

UNITED



NATIONS

**ADVISORY COMMITTEE ON ADMINISTRATIVE
AND BUDGETARY QUESTIONS**

**FIRST REPORT TO THE
GENERAL ASSEMBLY
AT ITS FIFTEENTH SESSION**

GENERAL ASSEMBLY
OFFICIAL RECORDS : FIFTEENTH SESSION
SUPPLEMENT No. 7 (A/4408)

NEW YORK

(51 p.)

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NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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FOREWORD

1. 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 1945.

The members of the Committee are:

Mr. Thanassis Aghnides (*Chairman*);

Mr. Albert F. Bender, Jr.;

Mr. Carlos Blanco;

Mr. Eduardo Carrizosa;

Mr. André Ganem;

Mr. A. H. M. Hillis;

Mr. Ismat T. Kittani;

Mr. Agha Shahi;

Mr. A. F. Sokirkin.

2. The Committee decided in December 1959 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 11 May to 6 July 1960, at which the following were among the items considered:

(a) The budget estimates of the United Nations for 1961;

(b) The budget estimates of the United Nations Emergency Force for 1961;

(c) The financial reports and accounts for 1959 and the reports of the Board of Auditors relating to the several United Nations programmes and accounts.

3. The present report covers item (a) and certain related questions while the Committee's observations on items (b) and (c) are separately submitted in documents A/4409 and A/4410 to A/4413, respectively.

4. The Committee is again indebted to the Secretary-General for his valuable assistance and unfailing co-operation. The Committee's thanks are due also to his associates who have greatly facilitated its task.

5. Valuable counsel was again given by the Chairman of the Board of Auditors and his colleagues, and the Committee records its high appreciation.

6. In the discharge of its responsibilities the Advisory Committee availed itself very largely of the outstanding competence and resourcefulness of its Secretary. This diligent, conscientious and modest official has, with the assistance of his able associate and of the hard-working secretarial staff, performed a difficult task effectively and unobtrusively, to the satisfaction of the Committee. I personally feel heavily in his debt and am happy to place on record his important contribution.

Th. AGHNIDES,
Chairman

6 July 1960

REPORT TO THE GENERAL ASSEMBLY ON THE BUDGET ESTIMATES FOR 1961

CHAPTER I

APPRAISAL OF THE BUDGET ESTIMATES FOR 1961

ESTIMATES FOR 1961

1. The Secretary-General proposes¹ in respect of the year 1961 a budget of \$67,453,750 on a gross basis.² Income other than staff assessment is estimated at \$5,451,780; in addition, an estimated amount of \$6,600,000, representing income to be derived from the Staff Assessment Plan, would be available for credit to Member States through the Tax Equalization Fund.³

2. The 1961 budgets of nine specialized agencies⁴ and

¹ *Official Records of the General Assembly, Fifteenth Session, Supplement No. 5 (A/4370).*

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.

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, the World Meteorological Organization, and the Inter-Governmental Maritime Consultative Organization.

the International Atomic Energy Agency (IAEA) will be the subject of a separate report of the Advisory Committee, to be submitted to the General Assembly during its fifteenth session. The total of those budgets, as approved or proposed, amounts to \$70,424,477, making, with the figure submitted by the Secretary-General of the United Nations, an aggregate of \$137,878,227 which States members of the eleven organizations will be asked to appropriate in respect of 1961. Requirements as estimated for that year are compared in the following table with the 1960 appropriations and the actual expenses in each of the years 1956 to 1959.

3. The budgets of the United Nations and the other organizations reflect the growth of international action, through co-operative efforts, in the economic and social fields, directed primarily towards the creation of conditions of stability and well-being. If the case for such increasing international efforts is accepted, the basic issue is that of facilitating and regulating this growth in an orderly manner, so as to ensure the maximum effectiveness of the resources applied to those efforts. The five-

	1956 Actual expenses \$	1957 Actual expenses \$	1958 Actual expenses \$	1959 Actual expenses \$	1960 Appropriations \$	1961 Appropriations or estimates \$	1961 Increase or decrease by comparison with 1960 \$	1961 Percentage increase or decrease by comparison with 1960
United Nations.....	50,508,095	53,172,964	62,505,546	61,946,442	63,659,300 ^a	67,453,750 ^b	3,794,450	5.96
International Labour Organi- sation.....	7,290,575	7,904,725	8,593,146	9,096,049	9,617,409	10,414,278	796,869	8.29
Food and Agriculture Organi- zation of the United Na- tions.....	6,397,561	7,006,150	9,146,807	10,530,182	10,664,635 ^c	10,872,215 ^c	207,580	1.95
United Nations Educational, Scientific and Cultural Or- ganization.....	11,437,197	10,612,728	12,316,482	12,590,917	13,778,580	14,500,000 ^d	721,420	5.24
International Civil Aviation Organization.....	3,348,596	3,899,709	3,998,901	4,497,238	4,665,514	4,880,446	214,932	4.61
Universal Postal Union.....	441,157	522,804	452,293	619,154	635,253	798,387	163,134	25.68
World Health Organization...	9,982,794	12,091,421	13,960,820	15,378,981	16,918,700 ^e	18,975,354 ^e	2,056,654	12.16
International Telecommuni- cation Union.....	1,684,933	1,470,639	1,889,811	2,695,818	2,414,499	2,919,553	505,054	20.92
World Meteorological Organi- zation.....	371,316	418,054	441,074	502,432	655,105	663,244	8,139	1.24
Inter-Governmental Maritime Consultative Organization..	—	—	—	238,000	256,000	233,000	(-23,000)	(-8.98)
International Atomic Energy Agency.....	—	—	3,867,786	4,494,610	5,843,000	6,168,000 ^f	325,000	5.56
	91,462,224	97,099,194	117,172,666	122,589,823	129,107,995	137,878,227	8,770,232	6.79

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 for 1956, 1957 and 1958, and Sw. fr. 4.34 = \$US 1.00 for subsequent years.

^a Excludes possible supplementary appropriations (see para. 9).

^b Estimate only; excludes possible revisions before adoption of the budget (see para. 10) and supplementary estimates during 1961.

^c The budget has been voted for a two-year period, 1960-1961; the appropriations have been divided between the two years for purpose of comparison.

^d Tentative estimate only.

^e Figures exclude undistributed reserves: \$1,195,060 for 1960; \$1,333,900 for 1961.

^f Estimate, subject to approval by the General Conference of IAEA.

year appraisal of programmes of the United Nations and the specialized agencies in the economic, social, human rights and related fields, which the Economic and Social Council will complete this year, represents an important contribution to the orderly development of those programmes.⁵

4. In addition to the assessed budgets included in the table under paragraph 2, Member States will be invited, as in other years, to make voluntary contributions to various extra-budgetary programmes, including the Expanded Programme of Technical Assistance, the United Nations Special Fund, the United Nations Children's Fund, international assistance to refugees within the mandate of the United Nations High Commissioner for Refugees, 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 \$115 million in 1959; similar pledges so far announced or foreseen at the present time for 1960 amount to a total of some \$130 million.

5. Assuming the same level of contributions to these programmes in 1961 as in 1960, the total of the regular budgets of the United Nations, the specialized agencies and the IAEA, and the voluntary contributions to the extra-budgetary programmes, would be of the order of \$270 million in 1961.

6. The figures already mentioned do not take account of the United Nations Emergency Force, in respect of which assessments totalling \$75.2 million have been made on Member States since the inception of the Force. Obligations, including allocations to reserves,⁶ amounted to some \$73 million up to 31 December 1959, and are estimated at some \$20 million for 1960. Should the General Assembly decide to continue the Force, requirements for 1961 are estimated at about \$19.4 million.

