain improvements to the flooring and seating arrangements in the conference room, located in the building which the Thai Government has placed at the disposal of the Organiza-

tion to house the secretariat of ECAFE. The Advisory Committee has, under the terms of paragraph 1 of General Assembly resolution 1231 (XII) of 14 December 1957 relating to unforeseen and extraordinary expenses in 1958, concurred in the Secretary-General's proposal, which is estimated to cost some \$19,000.

197. The replacement of air conditioning regulators and the improvement of lighting in the *Palais des Nations*, the latter to be achieved over several years, are matters which can be related to the programme of modernization which is currently under way. Consequently, the Advisory Committee believes that these matters should be considered in conjunction with the progress of the modernization plan, rather than be dealt with in isolation. Subject, therefore, to review in the light of a progress report which the Secretary-General has undertaken to submit to the Committee at its autumn session on the modernization plan, the Committee recommends the deletion for the present of the provision of \$17,000 requested under chapter I, item (c).

198. With respect to the provision for the replacement of dictating equipment at Headquarters, the Committee recalls that in 1957 the possibility was raised (A/3624, para. 187) of introducing an improved system whereby a central recording pool would be substituted for the individual recording machines now used by the translators. Subject to the successful outcome of the experimental measures taken in this regard, the Advisory Committee recommended that the 1958 provision for replacement of dictating equipment should be applied against the total cost of acquiring the equipment needed for the new system, the balance to be found from savings on other items in the section as a whole. The Committee has now been informed that a study of the proposed new system, in conjunction with the manufacturers of the equipment which would be required, revealed that the change would be feasible from a technical standpoint but would not yield any appreciable savings. Furthermore, certain operating difficulties could be expected to arise, entailing the re-training of translators, as well as the risk of disruption of essential services if the system should break down. The scheme has therefore been abandoned and the Secretary-General is proceeding with the replacement of such of the existing machines as have become worn out.

199. In its report on the 1958 estimates (A/3624, para. 188) the Advisory Committee recommended that, in view of the fact that more frequent transfers were now being made between Headquarters and overseas offices, the Secretary-General should study the feasibility of introducing dictating equipment for the translators at the Geneva Office, where work had hitherto been done for the most part by means of dictation to stenographers, presumably at a higher cost. The Committee is now informed that as a result of tests of various makes of dictating equipment, and as a first experimental step, twenty-five recorders and twenty-five transcribers were acquired at the end of 1957 at a total cost of \$10,500 for use in the English and French translation sections. The Committee understands that experience to date suggests that the dictating machines may prove a useful adjunct in connexion with the translation of such non-urgent documents as are free from highly technical terms or too complicated a lay-out of tables, etc. There appears, however, to be a need for a further trial period before it can be determined (a) whether a fuller use of the system is desirable and (b) whether the output

generally justifies the capital and maintenance costs of the system. The Advisory Committee trusts that the matter will be kept under continuous study and that steps will be taken in any event to ensure the fullest possible utilization of the machines which have already been acquired.

200. The Advisory Committee notes that, pending the outcome of the review of the Expert Committee on United Nations Public Information, the provision in chapter II, item (iv), for the acquisition of additional public information equipment is held to \$27,220, so that the total provision for this type of equipment remains at the 1958 level. The Committee would suggest, however, that there should be no further purchase of additional public information equipment until the recommendations of the Expert Committee become known. It is accordingly recommended that for the present the provision of \$27,220 under this item should be deleted. The Committee accepts the provision for replacement of public information equipment.

PART VI. TECHNICAL PROGRAMMES²⁸

SECTION 14. ECONOMIC DEVELOPMENT

SECTION 15. SOCIAL ACTIVITIES

SECTION 16. HUMAN RIGHTS ACTIVITIES

SECTION 17. PUBLIC ADMINISTRATION

	Section 14 \$	Section 15 \$	Section 16 \$	Section 17 \$
Estimate submitted by the Secretary-General	480,000	925,000	55,000	300,000
Estimate recommended by the Advisory Committee ...	480,000	925,000	55,000	300,000
1957 (actual expense)	479,400	925,000	32,329	300,000
1958 (appropriation)	479,400	925,000	55,000	300,000

203. The appropriation of the amounts proposed under sections 14 to 17 involves a decision of policy to be taken by the General Assembly concerning the level of these programmes—which are in the nature of technical assistance—in the light of over-all budgetary considerations. Therefore, while the Advisory Committee has taken note of the fact that these amounts are virtually set at their 1958 levels, their inclusion in the appropriation resolution recommended by the Committee constitutes no more than a formal budgetary action.

204. The Secretary-General has indicated, in paragraph 15 of his foreword to the budget estimates, that should the Economic and Social Council, at its current twenty-sixth session, act favourably on the proposal for the establishment of an international administrative service, there would be need for an additional provision under section 17 of the 1959 estimates, of \$250,000. The Advisory Committee will have an opportunity to comment on this proposed provision when it deals later in the year with the financial implications of the 1958 decisions of the Council.

²⁸ Part VI of the 1958 budget, which related to technical programmes, included, in addition to the four sections covered by part VI of the 1959 estimates, a fifth section for the Technical Assistance Administration, covering the administrative and operational services costs of the technical assistance programme. For 1959, these costs have been consolidated with similar costs of the rest of the Secretariat and included in the relevant appropriation sections. See also paras. 56 to 63.

201. The total estimate for furniture and equipment ment under chapter II comprises \$144,940 for the acquisition of new items and \$227,510 for replacements. While it is difficult to pass judgment on the need for the individual items covered by the provision for new acquisitions, the Committee considers that, in view of the high level of the over-all budget, a somewhat slower pace should be adopted in this regard. Accordingly, the Committee recommends that the total provision under chapter II should be limited to \$325,000, taking into account the reduction of \$27,220 mentioned in paragraph 200.

202. In the light of the considerations set forth above, the Advisory Committee recommends an appropriation of \$465,000 under section 13, or a reduction of \$64,450 in the provision proposed by the Secretary-General.

Analysis of reductions recommended

	\$
Chapter I. Premises and fixed installations	17,000
Chapter II. Furniture and equipment	47,450

205. Under existing arrangements for the utilization of the funds voted under sections 14 to 17, requests for assistance are made by recipient countries at the same time as they submit their "country programmes" to be financed from the Expanded Programme of Technical Assistance. The requests relating to the regular budget are forwarded directly to the United Nations Secretariat for review and approval while the "country programmes" are submitted to the Technical Assistance Board, for review and approval, in the first instance by the Board and finally by the Technical Assistance Committee—an inter-governmental subsidiary organ of the Economic and Social Council.

206. The Advisory Committee has previously underlined (A/3624, para. 208) the need for some arrangements for advance approval, at an inter-governmental level, of the specific projects to be financed from the appropriations under sections 14 to 17 of the regular budget. The Committee's main interest has been that there should be a greater public discussion and awareness of the specific content of these programmes apart from such general discussions as may take place in the Economic and Social Council and its functional commissions. As a practical first step, the Committee would suggest that the Secretary-General should, at the end of the preceding year or at the beginning of the year of operation, publish, as a document of the Assembly, a list of the projects that he intends to authorize during the year from these appropriations.

207. Subject to these observations and with the reservation stated in paragraph 203, the Advisory Committee recommends the following appropriations under sections 14 to 17:

	\$
Section 14. Economic development	480,000
Section 15. Social activities	925,000
Section 16. Human rights activities	55,000
Section 17. Public administration	300,000

PART VII. SPECIAL EXPENSES

SECTION 18. SPECIAL EXPENSES

Chapter I. 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
1957 (actual expense)	649,466
1958 (appropriation)	649,500

Chapter II. Amortization of the Headquarters construction loan

	\$
Estimate submitted by the Secretary-General	2,000,000
Estimate recommended by the Advisory Committee	2,000,000
1957 (actual expense)	2,000,000
1958 (appropriation)	2,000,000

208. The Advisory Committee recommends an appropriation for section 18 of \$2,649,500, or the figure proposed by the Secretary-General.

209. The following amounts will remain outstanding for payment at the end of 1959:

	\$
Chapter I	3,896,796
[To be liquidated in six equal annual instalments of approximately \$649,500 over the years 1960 to 1965.]	
	\$
Chapter II	50,000,000

[To be liquidated according to the following scale of annual instalments:

Year	Annual payment
	\$
1960 to 1975	2,500,000
1976 to 1981	1,500,000
1982	1,000,000]

210. It will be noted that for sixteen years beginning with 1960 the annual instalment under chapter II will be \$2,500,000, or \$500,000 more than in 1959. There will thus be an automatic increase of \$500,000 in the 1960 budget estimates.

PART VIII. THE INTERNATIONAL COURT OF JUSTICE

SECTION 19. THE INTERNATIONAL COURT OF JUSTICE

	\$
Estimate submitted by the Secretary-General	677,200
Estimate recommended by the Advisory Committee	672,200

Budget amounts (total for section)

\$			
642,948	1957	Posts authorized	30
(actual expense)			
650,000	1958	Posts authorized	30
677,200	1959	Posts requested	30
672,200	1959	Posts recommended by the Advisory Committee	30

211. By comparison with the 1958 appropriation of \$650,000, the 1959 estimate shows an increase of \$27,200, which arises mainly under chapter I—Salaries and expenses of Members of the Court, and chapter II—Salaries, wages and expenses of the Registry. It is understood in this regard that the programme of work of the Court and the Registry for 1959 will be a particularly heavy one, as most of the cases pending before the Court will then become ready for hearing. This will necessitate an increase in the number of temporary staff engaged, including interpreters, translators and stenographers.

212. The provision in chapter I, item (ii), for pensions to be paid to former Members of the Court, in terms of General Assembly resolution 86 (I) of 11 December 1946, is estimated at \$41,200 for 1959 as compared with an approved estimate of \$29,560 for 1958 and an actual expenditure of \$29,427 in 1957. The Advisory Committee understands that, as from the current year, a total of seven former judges will receive pensions, in addition to which one widow's pension will be payable.

213. The estimates under chapter III, items (i) and (iii), relating to the agreement between the United Nations and the Carnegie Foundation for the utilization of the Peace Palace at The Hague are subject to a probable upward revision as a result of a proposed change in the agreement. This is a matter on which the Secretary-General will submit a separate report to the General Assembly.

214. The Advisory Committee notes that the present section includes no adjustment for turnover of staff similar to that applied in sections 6 and 10. It is true that only a minimum of turnover can be expected in an establishment of thirty posts. The Committee nevertheless suggests that, as in the past, some modest allowance for possible savings in this respect might be made. In this regard, it is worthy of note that the Court has been able in the past, with a prudent control over expenditure, to keep well within initial appropriations, additional requirements being normally limited to unforeseen expenses relating to *ad hoc* judges.

215. The Advisory Committee accordingly recommends an appropriation for section 19 of \$672,200, or a reduction of \$5,000 in the estimates proposed by the Secretary-General.

Analysis of reductions recommended

Section 19. The International Court of Justice	\$5,000
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ESTIMATES OF INCOME

216. The estimates of income in 1959 are presented under two headings:

- Income other than from staff assessment; and
- Income from staff assessment.

Income other than from staff assessment

	\$
Estimate submitted by the Secretary-General	5,267,880
Estimate recommended by the Advisory Committee	5,267,880
1957 (actual revenue)	4,886,214
1958 (approved estimate)	4,872,625

217. As regards income other than from staff assessment, there is a new feature in the 1959 estimates as compared with 1958. The estimates under this heading include a new category, namely, funds provided from extra-budgetary accounts. This reflects the revised treatment in respect of the Technical Assistance Administration and the Office of the High Commissioner for Refugees, whereby the total costs of these offices are included in the regular budget with compensating entries under the estimates of income in respect to the portions of these costs which are to be financed from the extra-budgetary funds concerned.

218. The estimates accordingly comprise:

(a) \$1,701,580 in funds provided from extra-budgetary accounts; the corresponding amount in 1958, which is, however, not accounted for through the budget, is estimated at \$1,736,095, while the actual 1957 contribution was \$1,395,259; and

(b) Other income in the amount of \$3,566,300, as compared with an approved estimate of \$3,136,530 in 1958 and an actual income of \$3,490,955 in 1957.

219. The Advisory Committee recommends that the estimates of income other than from staff assessment, to be credited to Members in accordance with financial regulation 5.2, should be approved at a total of \$5,267,880, the figure submitted by the Secretary-General.

Income from staff assessment

	\$
Estimate submitted by the Secretary-General	6,086,000
Estimate recommended by the Advisory Committee	6,056,000
1957 (actual revenue)	5,464,853
1958 (approved estimate)	5,370,000

220. All revenue derived from the Staff Assessment Plan, and not otherwise disposed of by specific resolution of the General Assembly, is to be credited to the Tax Equalization Fund established by the General Assembly as from 1 January 1956, in terms of resolution 973 A (X) of 15 December 1955.

221. The 1959 estimate is \$716,000 higher than that for 1958. This increase is due in part to the increased estimates in the regular budget for assessable staff expenses of the Technical Assistance Administration and the Office of the High Commissioner for Refugees which were previously charged, on a net basis, to the extra-budgetary accounts concerned.

222. By resolutions 973 A (X) of 15 December 1955 and 981 (X) of 16 December 1955, the General Assembly decided to reduce the level of the Working Capital Fund from \$21.5 million to \$20 million, the surplus of \$1.5 million to be transferred to the Tax Equalization Fund and made available for credit to Member States, through the operation of the Fund, in three equal instalments for the years 1956, 1957 and 1958. The Advisory Committee has inquired as to whether, with the exhaustion of this extra source of credit, the amounts to the credit of Members in the Tax Equalization Fund in 1959 will be sufficient to meet payments in respect of

tax reimbursements in that year. The Committee understands that this matter is being studied at the present time and will be the subject of a report which the Secretary-General intends to submit to the General Assembly at its thirteenth session.

223. The Advisory Committee's recommendation in paragraph 120 that no additions should be made to the total number of established posts in 1959 would result in a consequential reduction of some \$30,000 in the estimated income from staff assessment. The Committee accordingly recommends an estimate of \$6,056,000 as the sum to be credited to the Tax Equalization Fund.

REVENUE-PRODUCING ACTIVITIES

224. Part D of the budget deals with the following revenue-producing activities of the Organization:

- (a) United Nations Postal Administration;
- (b) Visitors Service;
- (c) Sale of publications;
- (d) Catering services, souvenir and gift sales;
- (e) Visitors' Service, Geneva.