COMPARISON WITH 1960 APPROPRIATIONS

7. The initial estimates submitted by the Secretary-General for 1961 compare, by parts of the budget, with the 1960 appropriations as follows:

<i>Budget parts</i>	<i>1961 \$</i>	<i>1960 \$</i>	<i>1961 increase or decrease by comparison with 1960 \$</i>
I. Sessions of the General Assembly, the Councils, commissions and committees; special meetings and conferences.....	1,079,700	993,900	85,800
II. Staff costs and related expenses.....	44,821,600	42,171,400	2,650,200
III. Buildings, equipment and common services.....	12,173,150	11,766,900	406,250
IV. Special expenses	154,000	185,000	(-31,000)
V. Technical programmes	2,455,000	2,430,000	25,000
VI. Special missions and related activities.....	3,919,000	3,670,600	248,400
VII. Office of the United Nations High Commissioner for Refugees	2,117,200	1,737,000	380,200
VIII. The International Court of Justice.....	734,100	704,500	29,600
	<hr/> 67,453,750 ^a	<hr/> 63,659,300 ^b	<hr/> 3,794,450
<i>Less: Income other than staff assessment.....</i>	<i>5,451,780</i>	<i>5,867,100</i>	<i>(-415,320)</i>
	<hr/> 62,001,970	<hr/> 57,792,200	<hr/> 4,209,770
<i>Income from staff assessment for credit to Member States through the Tax Equalization Fund</i>	<i>6,600,000</i>	<i>6,329,000</i>	<i>271,000</i>

^a The 1961 total may be increased by revisions in the estimates (see para. 10), and eventually by supplementary estimates during 1961.

^b The 1960 total will be increased by the amount of the 1960 supplementary estimates, tentatively foreseen at some \$1.77 million (see para. 9).

8. The figures in the above table are necessarily based on the initial estimates submitted by the Secretary-General and will be subject to such supplementary provision as may be required in respect of 1960 and 1961. The Secretary-General, in paragraphs 53 to 68 of his foreword to the 1961 estimates, has given some indication of the factors which may give rise to possible additional requirements.

9. For 1960, additional needs are tentatively estimated by the Secretary-General at some \$1.77 million, of which about \$975,000 relate to commitments made in accordance with the provisions of General Assembly resolution 1444 (XIV) of 5 December 1959 dealing

with unforeseen and extraordinary expenses for 1960. This latter figure includes approximately \$450,000 in respect of expenses authorized with the prior concurrence of the Advisory Committee. The balance of the total additional amount of \$1.77 million comprises (a) \$443,000 for salary and wage increases, and other statutory costs, under the Staff Regulations and rules; and (b) \$367,000 for other purposes including in particular some \$204,000 under general expenses (section 13 of the 1960 budget) and \$67,000 for special missions (section 4).

^a See General Assembly resolution 1094 (XI) of 27 February 1957 and Economic and Social Council resolutions 665 C (XXIV) of 1 August 1957, 694 D (XXVI) of 31 July 1958 and 743 D (XXVIII) of 31 July 1959; see also document E/3347.

^b These reserves have been created to cover 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 *Official Records of the General Assembly, Thirteenth Session, Annexes*, agenda item 65, document A/3839, para. 19.

10. The Advisory Committee understands that it is difficult at this stage to give an indication, in monetary terms, of the possible increases in the 1961 estimates. The Secretary-General has however cited some of the factors that could entail additional provision for 1961. In the spirit of General Assembly resolutions 1414 (XIV) and 1415 (XIV) of 5 December 1959 and pursuant to Economic and Social Council resolution 752 (XXIX) of 14 April 1960, the Secretary-General has suggested to the Economic and Social Council (E/3387) a substantial expansion of the order of some \$2.5 million annually in the technical programmes under the regular budget, taking account of the needs of newly independent countries. Other proposals approved or to be considered by the Council at its 1960 sessions may give rise to expenditures of up to \$125,000 in 1961. The operation of the post adjustment system for professional staff, particularly at Headquarters and Geneva, and revisions of the salary scales of general service staff, together with the outcome of the comprehensive review that is being undertaken of the pension system, may entail an increase of some \$1.5 million in the 1961 estimates. Furthermore, should a conference on outer space be called in 1961, related expenditures might be conceivably at levels comparable to those incurred for the United Nations Conferences on the Peaceful Uses of Atomic Energy.⁷ Another item of cost, involving a substantial outlay spread over a few years, could arise beginning in 1961, should the General Assembly, at its fifteenth session, receive and approve plans, based on the current engineering and architectural survey of the Headquarters buildings, for an expansion of conference and related facilities in order to accommodate new Member States.

11. In indicating the possible factors which would entail revisions in the 1961 estimates as initially submitted, the Secretary-General has referred, in paragraph 53 of his budget foreword, to the limitations imposed on such revisions by General Assembly resolution 1096 (XI) of 27 February 1957. Under that resolution, additions to the estimates now presented must be limited to four categories:

(a) Those required as a matter of urgency in the interest of peace and security;

(b) Those in respect of projects which the Secretary-General certifies to be of the highest urgency, and which could not have been foreseen at the time the main budget estimates were circulated;

(c) Those in respect of decisions of the Councils, provided that such requests are circulated at least twenty-one days before the opening date of the General Assembly session;

(d) Those in respect of decisions adopted by the General Assembly with or without reference to a Main Committee.

12. It should be recalled here that the General Assembly, by its resolution 1449 (XIV) of 5 December 1959, reiterated its desire to restrict to a minimum additions to a total programme of work which has already been formulated for a given year and reflected in the Secretary-General's main budget estimates for that year. The Assembly accordingly requested "all organs of the United Nations to consider ways and means whereby new projects might be deferred until suitable provision for them can be made by the Secretary-General in the

main budget estimates for a subsequent financial year, unless they are of major and urgent importance or unless they can be accommodated within approved expenditure levels by the postponement of projects of relatively low priority". The Advisory Committee would invite attention in this regard to a statement in paragraph 13 of the budget foreword. The Secretary-General there recalls that the estimate of an increase by 1964 of some \$2.5 to \$3.5 million in the annual level of United Nations programmes in the economic, social and human rights fields, given in the appraisal report (E/3260/Rev.1), was based on an assumption that, whenever new tasks were initiated, every effort would be made to transfer to those tasks resources engaged on work of lower priority. He then proceeds to state that little support for such an assumption could as yet be found in the attitudes of Governments.

13. Under the Financial Regulations, Member States will be assessed at the close of the fifteenth session of the General Assembly in respect of such supplementary appropriations for 1960 and initial appropriations for 1961 as may be approved by the Assembly. The assessment base would be determined by deducting from the gross total of those appropriations (a) the approved estimate of income other than staff assessment (estimated by the Secretary-General at \$5,451,780) and (b) the balance on surplus account at 31 December 1959 (\$623,131). There would then be set off against the assessment of each Member State (a) its share in the Tax Equalization Fund,⁸ subject to the provisions of General Assembly resolution 973 (X) of 15 December 1955, and (b) if applicable, its credit in respect of the transfer of the assets of the League of Nations, in accordance with General Assembly resolution 250 (III) of 11 December 1948.

14. In view of the necessarily speculative character of any estimate, at this stage, of the possible additions to the 1961 budget proposals, it is difficult to give any precise estimate of the assessment level for 1961.

FORM OF PRESENTATION OF THE 1961 ESTIMATES

15. At the fourteenth session of the General Assembly, the Fifth Committee expressed the view that the budget form initiated experimentally with the 1958 estimates should be retained for a second experimental period of two years, on the understanding that, in the light of the discussion held in the Fifth Committee and after consultation with the Advisory Committee, the Secretary-General would make appropriate improvements in his budget presentation.⁹

16. In the discussion in the Fifth Committee, two main considerations were underlined: first, whether the new form of the budget had proved successful from an administrative and operational point of view, and in particular whether it had resulted in a more flexible use of resources, a stricter application of priorities and improvement in administrative management and control;

⁷ The total of the Fund is estimated at \$6,761,869, including \$161,869 being the excess of staff assessment income for 1959 over the estimated amount which had previously been credited to the Fund. See, however, para. 296 where note is taken of a reduction of \$90,000 in estimated staff assessment income consequent upon the Advisory Committee's recommendations for reductions in expenditures under sections 3 and 20 of the 1961 estimates.

⁸ *Official Records of the General Assembly, Fourteenth Session, Annexes*, agenda item 44, document A/4336, para. 86.

⁷ The first United Nations Conference on the Peaceful Uses of Atomic Energy held in 1955 cost \$2,348,000; the second, held in 1958, cost \$3.5 million.

and secondly, whether the General Assembly and its budgetary committees had found it easier, under the revised form, to appraise the Secretary-General's budget proposals and control expenditure. It appeared to be the predominant view of the Fifth Committee that, while the first of the above considerations had been met to an important extent, though not fully, by the new form, the presentation needed some expansion and improvement, without any basic change, in order to facilitate an easy understanding and appraisal of the estimates. Specifically, as indicated in the reports of the Secretary-General and the Advisory Committee,¹⁰ further information should be provided analysing the budget estimates (a) by organizational segment (that is, by department or office); (b) by location, as appropriate; and (c) by main fields of activity.