225. The estimates for 1959 are presented in the same form as for 1957 and 1958. The basic features of this method of presentation are outlined in the introduction to the 1958 estimates (A/3600). Compared with the 1958 estimates, however, the following new features have been introduced:

(a) The estimates for the catering and related services and the Gift Centre have been combined to reflect the fact that in 1959 the operation of the Gift Centre will be placed under the same management contract as the catering and related services;

(b) The Visitors' Service in Geneva is presented for the first time as a revenue-producing activity.

226. The draft appropriation resolution for 1959 (see appendix I to chapter I of the present report) includes, in paragraph 6, an authorization to the Secretary-General to charge against the income derived from each of the above-mentioned activities the related direct expenses.

227. The Advisory Committee has examined the estimates of income and expenditure submitted by the Secretary-General in respect of each of these activities. In the case of those activities which are under direct United Nations management, the Committee has reviewed the number and level of the established posts proposed for 1959 in each instance.

228. In reviewing the estimates for 1959, the Advisory Committee notes that the anticipated net revenue from the Postal Administration and sale of publications shows an increase above the approved 1958 level. In respect to the Visitors' Service at Headquarters and the catering services, however, the trend is towards a steady decline in net revenue. The Committee believes that, apart from the Postal Administration and the Gift Centre, the revenue-producing activities of the United Nations are intended to provide essential services at a reasonable cost rather than to yield a profit, subject, of course, to the condition that they should pay their own way. Self-sufficiency should be sought at an economical level of expenditure so that the cost of these services to their users is kept as low as possible. It would also be better to try to meet the increasing trend in prices of supplies and services by more efficient management and control rather than by increases in the cost to the users

of the services provided by these activities. In this regard, the Committee suggests that attention might be given to the possibility of a greater degree of central direction of the administration of those activities which are subject to internal United Nations management, with a view to achieving maximum economy. Since the Visitors' Service and the sale of publications at present form part of the activities of the Office of Public Information, any recommendations made by the Expert Committee on United Nations Public Information will no doubt be useful in this regard.

229. Inasmuch as the estimates for revenue-producing activities, without constituting a formal budget, are intended to provide a general guide for the operation of the activities, the Advisory Committee has inquired into the actual experience during 1957. The Committee has received confirmation that the actual expenditures in 1957 for each activity were substantially the same as those envisaged for that activity in the 1957 estimates.

United Nations Postal Administration

230. The income and expenditure for this activity in 1959 are estimated as follows:

	\$	\$
Gross sales and other income		1,860,000
Direct expenses chargeable to revenue	524,680	
Additional expenses provided under the regular budget	42,250 ^a	
		566,930
Net income from the activity		1,293,070 ^b

^a For credit to miscellaneous income under heading "Services rendered to revenue-producing activities".

^b For credit to miscellaneous income under heading "United Nations Postal Administration".

231. Total gross sales of stamps in 1959 are estimated at \$1,850,000 comprising \$1,735,000 at Headquarters, \$72,000 at Geneva, \$32,000 at the London Information Centre and \$11,000 from orders through other Information Centres. This compares with an approved estimate for gross sales in 1958 of \$1,650,000. The estimate for 1959 takes account of increased revenue which is anticipated as the result of increases in United States postal rates as from August 1958.

232. The Advisory Committee understands that, in the light of experience to date and taking account of an increase in the payments to the United States Post Office for mail carrying and cancellation charges based on experience in 1958, a reduction in net income of \$130,000 from the approved estimate of \$1,190,940, is anticipated in 1958. Estimated payments to the United States Post Office in 1959 amount to \$175,000 compared with \$120,000 initially estimated for 1958.

233. The estimated net income for 1958 of \$1,293,070 represents an increase of some \$232,130 above the revised estimate for 1958. This is based on an expectation that the present trend of sales of United Nations stamps will be maintained.

234. The Advisory Committee recommends that gross sales should be assumed at \$1,860,000 and that direct and other expenses should be maintained at the level of \$566,930 now estimated.

Visitors' Service

235. The estimates of income and expenditure for this activity in 1959 are summarized below:

	\$	\$
Gross sales		630,000
Direct expenses chargeable to revenue...	451,600	
Additional expenses provided under the regular budget	176,100 ^a	
		627,700 ^b
Net income from the activity		2,300

^a For credit to miscellaneous income under heading "Services rendered to revenue-producing activities".

^b For credit to miscellaneous income under heading "Visitors' Service".

236. The Visitors' Service is intended primarily to promote understanding about the Organization and to provide services to its visitors. The only item of revenue is that derived from the guided tours.

237. Net revenue in 1959 is estimated at \$2,300 compared with an approved estimate of \$11,870 in 1958 and actual revenue of \$12,791 in 1957. The lower estimate for 1959 reflects increases in the salaries and wages of guides and other personnel, and an upward trend in the cost of utilities and maintenance, including elevator operation. In this regard, the Advisory Committee notes that the number and level of established posts for supervisory and ancillary staff, as well as the number of full- and part-time guides employed by the Service, have been maintained in 1959 at their 1958 levels. The Committee would recall in this regard that in considering the 1958 estimates it recommended that the staffing of the Service should be reviewed. The Committee realizes that the discontinuance of the special interne programme which assisted in giving guided tours at peak periods is a factor which needs to be taken into account as far as the number of guides employed is concerned. The Committee is aware also that, apart from duties connected with the guided tours, the other established posts are utilized at present for the maintenance of a correspondence unit, a briefing unit and a speakers unit. It continues to believe, however, that the position in regard to the twenty-eight supervisory and ancillary staff should be kept under continuous review.

238. Subject to the observations made in paragraph 228, the Advisory Committee concurs in the estimates submitted by the Secretary-General.

Sale of publications

239. The following is a summary of the estimated income and expenditure for this activity in 1959:

	\$	\$
Gross revenue		370,000
Direct expenses chargeable to revenue...	164,600	
Additional expenses provided under the regular budget	158,200 ^a	322,800
Net income from the activity		47,200 ^b

^a For credit to miscellaneous income under heading "Services rendered to revenue-producing activities".

^b For credit to miscellaneous income under heading "Sale of Publications".

240. The net revenue in 1959 is estimated at \$47,200 as compared with an approved estimate of \$37,970 in 1958 and actual revenue in the amount of \$34,839 in 1957.

241. As in the case of the Visitors' Service, the sale of publications is operated as a service to the public rather than as a profit-making activity.

242. Subject to the observations in paragraph 228, the Advisory Committee recommends the approval of the estimates proposed for this activity in 1959.

Catering Services, souvenir and gift sales

243. The estimates for the catering and related services and for the United Nations Gift Centre are presented together for the first time, reflecting the fact that these two activities will be placed under the same management contract early in 1959.

	\$	\$
<i>Catering and related services</i>		
Gross sales and other income	1,698,000	
Direct expenses chargeable to revenue	1,695,700	
		2,300
<i>United Nations Gift Centre</i>		
Gross sales and other income	781,500	
Direct expenses chargeable to revenue	559,300	
		222,200
Total for the two activities		224,500
Combined expenses chargeable to revenue		38,800
		185,700
Combined additional expenses provided under regular budget		51,000 ^a
Net income from the two activities		134,700 ^b

^a For credit to miscellaneous income under heading "Services rendered to revenue-producing activities".

^b For credit to miscellaneous income under heading "Catering Services, souvenir and gift sales".

244. The Advisory Committee has taken note of the fact that, in accordance with its suggestion in paragraph 237 of its report on the 1958 estimates (A/3624), the management arrangement in respect of the United Nations Gift Centre has been reviewed.

245. Although the Catering Services and the Gift Centre will in the future be combined under one management, the Committee believes that the two activities should retain their separate identities. The primary object of the catering and related services is to provide essential facilities to delegations, to the Secretariat and, to a certain extent, to members of the visiting public. The Gift Centre, on the other hand, is operated as a major income-earning activity and is directed mainly to members of the visiting public.

246. While it is difficult to present estimates separately for the component parts of the Catering Services, such as the cafeteria and coffee counters, the dining room, beverage, tobacco and candy sales and the coffee shop in the General Assembly building, the Advisory Committee understands that any deficits which might be incurred in respect of such activities as the cafeteria and dining room are normally covered by profits made on the proceeds of the bars.

247. In earlier years, the provision for maintenance and replacement of equipment included substantial amounts for reimbursement to the Working Capital Fund of advances in respect of purchases of equipment and furnishings of high unit cost; the 1959 estimate, on the other hand, provides only for normal replacements and maintenance of equipment.

248. Subject to the observations in the preceding paragraphs and, in particular, in paragraph 228, the Advisory Committee concurs in the combined estimates of income and expenditure as submitted for these two activities.

Visitors' Service, Geneva

249. For the first time, estimates are presented for this Service as a revenue-producing activity. Until 1947 the Service was operated on a seven-day week basis during a period of from five to ten months each year and the necessary personnel were employed on temporary assistance. As from 1 January 1958, the Service has been organized on an uninterrupted year-round basis. In view of the increasing number of visitors to the *Palais*, it is proposed, furthermore, to depart from the present basis of staffing the Service by temporary help, resulting as it does in a shortage of trained personnel and absence of adequate supervision.

250. The estimates of income and expenditure on the revised basis may be summarized as follows:

	\$	\$
Gross revenue		32,000
Direct expenses chargeable to revenue...	25,000	
Additional expenses provided under regular budget	3,500 ^a	
		28,500
Net income from the activity		3,500 ^b

^a For credit to miscellaneous income under heading "Services rendered to revenue-producing activities."

^b For credit to miscellaneous income under heading "Visitors' Service, Geneva".

251. The proposed basic establishment includes provision for four General Service posts, comprising one head of service, two guides and one cashier, with a provision of \$8,000 for additional temporary staff required during busy periods and at week-ends. The combined estimate of \$19,900 for established posts and for temporary assistance compares with an approved estimate of \$20,000 for temporary assistance in 1958 and an expenditure figure of \$15,600 for this purpose in 1957. The Advisory Committee has taken note also of other related expenditures to be taken into account in arriving at the net income for this activity in the future. The Committee reserves its observations on this reorganized activity until the new arrangements have been in effect for at least a full year.

252. Subject to the above observation, the Committee recommends that the estimates of income and expenditure for 1959 be adopted as presented.

CHAPTER III

SPECIAL STUDY OF THE OFFICES OF THE CONTROLLER AND OF PERSONNEL

INTRODUCTION

253. In commenting on proposals submitted by the Secretary-General for changes in the form of the United Nations budget, the Advisory Committee indicated in 1956 (A/3372, para. 20)²⁹ that, having regard to the new and simplified presentation of the appropriation budget, the Committee might, in examining future budget estimates, undertake each year a comprehensive study of one or two specific organizational segments or areas of expenditure. The Committee also decided, at its autumn session in 1957, that, in connexion with the 1959 estimates, the special review would cover the two basic units in the central administrative services of the Secretariat, namely, the Office of the Controller and the Office of Personnel.

254. The Committee was guided in this decision primarily by the consideration that the organization and staffing of these two Offices, and the techniques and procedures that they develop, determine in large measure the manner in which the administrative and financial policies laid down by the General Assembly are implemented. Indeed, these two Offices are central to any study of the effective organization of the Secretariat or of the sound management of its resources.

255. While the Advisory Committee considered, in consultation with the Controller and the Acting Director of Personnel and on the basis of extensive background information, a variety of matters pertaining to the Offices, the present report is limited to highlighting some of the more important points which, in the Committee's view, merit the attention of the General Assembly.

OVER-ALL DIRECTION OF ADMINISTRATIVE AND FINANCIAL SERVICES

256. Under the plan of organization of the Secretariat which was approved by the General Assembly in resolution 784 (VIII) of 9 December 1953, responsibility for administration and, in particular, for the co-ordination of the duties of the various units that make up the administrative part of the Secretariat was retained personally by the Secretary-General. In commenting on his proposals in this regard (A/2554, para. 16),³⁰ the Advisory Committee expressed its misgivings that the abolition of the Department of Administrative and Financial Services and the conversion of the (then) Bureaux of Finance and of Personnel into offices under the immediate direction of the Secretary-General might, in addition to being open to the risk that the authority of the functions concerned might be reduced, prove too heavy and time-consuming a burden on the Secretary-General (A/2606, para. 9).³¹

²⁹ *Official Records of the General Assembly, Eleventh Session, Annexes*, agenda item 43.

³⁰ *Official Records of the General Assembly, Eighth Session, Annexes*, agenda item 48.

³¹ *Ibid.*

257. Subsequently, in 1956, after about two years of experience under the new arrangements, the Advisory Committee suggested (A/3160, para. 24)³² that in view of the increase in the burdens of his office that had occurred in the interval, the Secretary-General might wish to consider whether there was not a case for his being assisted by a single official of the highest rank in charge of administrative and financial affairs. In his introduction to the annual report on the work of the Organization during 1955-1956 (A/3137/Add.1)³³ the Secretary-General stated that he did not consider that the responsibilities of the Secretary-General had been such as to overburden him personally or to restrict his possibilities of fulfilling his various functions, and that experience so far did not lead him to believe that a reversal of the present arrangement would be to the advantage of the Administration.

258. The Advisory Committee's study of the Offices of the Controller and of Personnel, and of the co-ordination and direction of those Offices, has not produced evidence that the Committee's initial misgivings were without basis. Indeed the heavy additional responsibilities that have devolved on the Secretary-General during the last two years would seem to sustain these misgivings.

OFFICE OF THE CONTROLLER

259. The present organization and establishment of the Office of the Controller bear close resemblance to those recommended by the Survey Group of 1954 in spite of several developments that have brought some new responsibilities. The structure and staffing pattern of the Office, as of May 1958, is shown in the chart in appendix A to the present chapter. In addition, appendix C contains a tabulation showing a comparison of the number of posts at various levels proposed for the Office in 1959 with the corresponding numbers recommended by the Survey Group in 1954 and the numbers actually assigned in May 1958.

260. In regard to the over-all organization of the Office of the Controller, the Secretary-General has, in his budget submission for 1959, proposed one important change, namely, the transfer to that Office, for organizational and administrative purposes, of the Internal Audit Service, which at the present time is directly responsible to the Secretary-General through his Executive Office. The Secretary-General states that such a transfer, without impairing the essentially independent role which the Service must exercise in its scrutiny of accounting and related transactions, "would lead to a more efficient concentration of effort and resources, would permit some savings to be effected in staff costs, and would enable more effective attention to be given to the scrutiny of administrative management methods

³² *Ibid.*, *Eleventh Session, Supplement No. 7.*

³³ *Ibid.*, *Supplement No. 1A.*

and procedures, a function of the Controller which is receiving heavier emphasis" (A/3825, section 6).