17. The Secretary-General has since consulted with the Advisory Committee and, while the Committee did not have an opportunity collectively to make recommendations prior to the compilation of the 1961 estimates, the improvements that have been made generally accord with suggestions which have arisen in budget discussions in the Fifth Committee and the Advisory Committee in recent years. Such changes and improvements, some of which are noted in detail in the comments under individual sections in chapter II of the present report, include (a) an expansion of the information annexes to the expenditure estimates in order to provide a more detailed analysis of costs by organizational unit and location; (b) a more rational grouping of estimates with a view to a clearer definition of the purpose of particular expenditures; (c) a change in the order of budget sections; and (d) an expanded presentation and regrouping of the income estimates, having regard to the fact that, especially with the increasing integration of expenses into the regular budget, total income comprises a variety of elements and has reached a relatively high level.

18. The 1961 estimates are accompanied by an expanded foreword which, in addition to outlining the general budgetary approach of the Secretary-General, summarizes and explains the main variations in the estimates under the several sections. Furthermore, a detailed statement analysing the work undertaken in the economic and social fields is being issued as a separate document for use in conjunction with the estimates.

19. The changes that have been introduced in the sectional break-down of the estimates and in the coverage of individual sections may render comparison with budgets of prior years somewhat difficult, although they make for a more rational presentation. In order to facilitate comparison at least with 1960, the main changes are described in the comments under the respective budget sections in chapter II of the present report.

NATURE AND SCOPE OF THE ADVISORY COMMITTEE'S BUDGET EXAMINATION

20. The general considerations which have guided the Advisory Committee in its review of the 1961 estimates are explained in later sections of this chapter; the Committee would here outline the nature and scope of its budget examination. In addition to its consultations with the Secretary-General and his representatives, the Committee has taken account of the discussions and decisions of the major programme organs of the United Nations

as well as of the more important programme reports submitted to those organs by the Secretary-General, especially in the economic and social fields.

21. In addition to a detailed scrutiny of the monetary estimates under each budget section with a view to making specific recommendations for purposes of appropriation, the Advisory Committee has laid particular emphasis in its review on isolating and considering the more important organizational, administrative and budgetary issues before the Organization at the present time.

22. Two questions which the Advisory Committee, at the request of the Fifth Committee, studied in conjunction with its budget review, on the basis of proposals from the Secretary-General, are covered in chapter III of the present report. They are (a) the possibility of paying honoraria to members of the Administrative Tribunal, and (b) the adequacy of the present rates of subsistence allowances for members of organs and subsidiary organs of the United Nations. A third question, which the Fifth Committee requested the Secretary-General to examine in consultation with the Advisory Committee, relates to the existing contractual arrangements for travel, and is touched upon in paragraph 172; the examination will be completed later in the year.

23. The Advisory Committee, at its 1960 autumn session, will also undertake, in accordance with the suggestion made at the 733rd meeting of the Fifth Committee,¹¹ a review of the administrative arrangements for the international control of narcotic drugs, including the question of the setting up of a single secretariat for the control bodies envisaged in the proposed single convention on narcotic drugs (E/CN.7/AC.3/9).

24. Having regard to the arrangements for a review of the activities and organization of the Secretariat contemplated by General Assembly resolution 1446 (XIV) of 5 December 1959, the Advisory Committee has not undertaken in 1960 any special study of an area of activity or expenditure along the lines envisaged at the time of the adoption of the new form of the budget.¹² The Committee has however paid particular attention to the progress made with the new organizational and administrative arrangements in the Secretariat in respect of the technical assistance programmes; the comments of the Committee on this question are given in a separate section of this chapter.

GENERAL CONSIDERATIONS IN APPRAISING THE 1961 ESTIMATES

25. In appraising the estimates submitted by the Secretary-General for 1961, the General Assembly might wish to take account of a number of general considerations which, in the Advisory Committee's view, are important in placing the estimates in their right perspective. One such consideration, which has already been covered in the first several paragraphs of the present report, is the over-all outlook for 1961 in terms of the financial burden that will be placed on Member States in respect of their participation in the United Nations family of organizations. The others, which are cited in this section of the report, are dealt with in greater detail in the sections that follow.

26. Foremost among such considerations is the expanding role of the Organization in the field of economic

¹⁰ *Ibid.*, document A/4336, para. 25.

¹¹ *Ibid.*, *Eleventh Session, Annexes*, agenda item 43, document A/3372, para. 20.

¹² *Ibid.*, documents A/C.5/776 and A/4228.

and social activities which are increasingly channelled towards the provision of direct assistance to Member States in their efforts to raise the living standards of their peoples. This consideration is strengthened by the concomitant administrative expenses that are involved. Naturally the role of the Organization must evolve in harmony with the changing needs and demands of Members as recognized by the General Assembly and the other principal organs of the United Nations. It is nevertheless important that the budget of the Organization should reflect consciously determined decisions in regard to the nature and extent of United Nations contribution to international co-operative assistance in the economic and social fields.

27. There would then remain the further consideration that the budget should take account also of the practical limits from year to year of the resources that are likely to be available to the Organization. To strike a balance between demonstrated needs, on the one hand, and available resources, on the other, is not an easy task, and it calls for a careful application of priorities based on well-chosen and practicable criteria. This process calls for the formulation of programmes to be related to an awareness of their financial implications and, equally, for budget review and approval to be based on an understanding and appraisal of the programmes which are reflected in the financial estimates.

28. Apart from the application of priorities, it is important to identify areas of diminishing activity as and when such decline begins, and generally to have a continuing review of requirements in the various fields of work, with a view to redirecting resources thus released to meet expanding or urgent needs. Requirements in 1961 will no doubt be influenced by such decreases in the work of the Organization, especially in the field of trusteeship affairs.

29. The fact that the activities and organization of the Secretariat are under review at the present time, in accordance with General Assembly resolution 1446 (XIV) of 5 December 1959, should have an important bearing on the approach to be taken to the 1961 estimates. While a rigid freezing of the present situation in terms of organization and staffing, pending the outcome of the review, cannot and should not be sought, additions should be limited strictly to such requirements as absolutely cannot be deferred without injury to urgent programmes.

30. Not the least of the considerations in placing the 1961 estimates in their right perspective is the fact that the over-all cash position of the Organization has continued to deteriorate, with increasing amounts being owed by Member States, particularly in respect of UNEF assessments. Without suggesting that there is necessarily a direct link between the budget estimates and the worsening cash position, the Advisory Committee would nevertheless submit that the latter factor is a relevant element in the background against which the estimates must be understood.

WORK PROGRAMMES AND PRIORITIES

31. By far the largest segment of current expenditures in the United Nations is related to the economic, social and human rights fields where the emphasis has been changing to the provision of direct assistance to programmes of development and economic growth. The report of the Committee on Programme Appraisals

(E/3347) of the Economic and Social Council represents a major effort to anticipate, in the light of changing needs, the practical scope of concerted action by the United Nations and the specialized agencies in the economic, social and human rights fields. The Secretary-General's budget foreword, in paragraph 13, reflects the expectation that this report will provide the basis for a major debate on the outlook for international action and the probable direction of the work of the United Nations and the specialized agencies in the fields in question. For the United Nations, the Secretary-General tentatively estimated in 1959 that by 1964 the magnitude of likely changes in annual budgetary requirements arising from the anticipated development and general trend of existing and new work programmes might be an increase of between \$2.5 million and \$3.5 million over the figure of \$18 million for 1959 (E/3260). Of this increase, at least \$1 million would relate to the structural growth of the Economic Commission for Africa.

32. The direct costs of economic and social activities in 1960 are estimated at some \$18.2 million, with additional conference costs on a distributed basis of about \$3.6 million. For 1961, such direct costs reflected in the initial budget estimates amount to some \$20.7 million, apart from conference costs of \$3.7 million.

33. The needs of newly independent countries have been the subject of special attention in the General Assembly and the Economic and Social Council. By resolutions 1414 (XIV) and 1415 (XIV) of 5 December 1959, the General Assembly underlined the importance and desirability of extending to territories emerging from a trust status and newly independent States all possible international assistance, and invited the Council and the Secretary-General to give particular attention to this question. The Council, in resolution 752 (XXIX) of 14 April 1960, expressed the hope that additional funds would be made available to the Expanded Programme and the Special Fund in 1961 and following years to permit a substantial increase in the assistance given to newly independent countries, while fully maintaining, or increasing, aid given to other regions. The Council also requested the Secretary-General to present a full report on this question to its thirtieth session.