261. Internal audit comprises essentially two functions: the pre-audit and the post-audit. The pre-audit involves the examination and certification of payment of obligations before the completion of a financial transaction, and is basically an accounting function. The post-audit consists of the periodic examination and review of all actions involving expenditure, with a view to determining whether there has been conformity with established rules and regulations in regard to the obligation and expenditure of funds. It follows that the post-audit must be independent of any influence from obligating and spending authorities.

262. If the Secretary-General is satisfied that this independence of the post-audit will continue to be fully assured, and having regard to the guarantees inherent in the present arrangements for external audit, the Advisory Committee has no objection to the proposed transfer of the Internal Audit Service to the Office of the Controller under the Controller's direct responsibility. The Committee would point out, however, that the establishment of a unified office for administration, covering finance and personnel, could provide for the internal audit once again to be responsible directly to the head of that office, rather than to the official in immediate or direct charge of financial transactions.

263. The Office comprises, in addition to a small number of officials attached directly to the Controller, a Budget Division, an Accounts Division and a Treasury, with a total of eighty-six established posts among them, financed from the regular budget. Supporting strength in the form of nineteen posts, financed from special sources, is also provided to bolster the regular establishment in areas where extra loads resulting from special responsibilities must be carried. These special responsibilities include, in the main, matters relating to the Expanded Programme of Technical Assistance, the United Nations Emergency Force, and the sale of publications, which is one of the revenue-producing activities of the Organization.

264. The *central staff* attached directly to the Controller is purposely limited in size, maximum use being made of resources available in the functional divisions. The general allocation of duties amongst this small staff is as follows:

(a) The Controller devotes the principal portion of his time to the development of policy, particularly on the budgetary side, to the settlement of broader problems with financial implications, and to dealing with delegations and specialized and other agencies on important matters at meetings of United Nations organs and inter-agency bodies.

(b) The Deputy Controller relieves the Controller of the routine supervision of the Office, and gives particular attention to the Accounts Division, the Treasury and that part of the Budget Division concerned with the questions of Staff Regulations and Rules. He exercises general control over the internal administration of the Office, and for this purpose he supervises the work of the administrative assistant responsible for the general "housekeeping" functions. In addition to acting for the Controller in his absence, he assumes major responsibilities for meeting critical financial problems arising from emergency programmes. Thus, during the past two years he has devoted a substantial amount of time to matters connected with the United Nations Emergency Force and the Suez Canal Clearance Operation.

(c) The Secretary of the Advisory Committee and such other staff as are needed to provide secretariat services for that Committee are attached to the Controller. At the present time, one Professional officer, assisted by a General Service staff member, serves as Secretary, and additional assistance is provided as required from the Budget Division.

265. The *Budget Division* shows little staffing change, as compared with the pattern recommended by the Survey Group, but there have been significant changes in functioning. The traditional responsibilities have not altered very much, but emphasis and procedures have responded to new conditions and a certain amount of additional work has been absorbed with only minor staffing changes.

266. While the Division is not organized on a rigid basis into sections or units, there are four main categories of functions, not necessarily mutually exclusive, each of which is dealt with by a team of officials. Foremost of these is naturally the preparation, review and administration of the United Nations budget, to which seven officers are assigned. Three others deal with establishment control, manpower utilization and related questions, while another group of three is concerned with matters concerning salaries, allowances and the application of staff rules. The fourth category of functions comprises administrative management and organization and methods.

267. The new form of the budget has encouraged a revised pattern of assignment of work in the Budget Division, different from previous procedures under which an assignment covered the budget and expenditures of a department or office corresponding to a budget section. The revised pattern is designed to promote the effective operation of the division as a whole in order to ensure that, to the fullest possible extent, programme needs and budgetary resources are effectively co-ordinated. Under this pattern, fewer budget officers are engaged in the traditional administration of allotments under budget sections so that more staff time is directed to over-all control of broad areas of expenditure such as established posts, temporary assistance, conference costs and general expenses. Allotment procedures are expected to be further simplified in the light of experience with the new form of the budget.

268. The Advisory Committee believes that these re-arrangements will prove useful not only for a better control of expenditures but also in regard to the development of better budget estimates for whole areas of expenditure as well as to more effective co-ordination between the budget and the accounting function. The Committee would suggest that continued efforts should be made to keep to a minimum routine work connected with the issuance of allotments and to increase the possibilities of a more real analysis and control of expenditures. Officers of the Division should also be associated more and more closely with substantive departments, in terms of budgetary planning and management, both in the formulation and development of initial programme proposals and in the subsequent stages of implementation and adjustments of programmes.

269. The increased emphasis in the Office of the Controller on administrative management functions and questions relating to organization and methods has resulted largely from the Advisory Committee's recommendations in this regard in 1957 (A/3624, para. 45).⁸⁴

⁸⁴ *Official Records of the General Assembly, Twelfth Session, Supplement No. 7.*

On that occasion, the Committee stressed the importance of entrusting this work, which had not received sufficient attention for several years, to capable hands inasmuch as the quality of the individuals to be assigned to this task would determine the effectiveness of the processes of review and inspection. A beginning has been made in this direction, although it appears to the Committee that it will be some time before this work is effectively organized in such a manner as to have any significant impact or to assist the Controller in his over-all management responsibilities on behalf of the Secretary-General. The Committee notes with interest, however, that all officers of the Budget Division will be used to the fullest advantage in making reviews within their designated areas of responsibility. Projects which are receiving or will soon receive attention include improvement of inspection visits to field offices; revisions of administrative manuals; studies of translation, revision, internal reproduction and proof-reading facilities; and review of commercial contracts for buildings and related services at Headquarters.

270. The work relating to salaries, allowances and the application of Staff Rules involves the continuing collection and review of statistical data, consultations with specialized agencies, and assistance in determining rates in connexion with such matters as post classifications, subsistence allowances for staff and technical assistance experts, stipend rates for fellowships, local salary scales and mission allowances. Staff rules and regulations are kept under continuous review by this staff which also deals with proposed changes and with policy interpretations, in close consultation with the Office of Personnel. It also functions as a central service on these matters for the United Nations family of organizations, including TAB and UNICEF, and there is a constant effort to achieve uniformity in policies and in their application.

271. The Advisory Committee has particularly inquired into this last function and into the respective responsibilities of the Offices of the Controller and of Personnel in regard to the review, interpretation and application of staff regulations and rules. The Committee understands that the group in the Office of the Controller deals largely with aspects of the staff rules which involve financial elements, while other parts of these rules are normally the responsibility of the Rules and Procedures Section of the Office of Personnel. Although efforts are made, within this organizational arrangement, to achieve co-ordination and co-operation between the two Offices in this regard, it seems to the Advisory Committee that, ideally, there should be one group of officials in charge of these matters under an official responsible for both the Offices of the Controller and of Personnel. In the absence of such a joint administrative service, there should be a conscious and special effort to ensure the most effective co-ordination, although the Committee would not recommend, under the present arrangements, the unification of the two groups of staff in one Office or the other.

272. The *Accounts Division* has a current strength of thirty-eight established posts (fifteen professional and twenty-three clerical), compared to forty foreseen at the time of the 1954 reorganization. In addition, the normal establishment is bolstered by the addition of one professional and sixteen clerical posts financed outside the budget to meet extra loads imposed by: (a) the central fund of the Expanded Programme of Technical Assistance; (b) the project expenditures of the

Technical Assistance Administration; (c) the Sales and Circulation Section of the Office of Public Information, in integrating the accounting functions in respect to the sale of publications with the regular accounting programme; and (d) the administration of the accounts of the United Nations Emergency Force.