34. The Secretary-General has since submitted a report (E/3387) to the Economic and Social Council, at its thirtieth session, in which, having regard to the increased demands resulting from the emergence of a number of countries into independence, he has suggested a substantial expansion, of the order of some \$2.5 million a year, in the technical programmes under the regular budget. Such an increase would bring the total resources available in the regular budget for programmes of direct economic and social assistance to some \$5 million.

35. A major element in the outlook for the future is the growth of programmes of large-scale technical assistance and pre-investment work financed from the United Nations Special Fund. So far the Organization has been designated executing agency for ten projects for which Special Fund assistance of the order of some \$9 million is to be provided. In the next three years, it is anticipated that the United Nations will have to handle some forty-five active Special Fund projects amounting to some \$30 million. The work of preparation, evaluation and execution of those projects, together with the management of the technical assistance programme, is likely to call for an important re-orientation of Secretariat efforts in the economic and social fields.

36. Even with a reasonable clarification of the direction and scope of future economic and social programmes, it will be important, on a continuing basis, to seek to bring about the best use of the limited resources available, in the light of changing requirements. Priorities will still have to be exercised in order to ensure that resources are directed to the more important and urgent needs among the many that will continue to arise. The task is one primarily for the programme organs of the United Nations, but the contribution of the Secretariat is equally essential to a co-ordinated development of programmes and to possible or necessary adjustments in the total programme in order to relate it to available resources.

37. Under existing procedures for the formulation of programmes, most new projects originate in the specialized, subsidiary organs of the Economic and Social Council. The Secretary-General has assisted those organs in a continuing process of detailed examination of their work programmes with a view to a deferral of projects that are less urgent and elimination of others which have ceased to be of importance. The Council has also been aided in its consideration of the total programme which emerges from the various recommendations of its subsidiary bodies by suggestions which the Secretary-General has annually made in his "streamlining" reports.

38. In the most recent of these reports (E/3386), the Secretary-General refers to a number of suggestions which he had made to the subsidiary bodies of the Council with varying degrees of success. As an illustration, mention might be made of a proposal of the Sub-Commission on the Prevention of Discrimination and Protection of Minorities that the Secretary-General should be requested to organize a series of seminars to study various aspects of, and techniques for, the prevention of discrimination and protection of minorities. After the Secretary-General had pointed out that such a programme would require new appropriations of some \$30,000 annually, the Human Rights Commission, of which the Sub-Commission is a subsidiary organ, did not endorse the Sub-Commission's proposal. The Secretary-General, in paragraph 13 and again in paragraph 17 of his budget foreword, points out the need for greater support from Governments in obtaining a shift of resources from areas of lower priority.

39. With the present and anticipated growth of economic and social activities, especially in the fields of industry, natural resources and general economic development, it is all the more important to identify areas of diminishing activity so that resources may be redistributed appropriately. Principally, the Department of Trusteeship and Information from Non-Self-Governing Territories has shown, and will continue to show, a steady decline of work, following the emergence into independence of a growing number of former trust and non-self-governing territories. At the same time this latter phenomenon brings a different and perhaps increased call on the services of the Organization mainly in the provision of assistance in the economic and social fields.

40. Other areas of the Secretariat should also be reviewed with the purpose of adjusting resources to changing needs. Furthermore, there might be advantage in the General Assembly itself, as well as the other principal organs concerned, considering whether any of

the older decisions and directives, which might have outlived their immediate purpose, should be re-examined.

CONFERENCES AND MEETINGS

41. An important segment of United Nations expenditure is devoted to the planning and servicing of conferences and meetings, including the periodical sessions of established organs and subsidiary organs and the multiplicity of *ad hoc* meetings, seminars and working groups as well as special or extraordinary conferences. The cost of conference services for 1960, a year which does not involve any heavy schedule of special conferences, was estimated in the 1960 budget document at some \$11.5 million. The 1961 cost will probably amount to about \$11.8 million.

42. The true impact of conferences and meetings cannot however be measured merely by the cost of servicing them. For the Organization alone there are other consequences which result from a concentrated programme of conferences. The substantive workload in the preparation of documents and the cost of printing or otherwise reproducing them are often substantial. For Member Governments individually, there is also the problem, not merely financial, of arranging adequate participation in meetings and undertaking the related preparatory and other work.

43. While conferences and meetings will continue to form an important part of the work of the United Nations, their increasing number and frequency pose difficult problems. In fact, they might leave insufficient time for adequate preparatory work and for careful and unhurried study of the questions involved within the Secretariat, especially where long-term programmes and policies are concerned. The problem is likely to be more acute in the economic and social field which in any event is an expanding area of activity. It might be considered how best the meetings programme should be approached in order to render the work of the Organization in this field most effective. It would be important to ensure that resources are not frittered away in servicing a continuous series of meetings and working groups, but are rather directed in a substantive and effective way to the actual execution of work programmes which have been formulated on a well-considered and priority basis.

44. From this point of view, it appears to the Advisory Committee that there would be advantage in extending the biennial pattern of sessions to those functional commissions and other subsidiary bodies of the Economic and Social Council, which do not now follow that pattern. It may be recalled here that, while accepting, as a general principle, a biennial pattern for meetings of its functional commissions, the Council decided nevertheless, in resolution 693 B (XXVI) of 31 July 1958, that the Commission on Human Rights and the Commission on the Status of Women might for the time being continue to hold annual sessions. The Commissions on Narcotic Drugs and on International Commodity Trade also meet annually, as does the Sub-Commission on Prevention of Discrimination and Protection of Minorities. The regional economic commissions might also wish to consider, at least in respect of their subsidiary bodies, a curtailment of the number and frequency of meetings.

PUBLIC INFORMATION ACTIVITIES

45. Important progress has been made during 1959 and 1960 towards putting the public information activities of the United Nations on a rational budgetary basis. The first step in this improvement was the policy of stabilization which the Secretary-General proposed in connexion with the 1960 estimates. The more important elements of that policy were:¹³

(a) Stabilization at the current level of professional staff employed in public information activities;

(b) Stabilization of the amount of operational funds (radio, motion picture, photographic and television supplies and services and contractual printing) at the total of the amounts approved for 1959, except for such increases as might be offset by additional revenue;

(c) Provision of local costs, including local staff, of the information centres at the level required for effective operations.

46. By resolution 1405 (XIV) of 1 December 1959, the General Assembly after noting the policy quoted above and the related comments of the Advisory Committee,¹⁴ requested the Secretary-General, among other things:

(a) "to include in his report on the Office of Public Information to the General Assembly at every session outlines of the policy and programmes planned to be executed by the Office during the coming year, with comments thereon";

(b) "having regard to the aforementioned policy of budgetary stabilization and to all other means designed to ensure maximum effectiveness at the lowest possible cost, to plan the public information programmes in 1960 on the assumption that the total net expenditure for the year shall be about \$5 million."

47. An outline of the total information programmes planned for 1961, together with the cost estimates of the different projects, is provided in annex III to the 1961 budget estimates.

48. The Advisory Committee notes with appreciation that both the 1960 and 1961 public information programmes have been so planned as to keep total net expenditure for each year at about \$5 million. At the same time, during the two year period 1960-1961, six new information centres have been, or are planned to be, opened.¹⁵ The necessary reductions, which in effect represent an absorption of approximately \$370,000 of cumulative increased expenditures over the two years, would be achieved through the abolition of seven professional and two general service posts at Headquarters and the freezing, as they become vacant, of certain other posts for varying periods, as well as some further reductions in operational and equipment expenses.

49. Although the Advisory Committee's recommendations in chapter II of this report regarding the amounts to be appropriated for 1961 are related naturally to the present sectional break-down of the budget, the Committee has paid particular attention to the project estimates for public information activities contained in annex III to the estimates. In concurring in those project estimates, the Committee would express its satisfac-

¹³ *Ibid.*, *Fourteenth Session, Annexes*, agenda item 52, document A/4122, paras. 11-19 and 56-58.

¹⁴ *Ibid.*, *Fourteenth Session, Supplement No. 7 (A/4170)*, paras. 49-60.