273. While the work of the Division falls into certain distinct segments, which are described below, there is continuous need to shift personnel to meet changing requirements. Hence, as in the case of the Budget Division, rigid compartmentalization would appear to have been avoided, and formal organizational hierarchies are not established. The Division provides a wide variety of services in line with its responsibilities for maintaining all accounting records other than the investment records of the Treasury; for certifying obligations as to availability of funds; for computing and approving for payment salaries, claims and invoices; for approving remittances to offices abroad; and for charging individuals, organizations and Governments for services, supplies and equipment furnished. These functions are performed for the United Nations and its trust funds such as the Working Capital Fund, the Library Endowment Fund, the Tax Equalization Fund and the Special Fund for the Modernization of the *Palais des Nations*; for the United Nations Joint Staff Pension Fund; for the Special Account for the Expanded Programme of Technical Assistance; for the Technical Assistance Board secretariat; and for the Special Account of UNEF.

274. The core of the general accounting work, revolving around the maintenance and control of general and subsidiary ledgers and the production of regular financial statements and reports, is performed by four Professional and seven clerical staff members. The function of processing payments to vendors, covering purchases and services for which payments are made by Headquarters, is performed by a regular staff of one Professional and three accounting clerks. As against this, the Advisory Committee has been struck by the fact that the efforts of as many as four Professional and seven clerical staff members are devoted to the somewhat more limited functions of examining, approving, and arranging payment of claims for travel and subsistence of members of delegations and committees, of staff members, and of technical assistance experts, scholars and fellows. It appears to the Committee that this work involves such a considerable amount of staff time probably because of the elaborate procedures which are in effect at the present time in regard to travel and subsistence claims. At any rate there would be advantage in a review of the present arrangements in this regard with a view to developing simpler procedures without any impairment of financial control.

275. Other assignments in the Accounts Division include one Professional and two clerical staff members for supervising the budget accounts of appropriations, allotments, obligations, expenditures and unencumbered balances; two Professional and eight clerical staff members for the calculation and arrangement for payment of salaries, wages and allowances (other than those relating to travel); and eight staff members including seven accounting machine operators for the machine processing of various kinds of data for accurate recording and reporting purposes.

276. The *Treasury* is headed by the Treasurer, assisted by four Professional officers and six clerical staff on established posts. In addition, the Technical As-

sistance Administration and the Technical Assistance Board each provide one clerical post in partial aid of contributions, investment, and cashier work performed on their behalf.

277. The standard treasury functions of collecting, safeguarding and disbursing funds are performed, but the complicated fund structure of the Organization, the world-wide coverage, the contributions system, and the large number of currencies handled combine to require a unique organization. Broadly speaking, the regular work breaks into four components: (a) assessment and collection of contributions and advances from Members and, as appropriate, from non-member States; (b) receipt, custody and disbursement of funds; (c) operation of bank accounts; and (d) investment of funds. In addition, secretariat services are provided for the Committee on Contributions, the Negotiating Committee for Extra-Budgetary Funds and the United Nations Investments Committee.

OFFICE OF PERSONNEL

278. The basic structure of the Office of Personnel, as arrived at after the 1954 reorganization studies, has remained unchanged, although there have been minor increases in staffing to cope with such of the additional workload in recent years as could not be met with existing resources. The structure and staffing pattern of the Office, as of May 1958, is shown in the chart in appendix B to the present chapter. In addition, appendix C contains a tabulation showing a comparison of the number of posts at various levels proposed for the Office in 1959 with the corresponding numbers recommended by the Survey Group in 1954 and the numbers actually assigned in May 1958.

279. The Office comprises, in addition to a small number of officials attached directly to the Director, the Rules and Procedures Section, the Placement Services, the Department and Staff Services, and the Technical Assistance Recruitment Services, with a total of sixty-five posts provided from the regular budget and nineteen posts financed from technical assistance funds.

280. Since early 1958, the post of Director of Personnel has been vacant and the Deputy Director has been acting as Director. Following certain movements of senior officials of the Office, there has been for some time too high a proportion of vacancies at the top direction of the Office, and the Committee has no doubt that the Secretary-General will take early steps to restore the strength of the Office at the senior levels.

281. The *Office of the Director* includes the Director, the Deputy Director, the Staff Counsellor, the Administrative Officer and supporting staff:

(a) The Director of Personnel has over-all responsibility for planning, co-ordinating and directing all activities of the Office, supervising the application of personnel policies both as to general policy and in difficult individual cases, in all offices of the United Nations.

(b) The Deputy Director furnishes continuous operating leadership to the various segments of the Office, oversees its internal management, co-ordinates relationships with overseas offices and external agencies, deals with claims for exceptions to the staff rules in individual cases, and, in general, attempts to free the Director for concentration on policy direction and control.

(c) The Staff Counsellor performs tasks, which are of a confidential and delicate nature, in dealing with personal and human problems in the Secretariat, in close consultation with the Health Service and depart-

mental supervisors. The Administrative Officer performs the routine functions involved in the internal administration of the Office, besides serving as the Secretary of the Joint Appeals Board and of the Joint Disciplinary Committee.

282. The *Rules and Procedures Section* functions as a staff arm of the Director of Personnel for developing personnel policies and procedures and for advising on, and adjudicating, the application of approved policies. Two officers are regularly assigned to this Section, supplemented by the part-time assistance of the Administrative Officer of the Office.

283. The Advisory Committee has drawn attention, in paragraph 271, to the present division of responsibilities in regard to the application of staff rules and related matters between the Offices of the Controller and of Personnel, and to the day-to-day co-operation between the staff units in question.

284. *Placement Services* represent the focal point for the efforts of the Office of Personnel to assure broad co-ordination of all operations relating to the filling of vacant posts and the movements of staff, including recruitment, training, inter-departmental transfers, promotions and field assignments. In this work, they endeavour to seek maximum utilization of staff in all offices of the Secretariat and to ensure full attention to the principle of geographical distribution. Six Professional and fourteen General Service staff members are assigned at the present time to this Division.

285. The general control of appointments and promotions is a major preoccupation of Placement Services, and they are responsible for providing secretariat services to the Appointment and Promotion Board and the related Appointment and Promotion Committee. This work requires the attention of a professional officer for about thirty-two hours weekly, the current loads of the Board and Committee having been increased by new procedures instituted in 1957. Four meetings per week are now held, on the average. This is in addition to the work of all personnel officers with regard to preparation of individual cases for Board and Committee review. In brief, the new approach provides for a thorough periodic review of all staff, level by level, in order to construct rosters of personnel eligible for promotion as vacancies arise throughout the Secretariat.

286. The Advisory Committee understands that it is still too early to determine whether the new procedures will be as satisfactory as anticipated, but that considerable progress has been made in constructing tentative rosters. In view of the limited number of vacancies that are normally available for promotion and of further possible restrictions arising from the character of a post, the work involved in an annual central review of all staff at all levels may be disproportionate to the purposes in view.

287. Forming a part of Placement Services is an Examinations and Training Section, with one Professional officer and four General Service staff. Its function is to organize and administer all examinations forming part of the recruitment programme and to oversee the language training courses for personnel associated with the United Nations. This section also assists in or administers other training programmes from time to time in such fields as office practices, drafting in working languages, and training for necessary language staff in such fields as translation, interpretation, etc.

288. The organization and maintenance of statistical and other records pertinent to the responsibilities of the Office of Personnel are the responsibility of Placement Services operating through a Reports and Records Section, with one Professional officer and four clerical staff. This Section, with assistance from the Machine Room of the Accounts Division, Office of the Controller, furnishes regular and special-purpose reports, both for internal use and for inclusion in formal reports to organs.

289. *Departmental and Staff Services* include the eight Personnel Officers who act as outposts of the Office of Personnel for daily contact with the various departments and individual staff members on all phases of personnel work. Each such officer is assigned a specific area of the Secretariat, and for that area he carries responsibility for day-to-day personnel actions with respect to all categories of staff, including the processing of actions resulting from recruitment, inter-departmental transfers, promotions, separations, and field assignments. These officers service and anticipate the needs of the various operational units, advise them on all personnel matters, deal with all kinds of problems raised by the members of the staff and interpret the rules and regulations and define cases in which exceptions can be considered. They also inform and advise Placement Services, and other sections of the Office, concerning all personnel matters and provide advance information on all proposals and situations which require central action or approval. The necessarily close and continuing collaboration with departments and offices in order to achieve proper planning for personnel management requires the investment of considerable time and effort.

290. One of the major proposals emanating from the 1954 reorganization studies is reflected in the assignments of these officers. In order to give more effective service, to integrate central personnel functions more closely with departmental activities, and to bring personnel officers into more ready contact with staff members, it was decided to locate a number of these officers directly in the departmental areas which they serve.

291. The Advisory Committee understands that the outposting of personnel officers has had beneficial effects in that administrative staffs in departmental areas have been reduced, more effective personnel services are provided, and staff utilization generally has improved. While the Committee does not question the outposting of personnel officers, it has obtained the impression, from its inquiry into this matter, that there may be a risk of duplication in the responsibilities undertaken by Placement Services and by departmental personnel officers—and, perhaps, even by departmental executive officers. It is true that, given the present arrangements, efforts are made for the co-ordination of the functions of these several officials and for a proper distribution of duties in practice. However, if positive advantages are seen in a decentralized organization of personnel services, care should be taken not to jeopardize these advantages through an increasing accumulation of functions in a central staff.

292. *Technical Assistance Recruitment Services* are charged, working in close co-operation with the Technical Assistance Administration, with the recruitment and appointment of technical assistance experts in the fields of economic, industrial, and social development and public administration, and with dealing with personnel questions which arise once they have been appointed. A staff of nineteen is stationed in New York,

and there is an office in Europe (Paris) with a staff of seven for European recruitment. Nineteen of these posts are financed from Technical Assistance Administration funds, the remainder being charged to the Office of Personnel.

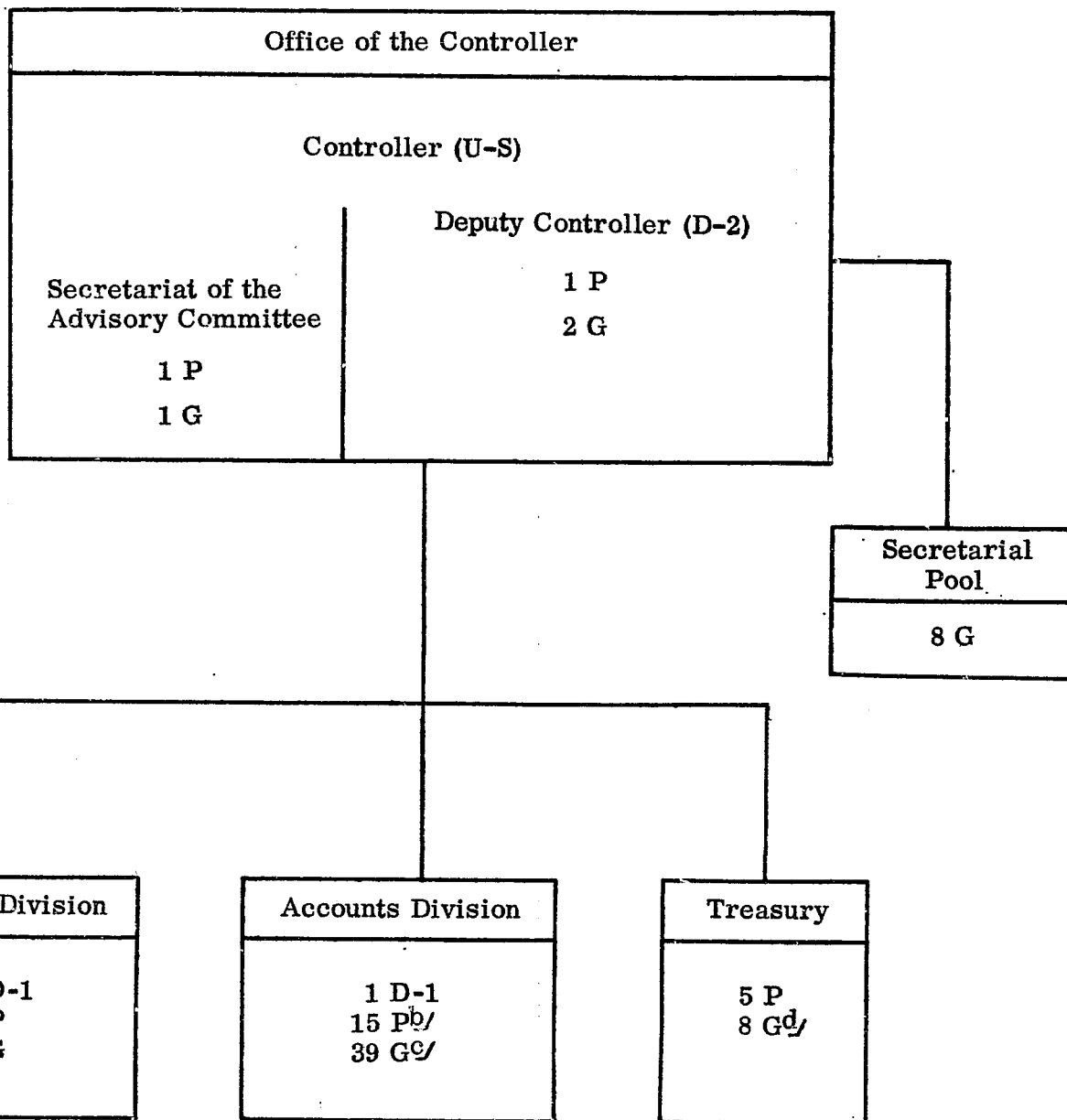
293. The Services operate under broad delegations of authority from the Director of Personnel and the Technical Assistance Administration designed to ensure that all personnel questions affecting experts are speedily and effectively handled. Different procedures and techniques are required in recruiting, clearing, and dealing with experts as compared with regular Secretariat staff. Relationships are complex because of varied conditions in the field and the necessity of conducting most negotiations by correspondence. Few experts are familiar with United Nations administrative practices, and their remote locations contribute to the development of many perplexing personnel questions.

294. The completion of a recruitment action in respect of an expert is often a very long process inasmuch as it involves locating an expert to fit a given job description, the availability of the expert, the agreement of the recipient Government to the particular candidate and the determination, in accordance with established rules, of salary rates which the expert is prepared to accept. In the light of its consideration of the detailed procedures involved, the Advisory Committee believes that, while an increasing measure of attention and control is being given by the senior staff of the Office of Personnel to this work, staff in the Technical Assistance Recruitment Services have a greater concentration of responsibility than personnel officers dealing with regular Secretariat staff.