¹⁵ Information centres have been established in 1960 at Lima, San Salvador and Tunis; the location of three new centres in 1961 is under study.

tion that after several years of discussion it has been found possible to take tangible steps to rationalize expenditure in this area and to have a general outline of the public information programme proposed for implementation in the following year.

50. The Advisory Committee understands that the Secretary-General has initiated consultations on several aspects of the programme with the panel which he has appointed in pursuance of operative paragraph 6 of resolution 1405 (XIV). The Secretary-General will report to the General Assembly, at its fifteenth session, on this and other matters covered by that resolution. Meanwhile the Advisory Committee believes that a significant effort is being made to strengthen information services in the field without impairing the over-all central direction of the programme or the present facilities at Headquarters for representatives of media of mass communication, while keeping total expenditure at about \$5 million, as requested by the General Assembly.

WORK AND ORGANIZATION OF THE SECRETARIAT

51. The Secretariat, a principal organ of the United Nations, plays a significant role not merely in the rational development of work programmes and in the application of priorities, but even more importantly in the effective execution of those programmes to the maximum advantage of Member States as a whole. The importance of the organization and working procedures of the Secretariat cannot therefore be over-emphasized.

52. The General Assembly, by resolution 1446 (XIV) of 5 December 1959, authorized certain arrangements for a review of the activities and organization of the Secretariat. The Secretary-General has indicated his intention to furnish the Assembly, during its fifteenth session, with an interim report outlining the fields for study and the general methods to be followed for the review. Pending the submission of this report, the Advisory Committee would reserve comment on the various aspects of the review.

53. The Advisory Committee notes nevertheless that organizational and administrative improvements continue to be made in various segments of the Secretariat with a view to increasing the efficiency of the units in question. Some of the principal instances of this kind, in which important assistance has been provided by the administrative management staff of the Office of the Controller, are given in paragraphs 70 to 79 of the budget foreword. In view of the special importance attached to the recent re-organization of the administrative arrangements and procedures in respect of technical assistance activities, the Advisory Committee has commented on that question in a separate section of this report.

54. While the Advisory Committee is necessarily concerned in the first instance with the monetary provisions of the budget, its interests also extend to the work of the Secretariat, on whose quality the effectiveness of the Organization's activities, and in some related measure, the extent of expenditures, depend. The Committee is gratified to note that the Secretariat continues to fulfil its functions with efficiency.

ADMINISTRATION OF TECHNICAL ASSISTANCE

55. At the fourteenth session of the General Assembly, the Fifth Committee took note of the report of the

Secretary-General on the board outlines and general objectives of the reorganization of the technical assistance activity of the United Nations, following the amalgamation of the former Technical Assistance Administration with the Department of Economic and Social Affairs. The Fifth Committee also took note at the same time of the comments of the Advisory Committee on this question.¹⁶

56. The Advisory Committee has received a progress report which indicates that considerable headway has been made in the practical implementation of the plans outlined in the Secretary-General's earlier report, with regard to both organizational improvements and internal management.

57. The revised structure that had been contemplated for the Bureau of Technical Assistance Operations (BTAO) within the Department of Economic and Social Affairs came into force on 1 January 1960, the changes being achieved without interruption in the conduct of the programme.

58. A major feature of the new scheme is the creation of a Central Administrative Section, under the supervision of the Field Operations Service of the Office of General Services, and a Fiscal Control Section, under the direction of the Controller. These two sections provide administrative and budgetary services for the regular and the expanded technical assistance programmes as well as for Special Fund projects for which the United Nations is the executing agency.

59. In the field of programme management a number of procedures are being implemented to ensure closer co-ordination between programme officers of BTAO and substantive officers elsewhere in the Department. The assumption by the Central Administrative Section of the large volume of administrative work formerly undertaken by the programme sections has permitted the latter to concentrate on the improvement of substantive and programme services.

60. Following a suggestion made by the Advisory Committee,¹⁷ a comprehensive survey has been made of the organization and procedures of the Technical Assistance Recruitment Services (TARS) of the Office of Personnel. While no serious weaknesses in this recruitment machinery have been revealed, various methods have been found to improve co-ordination, expedite operations and permit absorption of additional workloads caused by new programmes such as the programme for the provision of operational, executive and administrative personnel (OPEX) and the Special Fund.

61. In general, it is evident that much thought and effort has been brought to bear on the many complex organizational and procedural problems relating to the technical assistance operations and that considerably improved efficiency and effectiveness have been achieved. The Advisory Committee has noted with some disappointment, however, that the Secretary-General has presented the staffing estimates for BTAO at the same level as that approved for 1960,¹⁸ in spite of the previously expressed general goal of a reduction of approximately 10 per cent.

¹⁶ *Official Records of the General Assembly, Fourteenth Session, Annexes*, agenda item 44, documents A/C.5/801; A/4302; A/4336, para. 66.

¹⁷ *Ibid.*, document A/4302, para. 11.

¹⁸ See table 3-3 D under section 3 of the 1961 *Budget Estimates*.

62. The Advisory Committee is aware that the reorganization of the technical assistance operation has coincided with an appreciable increase in the scope of the projects being executed by the Organization under the regular and expanded programmes as well as from the Special Fund. It may be also that in the initial stages of any new scheme it is necessary to invest additional staff resources to clear up backlogs and ensure speedy action under new and untried procedures. Nevertheless, the Committee hopes that, although much will depend upon the future demands for additional services in this field, some reduction of staff will be achieved as experience grows with the new procedures and through an increase in efficiency. The Committee would urge, in any event, that every effort should be made to absorb recent increases in workload within existing resources.

FINANCIAL POSITION OF THE ORGANIZATION

63. The financial position of the Organization, in terms of cash resources, is becoming critical, despite a temporary easing of the situation in the latter part of 1959 and the early months of 1960, when substantial payments relating to assessments covering supplementary appropriations for 1958 were received.

64. As at 30 June 1960, unpaid assessments relating to the Organization's regular budget and the United Nations Emergency Force Special Account in respect of the period prior to 1960 amounted to a total of nearly \$23 million.

65. The arrears relating to regular budget assessments are not the most serious. It is the amount of arrears in the payment of UNEF assessments which is causing the serious deterioration in the cash position. These unpaid assessments amounted on 30 June 1960 to some \$17.5 million in respect of assessments for the period prior to 1960, and to some \$24.3 million if account is taken of 1960 assessments as well. On the same date, unpaid UNEF liabilities amounted to more than \$18 million.

66. Consultations have been held between the Secretary-General and the Advisory Committee concerning the existing situation and, as a result, the following comments are offered for the consideration of the General Assembly.

67. It appears that the UNEF arrears arise from a number of reasons¹⁹ including, in particular (a) the inability of some Member States to shoulder the additional financial burden, especially as apportioned on the basis of the scale of assessments applicable to the regular budget, and (b) the fact that some Member States doubt whether they are legally required to pay UNEF assessments. Obviously these points need to be further explored.

68. Should the General Assembly decide to continue UNEF at approximately its present level of expenditure, as proposed by the Secretary-General (A/4396), and should there be no substantial improvement in the payment of UNEF assessments, then presumably the Assembly, at its fifteenth session, will wish to give consideration to possible alternative measures for dealing with the situation in order to preserve the solvency of the

¹⁹ For details of the views of Member States on the question of the manner of financing UNEF, see *Official Records of the General Assembly, Fourteenth Session, Annexes*, agenda item 28, documents A/4176 and A/4335; see also General Assembly resolution 1441 (XIV) of 5 December 1959.

Organization. Accordingly, the Advisory Committee lists, without indicating concurrence or approval at this stage, the following possible alternatives which have come to its attention:

(a) An Assembly decision to increase the Working Capital Fund sizably, perhaps to \$30 million in 1961;

(b) An Assembly decision to finance UNEF, after taking account of voluntary contributions, from a section of the regular budget in order to clarify the liability of Governments to pay UNEF assessments;

(c) An Assembly decision to include annually in the regular budget, during the period UNEF continues in existence, an item of \$5 million in lieu of the \$2 million now provided in the annual resolution on unforeseen and extraordinary expenses, with a proviso that surpluses remaining under this item at the end of each year be accumulated in a reserve fund for peace and security. Cash could be borrowed from this fund to pay UNEF bills, and this would relieve some of the pressure on the Working Capital Fund;

(d) An Assembly decision to establish a Peace and Security Fund, to be maintained at a level of \$20 to \$25 million, which might be financed partly from the regular budget and partly by voluntary contributions. The present UNEF and similar operations in the future might be financed from this fund.