CONCLUSION

295. The Advisory Committee has, in paragraphs 256 to 258, commented on the over-all direction of the administrative and financial services of the Organization, and invited attention to the desirability of having a single top-level official in charge of the Offices of the Controller and of Personnel. On the basis of its study, the Committee also doubts that full use has been made of the potential which these two staff units offer for management of the Secretariat, or that it has been possible at all times to focus their energies on major issues. The Committee desires further to record three general impressions. First, there appears to be need for strengthening co-ordination between the two Offices in a variety of matters of common interest and, in particular, with regard to manpower utilization and the administration of staff rules and regulations. In the second place, the strain on these two Offices has been considerable in recent years, partly because of certain unusual demands placed on them, but partly also from the complex growth of procedures. This emphasizes the importance of the work in regard to management studies and organization and methods, and of a continuous review and self-appraisal, with a view to simplifying procedures and avoiding duplication of effort. Some attention might also be given to the more effective utilization of the staff resources available in the two Offices. Thirdly, there seems to be a disproportionate amount of paper-work involved in administration, especially on the personnel side. While there is a tendency in all secretariats towards excessive paper-work, the Advisory Committee is glad to learn that the Controller and the Acting Director of Personnel are giving serious attention to finding ways and means of reducing the volume of paper-work in the administration of the Organization.

Structure and staffing of the Office of the Controller (as of May 1958)



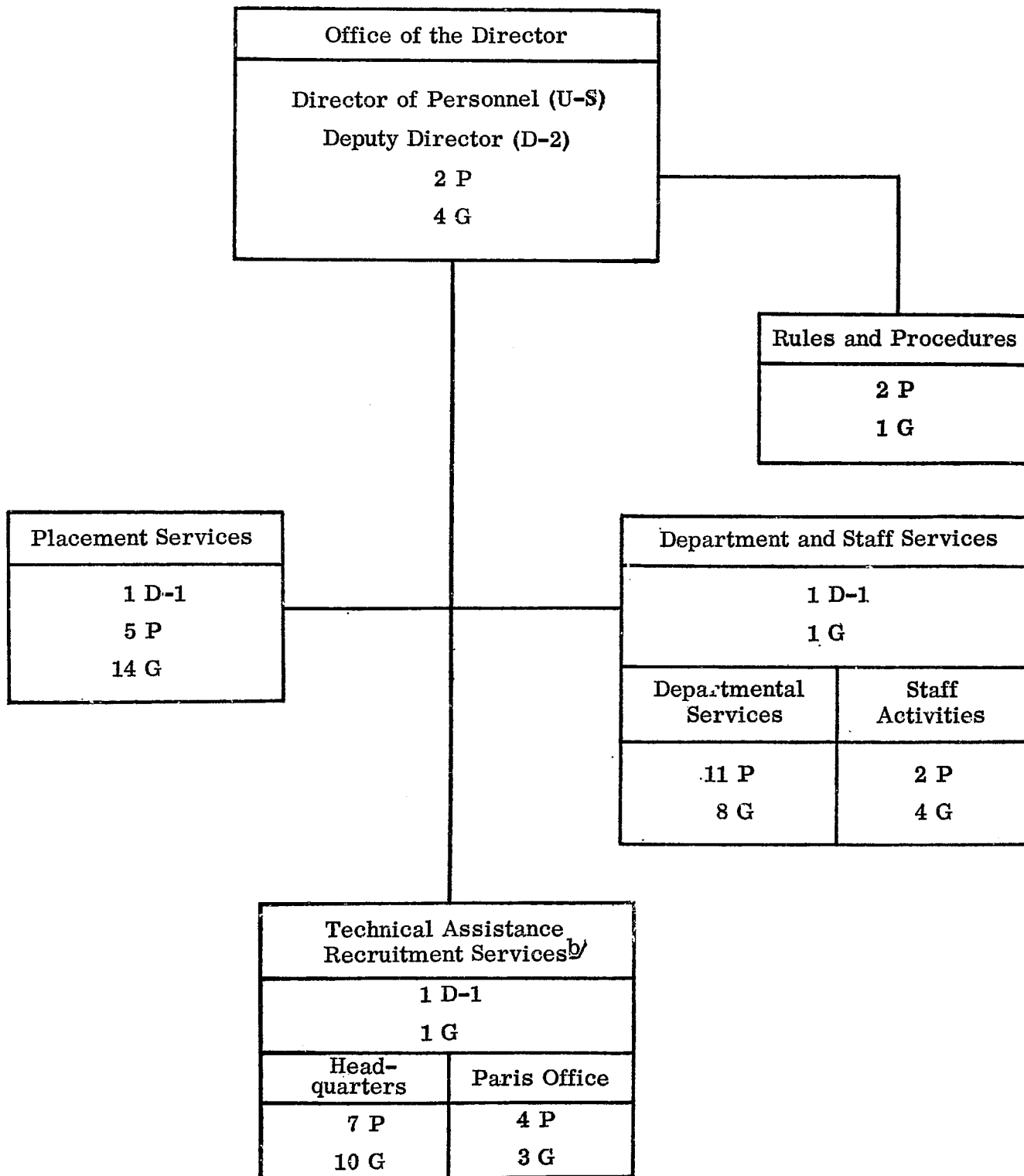
^a The following abbreviations are used to indicate categories of posts: U-S: Under-Secretary; D-2: Director; D-1: Principal Officer; P: Professional category; G: General Service category.

^b One of these is a TAB post.

^c These include two TAB posts, four Sale of Publications posts, six TAA posts and four UNEF posts (sixteen extra-budgetary posts in all).

^d These include one TAB post and one TAA post.

Structure and staffing of the Office of Personnel (as of May 1958)



^a The following abbreviations are used to indicate categories of posts: U-S: Under-Secretary; D-2: Director; D-1: Principal Officer; P: Professional category; G: General Service category.

^b Of the posts in these Services, one D-1 post, six Professional posts and twelve General Service posts are financed from technical assistance funds.

Established posts: Office of the Controller and Office of Personnel

<i>Office of the Controller</i>				
	<i>1954 Survey recommen- dations</i>	<i>May 1958 actual</i>		<i>1959 proposed regular and other</i>
		<i>Regular</i>	<i>Other^a</i>	
U-S	1	1	—	1
D-2	1	1	—	1
D-1	2	2	—	2
P-5	5	4	—	6
P-4	9	13	—	13
P-3	10	9	1	9
P-2}	14	12	—	12
P-1}				
	42	42	1	44
		43		
G-5	1	7	2	7
G-	41	37	16	47
	42	44	18	54
	84	86	19	98
		105		

^a "Other" posts are posts financed outside the regular budget.

^b Including three posts for Technical Assistance Unit at Headquarters; fifteen other posts in TA unit were to be charged to Special Account funds.

<i>Office of Personnel</i>				
	<i>1954 Survey recommen- dations</i>	<i>May 1958 actual</i>		<i>1959 proposed regular and other</i>
		<i>Regular</i>	<i>Other^a</i>	
U-S	1	1	—	1
D-2	1	1	—	1
D-1	2	2	1	3
P-5	2	2	2	4
P-4	11	12	1	13
P-3	6	6	2	8
P-2}	4	7	1	7
P-1}				
	27	31	7	37
		38		
G-5	3	2	1	3
G-	30	32	11	41
	33	34	12	44
	60 ^b	65 ^c	19	81
		84 ^c		

^c Excluding induction pool for stenographers and typists (maximum quota: six) and two General Service posts made available from other departments and offices.

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