The above alternatives do not of course constitute an exhaustive list of the possible measures for dealing with the situation.

STAFF COSTS

69. Staff costs, covering salaries and wages and common staff costs, as estimated by the Secretary-General, total some \$42.7 million in 1961, representing about two-thirds of the gross budget. The increase by comparison with the 1960 appropriations is also greatest under this heading, with 1961 estimates being \$2.4 million above 1960 appropriations. The total increase in the Secretary-General's gross estimates is about \$3.8 million.

70. The number of established posts proposed for 1961 and the estimated staff costs for that year are compared in the following table with the corresponding figures for 1959 and 1960:

	1959	1960	1961
Number of established posts ^a	3,786	3,864	3,984
Staff costs (salaries and wages; and common staff costs) ^b	\$38.2	\$40.3	\$42.7
	million	million	million

^a Excluding local level staff at ECA, ECAFE, ECLA and information centres, in respect of whom a total money provision, rather than an approved manning table, is included.

^b These include the categories of costs covered in sections 3 and 4 of the 1961 estimates.

71. The Advisory Committee has been guided in its examination of the estimates generally and of staff costs in particular by the considerations set forth in paragraphs 25 to 30 above and commented on in paragraphs 31 to 68. Those considerations have led the Advisory Committee to the view that, except for certain clearly demonstrated and urgent requirements, any general and major additions to the permanent, continuing establishment might with advantage await the clarifications that are likely to emerge in respect of economic and social programmes and the outcome of the review of the activities and organization of the Secretariat contemplated in General Assembly resolution 1446 (XIV). The Committee also believes that in the meantime essential

new requirements could be met, apart from some strengthening of the permanent establishment, by (a) a redistribution of resources, having regard to the areas of declining activity; and (b) an increased provision of temporary facilities in lieu of a further addition to established posts.

72. The detailed comments and recommendations of the Advisory Committee relating to staff costs are contained in paragraphs 111 to 161 in chapter II of the present report. As may be seen from those detailed comments, the amounts recommended by the Committee under sections 3 and 4 for staff costs total some \$42.1 million, representing a reduction of about \$600,000 in the estimates submitted by the Secretary-General.

BUILDINGS AND IMPROVEMENTS TO PREMISES

73. In view of the substantial expenditures already involved or likely to arise, the Advisory Committee has paid special attention to the progress made under the various current projects for the acquisition of new capital assets and for major maintenance and improvement of existing premises.

United Nations building at Santiago

74. The Secretary-General will present to the General Assembly, at its fifteenth session, a report on the construction at Santiago, on a site donated by the Government of Chile, of a United Nations building to house the Economic Commission for Latin America and other offices. In the meantime the Advisory Committee has ascertained that the preparation of construction plans has been delayed pending the satisfactory conclusion of certain negotiations with the Chilean authorities. The recent and tragic earthquakes in Chile have also added to the delay. Expenditures so far have been kept to a minimum. Thus in 1959 only \$6,907 was spent out of an appropriation of \$20,000, and expenditure in the first six months of 1960 was limited to \$1,366. It will be recalled that the General Assembly, at its fourteenth session, decided that, apart from the preparatory amount of \$20,000 appropriated for 1959, the balance of the total estimated cost of \$1,550,000 should be provided in four annual instalments of \$382,500 each, the first of which was included in the 1960 appropriations.

Modernization of the Palais des Nations

75. The Advisory Committee has also been kept informed of the progress made in respect of the programme of modernization of the Palais des Nations in Geneva.²⁰ In 1959 the General Assembly approved revised expenditure estimates in the amount of \$590,000 for the improvement of conference rooms and ancillary services, and \$1,200,000 for alterations to the Assembly Hall area. Work on the conference rooms and ancillary services, including catering and reproduction services, is virtually completed. As for the Assembly Hall area, while the general plans remain unaltered, and the work is going forward as scheduled, a number of problems, mainly of a structural nature, have arisen.

76. The general reconstruction work connected with the Assembly Hall itself is expected to start in October

²⁰ See General Assembly resolutions 1101 (XI) of 27 February 1957 and 1447 (XIV) of 5 December 1959; see also *Official Records of the General Assembly, Eleventh Session, Annexes*, agenda item 43, documents A/C.5/659 and Add.1; A/3379 and Add.1; and *ibid.*, *Fourteenth Session, Annexes*, agenda item 44, documents A/C.5/775 and A/4157.

1960, although many matters pertaining to the interior of the Hall are still under consideration. Work relating to certain other ancillary improvements is proceeding according to schedule. However, a number of complex technical problems have arisen in connexion with the remodelling of the floor below the Assembly Hall. Since the previous report to the General Assembly,²¹ it has been decided that both on aesthetic grounds and to ensure an improved service to conferences and delegations an expansion of the area below the Hall and particularly an increase in height are desirable. The Advisory Committee has been informed in this regard that, although the amount to be allotted for this purpose must depend on the cost, still to be determined, of other projects, the basic structural work for this enlarged project will in any case be carried out. The Committee understands further that to meet increased costs, adjustments can be made to the plans for the area as a whole, in accordance with an appropriate order of priorities, without adding substantially to the ultimate cost of any item that may have to be deferred.

77. It appears to the Advisory Committee that there is a possibility of a substantial revision of the estimates for part II of the modernization programme, relating to the Assembly Hall area. In his report last year,²¹ the Secretary-General, referring to the plans for the Assembly Hall area, stated that the figure of \$1.2 million represented a conservative appraisal of estimated costs based on the price and wage levels prevailing at that time. He added that the estimate did not take into account contingencies to meet any unforeseen expenses or rises in construction costs and that the possible need for some upward adjustment, perhaps of the order of 10 per cent, could not be ruled out. It would seem to the Committee that, in anticipating the extent of a possible upward revision, some distinction should be made between additional costs relating to the original plan and any costs which might arise as a result of important changes of a structural nature. The Advisory Committee will keep the matter under review and will submit a further report to the General Assembly, in the event that any basic revisions in the approved programme are proposed by the Secretary-General.

Major maintenance and capital improvement at Headquarters

78. In respect of the programme for major maintenance and capital improvement at Headquarters, the Advisory Committee has inquired into the progress of the architectural and engineering survey of the buildings, including the provision of temporary facilities for new Member States in 1960 and 1961, the arrangements for the temporary housing of the Library and developments in regard to the erection of the new library building.

79. The Advisory Committee understands that work on the architectural survey has already started under a contract with the same firm which provided architectural and engineering services in connexion with the original construction of the Headquarters buildings. The survey is based on the need to provide facilities for a possible total of 120 Member States. Pending consideration by the General Assembly of proposals emerging from the survey, no permanent alterations will be

attempted. Interim arrangements will be of a purely temporary character, care being taken that the additional furniture and equipment being procured for the purpose should be usable to the greatest possible extent in connexion with permanent installations. For such interim arrangements, which are related at this stage to an additional fourteen Member States, the Secretary-General, in accordance with the provisions of General Assembly resolution 1444 (XIV) relating to unforeseen and extraordinary expenses for 1960, has sought and obtained the concurrence of the Advisory Committee for entering into commitments not exceeding \$140,000.

New library building and interim arrangements

80. On the subject of the Library, the Advisory Committee understands that the plans for the new building are in an advanced stage, and that completion of the project by the end of October 1961 is envisaged. The only expenditures charged to the regular budget to date have been in connexion with the temporary rehousing of the Library for which purpose an amount of \$114,000 was included in the 1960 appropriations and \$54,000 in the 1961 estimates. The necessary remodelling of selected areas in the Headquarters buildings has been carried out, without structural changes of any consequence. While certain difficulties are to be expected from the fact that much library material is in storage and not as readily available as under normal conditions, service is stated to be reasonably satisfactory.

OTHER MATTERS

81. The Secretary-General will submit to the General Assembly later in the year a report on the progress made in the implementation of General Assembly resolution 1272 (XIII) of 14 November 1958 relating to the control and limitation of documentation. In the meantime the Advisory Committee in paragraphs 216 to 219 has included some preliminary information which it has received on this question.

82. The Advisory Committee has kept under review the subject of common premises and services for the field offices of the United Nations and the specialized agencies at various centres. The Committee will revert to this question in September when it studies matters relating to administrative and budgetary co-ordination between the United Nations and the specialized agencies.

83. At that time also the Advisory Committee intends to consider a report recently submitted to it by the Secretary-General on the extent of the services and support provided by the United Nations to activities which are financed from sources other than the regular budget of the Organization. The Committee would at this stage invite particular attention to paragraphs 80 to 86 of the foreword to the budget estimates, from which it notes that the Secretary-General is inclined to propose continuation for the present of existing policies in this regard.

APPROPRIATION RESOLUTION

84. The draft budget resolution submitted by the Secretary-General is in three parts: part A dealing with the budget appropriations, part B with income estimates, and part C with the financing of the appropriations. The Advisory Committee agrees with the form of presentation of this three-part draft resolution.

²¹ Official Records of the General Assembly, Fourteenth Session, Annexes, agenda item 44, document A/C.5/775.

Appraisal of the budget estimates for 1961

85. The text of the appropriation resolution submitted by the Advisory Committee, and incorporating the budget amounts recommended in the paragraphs that follow, is given in part I of 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 \$66,510,900 represents a reduction of \$942,850 in the estimates presented by the Secretary-General.

86. The resolution relating to the income estimates as recommended by the Advisory Committee is given in part II of appendix I. Income from staff assessment, to be credited to Member States through the Tax Equalization Fund, has been included at an estimated figure of \$6,510,000 or \$90,000 less than the Secretary-General's estimate, the decrease being explained in paragraph 296 below. Income other than staff assessment has been included at an estimated figure of \$5,529,280, or \$77,500 more than the Secretary-General's estimate, the increase being explained in paragraphs 304 to 314 below.

87. The third part of the draft budget resolution, dealing with the financing of appropriations, cannot be completed until after the supplementary estimates for 1960 have been considered.

UNFORESEEN AND EXTRAORDINARY EXPENSES

88. The draft resolution which the Advisory Committee recommends for 1961 in respect of unforeseen and extraordinary expenses (appendix II) is identical with that proposed by the Secretary-General. It may be noted that under paragraph 1 (b), sub-items (iii) and (v) are added since 1960 is a year in which Judges will be elected to the International Court of Justice.

WORKING CAPITAL FUND

89. The Advisory Committee recommends adoption of the draft resolution submitted by the Secretary-General in respect of the Working Capital Fund for 1961 (appendix III). The draft resolution is in the same form and amount as General Assembly resolution 1445 (XIV) of 5 December 1959 relating to the Working Capital Fund for 1960, and contains the same provisions except that the provision contained in paragraph 4 (f) of resolution 1445 (XIV) relating to supplementary payments to the United Nations Joint Staff Pension Fund has been eliminated, experience having shown that advances for this purpose have not been necessary.

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

	<i>Secretary-General's budget estimates for 1961</i> \$	<i>Advisory Committee's recommendations</i> \$	<i>Decrease</i> \$
A. UNITED NATIONS			
PART I. <i>Sessions of the General Assembly, the Councils, commissions and committees; Special meetings and conferences</i>			
<i>Section</i>			
1. Travel and other expenses of representatives, members of commissions, committees and other subsidiary bodies.	857,700	857,700	—
2. Special meetings and conferences.	222,000	210,000	12,000
PART II. <i>Staff costs and related expenses</i>			
<i>Section</i>			
3. Salaries and wages	34,800,600	34,303,900	496,700
4. Common staff costs	7,898,200	7,800,000	98,200
5. Travel of staff	2,022,800	2,000,000	22,800
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; Hospitality	100,000	100,000	—
PART III. <i>Buildings, equipment and common services</i>			
<i>Section</i>			
7. Buildings and improvements to premises	3,749,500	3,749,500	—
8. Permanent equipment	456,000	400,000	56,000
9. Maintenance, operation and rental of premises	3,244,050	3,244,050	—
10. General expenses	3,550,600	3,469,750	80,850
11. Printing	1,173,000	1,173,000	—
PART IV. <i>Special expenses</i>			
<i>Section</i>			
12. Special expenses	154,000	154,000	—
PART V. <i>Technical programmes</i>			
<i>Section</i>			
13. Economic development	480,000	480,000	—
14. Social activities	1,200,000	1,200,000	—
15. Human rights activities	100,000	100,000	—
16. Public administration	600,000	600,000	—
17. Narcotic drugs control	75,000	50,000	25,000

Appraisal of the budget estimates for 1961

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

	Secretary- General's budget esti- mates for 1961 \$	Advisory Committee's recommenda- tions \$	Decrease \$
PART VI. <i>Special missions and related activities</i>			
<i>Section</i>			
18. Special missions.....	2,605,000	2,551,000	54,000
19. United Nations Field Service.....	1,314,000	1,289,000	25,000
PART VII. <i>Office of the United Nations High Commissioner for Refugees</i>			
<i>Section</i>			
20. Office of the United Nations High Commissioner for Refugees.....	2,117,200	2,050,000	67,200
B. INTERNATIONAL COURT OF JUSTICE			
PART VIII. <i>International Court of Justice</i>			
<i>Section</i>			
21. International Court of Justice.....	734,100	729,000	5,100
Recapitulation:			
Secretary-General's estimates.....			\$67,453,750
Advisory Committee's recommendations.....			\$66,510,900
Total reduction recommended by the Advisory Committee			\$942,850

APPENDIX I

Draft budget resolution for the financial year 1961 (submitted by the Advisory Committee)

A

BUDGET APPROPRIATIONS FOR THE FINANCIAL YEAR 1961

The General Assembly

Resolves that for the financial year 1961:

1. Appropriations totalling \$US66,510,900 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 and other expenses of representatives, members of commissions, committees and other subsidiary bodies.....	857,700
2. Special meetings and conferences.....	210,000
TOTAL, PART I	1,067,700

PART II. *Staff costs and related expenses*

<i>Section</i>	
3. Salaries and wages.....	34,303,900
4. Common staff costs.....	7,800,000
5. Travel of staff.....	2,000,000
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; Hospitality.....	100,000
TOTAL, PART II	44,203,900

PART III. *Buildings, equipment and common services*

<i>Section</i>	
7. Buildings and improvements to premises.....	3,749,500
8. Permanent equipment.....	400,000
9. Maintenance, operation and rental of premises.....	3,244,050
10. General expenses.....	3,469,750
11. Printing.....	1,173,000
TOTAL, PART III	12,036,300
<i>Carried forward</i>	57,307,900

Appraisal of the budget estimates for 1961

A UNITED NATIONS (continued)

Amount in US dollars

Brought forward..... 57,307,900

PART IV. Special expenses

Section		
12. Special expenses.....	154,000	
TOTAL, PART IV		154,000

PART V. Technical programmes

Section		
13. Economic development.....	480,000	
14. Social activities.....	1,200,000	
15. Human rights activities.....	100,000	
16. Public administration.....	600,000	
17. Narcotic drugs control.....	50,000	
TOTAL, PART V		2,430,000

PART VI. Special missions and related activities

Section		
18. Special missions.....	2,551,000	
19. United Nations Field Service.....	1,289,000	
TOTAL, PART VI		3,840,000

PART VII. Office of the United Nations High Commissioner for Refugees

Section		
20. Office of the United Nations High Commissioner for Refugees.....	2,050,000	
TOTAL, PART VII		2,050,000

B. INTERNATIONAL COURT OF JUSTICE

PART VIII. International Court of Justice

Section		
21. International Court of Justice.....	729,000	
TOTAL, PART VIII		729,000
GRAND TOTAL		66,510,900

2. The Secretary-General is authorized:

(a) To administer as a unit the provisions under sections 1, 3 and 5 in a total amount of \$98,300 relating to the Permanent Central Opium Board and the Drug Supervisory Body;

(b) To transfer credits between sections of the budget with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions;

3. The appropriations under sections 1, 3, 4 and 5 in a total amount of \$182,380 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;

4. In addition to the appropriations under paragraph 1 above, an amount of \$17,500 is hereby appropriated from the income of the Library Endowment Fund for the purchase of books, periodicals, maps and library equipment and such other expenses of the Library at the Palais des Nations as are in accordance with the objects and provisions of the endowment.

1. Estimates of income other than assessments on Member States totalling \$US12,039,280 are approved as follows:

	Amount in US dollars	
PART I. Income from staff assessment		
Section		
1. Staff assessment income	6,510,000	
TOTAL, PART I		6,510,000
PART II. Other income		
Section		
2. Funds provided from extra-budgetary accounts	1,879,880	
3. General income	1,574,000	
4. Sale of United Nations postage stamps	1,070,000	
5. Sale of publications	360,000	
6. Services to visitors and catering services	645,400	
TOTAL, PART II		5,529,280
GRAND TOTAL		12,039,280

B

INCOME ESTIMATES FOR THE FINANCIAL YEAR 1961

The General Assembly

Resolves that for the financial year 1961:

2. The income from staff assessment shall be credited to the Tax Equalization Fund in accordance with the provisions of General Assembly resolution 973 (X) of 15 December 1955;

3. Direct expenses of the United Nations Postal Administration, services to visitors, catering and related services and the sale of publications, not provided for under the budget appropriations, may be charged against the income derived from those activities.

C

FINANCING OF APPROPRIATIONS FOR THE FINANCIAL YEAR 1961

The General Assembly

Resolves that for the financial year 1961 :

1. Budget appropriations totalling \$US66,510,900, together with supplementary appropriations for 1960 totalling \$_____,²² shall be financed as follows, in accordance with regulations 5.1 and 5.2 of the Financial Regulations of the United Nations:

(a) As to \$5,529,280, by income other than staff assessment approved under resolution B above;

²²To be determined by the General Assembly at its fifteenth session.

(b) As to \$623,131, by the balance on surplus account for the financial year 1959;

(c) As to \$_____,²³ by assessment on Member States in accordance with the General Assembly resolution on the scale of assessments for 1961;

2. There shall be set off against the assessment on Member States:

(a) Their respective shares in the Tax Equalization Fund, subject to the provisions of General Assembly resolution 973 (X) of 15 December 1955, comprising:

(i) \$6,510,000, being the estimated staff assessment income for 1961;

(ii) \$161,869, being the excess of staff assessment income for 1959 over estimated income;

(b) Their credits in respect of the transfer of the League of Nations assets, in accordance with General Assembly resolution 250 (III) of 11 December 1948.

²³To be inserted after the General Assembly has decided on supplementary appropriations for 1960.

APPENDIX II

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

The General Assembly

Resolves that, for the financial year 1961 :

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 \$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 \$30,000;

(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) By the maintenance in office of Judges who have not been re-elected (Statute, Article 13, paragraph 3) not exceeding a total of \$40,000;

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

(v) By the payment of pensions and travel and removal expenses of Judges not re-elected, and travel and removal expenses of new Members of the Court, not exceeding a total of \$47,500;

(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 sixteenth session, all commitments made under the provisions of the present resolution, together with the circumstances relating thereto, and shall submit supplementary estimates to the Assembly in respect of such commitments.

APPENDIX III

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

The General Assembly

Resolves that:

1. The Working Capital Fund shall be established for the year ending 31 December 1961 at an amount of \$US25 million, derived:

(a) As to \$23,920,842, from cash advances by Members in accordance with the provisions of paragraphs 2 and 3 of the present resolution;

(b) As to \$1,079,158, by transfer from surplus account as follows:

(i) \$551,170 being the balance of surplus account as at 31 December 1957 not applied against Members' assessments in accordance with General Assembly resolution 1340 (XIII) of 13 December 1958;

(ii) \$527,988 being the balance of surplus account as at 31 December 1958, not applied against Members'

assessments in accordance with General Assembly resolution 1445 (XIV) of 5 December 1959;

2. Members shall make cash advances to the Working Capital Fund as required under paragraph 1 (a) above in accordance with the scale adopted by the General Assembly for contributions of Members to the budget for the financial year 1961;

3. There shall be set off against this allocation of advances the amounts paid by Members to the Working Capital Fund for the financial year 1960 under General Assembly resolution 1445 (XIV), provided that, should such advance paid by any Member to the Working Capital Fund for the financial year 1960 exceed the amount of that Member's advance under the provisions of paragraph 2 above, the excess shall be set off against the amount of contributions payable by that Member in respect of the budget for the financial year 1961, or any previous budget;

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

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

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

(c) Such sums as, together with net sums outstanding for the same purpose, do not exceed \$125,000, to

continue the revolving fund to finance miscellaneous self-liquidating purchases and activities; advances in excess of the total \$125,000 may be made with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions;

(d) Loans to specialized agencies and preparatory commissions of agencies to be established by inter-governmental agreement under the auspices of the United Nations to finance their work, pending receipt by the agencies concerned of sufficient contributions under their own budgets; such loans shall normally be repayable within two years, and the Secretary-General shall obtain the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions for any cash issues which would increase the aggregate balance outstanding (including amounts previously advanced and outstanding) at any one time to an amount in excess of \$250,000;

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

(f) Such sums as may be necessary to enable the Tax Equalization Fund to meet current commitments pending accumulation of credits; such advances shall be repaid as soon as credits are available in the Tax Equalization Fund.

CHAPTER II

DETAILED RECOMMENDATIONS ON THE BUDGET ESTIMATES

Expenditure estimates

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

SECTION 1. TRAVEL AND OTHER EXPENSES OF REPRESENTATIVES, MEMBERS OF COMMISSIONS, COMMITTEES AND OTHER SUBSIDIARY BODIES

	\$
Estimate submitted by the Secretary-General .	857,700
Estimate recommended by the Advisory Committee	857,700
1959 (actual expense)	841,474
1960 (appropriation)	931,600

90. Under the changes that have been introduced in the form of the budget and the content of the several sections, there are some differences in the coverage of section 1 of the 1961 estimates as compared with section 1 of the 1960 budget. Thus for 1961 the section includes the expenses of the Board of Auditors, provision for which was previously made in a separate section of the budget.²⁴ Similarly, the estimated costs of administrative advisory bodies, such as the Investments Committee and the International Civil Service Advisory Board, have also been transferred to section 1 from the old section 8 which covered travel of staff as well as of members of the bodies in question. On the other hand, commodity conferences, which hitherto have been provided for in section 1, are now to be covered in a new chapter in section 2 which deals with special meetings and conferences.

91. The estimates under this section are related to a programme of meetings for 1961 which is generally in accordance with the pattern of conferences approved by the General Assembly in resolution 1202 (XII) of 13 December 1957. In discussing the 1960 conference programme, the Advisory Committee drew attention to the fact that the last paragraph of the resolution cited above, by which the Assembly invited all organs to review their working methods and the frequency and length of their sessions, had not met with significant practical results.²⁵ That there has been no substantial change in this situation is amply borne out by the continued practice of certain of the functional commissions of the Economic and Social Council of meeting annually although the Council has decided, in principle, on a biennial pattern for sessions of those bodies. The question of frequency of meetings has been dealt with in greater detail in paragraphs 41 to 44 above.

92. The decrease of some \$75,000 in the 1961 estimates for this section, by comparison with the 1960 provision, is explained largely by two factors: (a) the ab-

sence of provision at this stage²⁶ for visiting missions of the Trusteeship Council, in respect of which the 1960 budget included \$50,000; and (b) the fact that no costs are expected to be incurred in 1961 for the Expert Group on the Comprehensive Review of the Pension System, for which an amount of \$17,500 was provided in 1960, as the Group will have completed its work before the end of 1960. Apart from the two factors mentioned, increased requirements arising from the situation that one more functional commission of the Economic and Social Council will meet in 1961 than in 1960 are more than offset by anticipated savings in respect of the United Nations Scientific Committee on the Effects of Atomic Radiation. The 1961 estimate for the Scientific Committee is limited to the cost of holding two sessions whereas the 1960 amount included, in addition, provision for a seminar and certain special studies in accordance with General Assembly resolution 1376 (XIV) of 17 November 1959.

93. The provision of \$60,700 in respect of the Board of Auditors is intended to cover, in addition to the audit of the regular accounts of the Organization, the audit of the Joint Staff Pension Fund, the Special Account of the Expanded Programme of Technical Assistance, and other trust funds and special accounts, as well as the voluntary funds of the United Nations High Commissioner for Refugees. It further covers participation by members of the Board in the Joint Panel of Auditors²⁷ of the United Nations and the specialized agencies. Expenses related to the audit of the following special accounts are however charged to the accounts in question, as indicated below:

	1960 pro- vision \$
United Nations Emergency Force	13,000
United Nations Suez Canal Clearance Operation	1,200
United Nations Children's Fund	13,500
United Nations Relief and Works Agency for Palestine Refugees in the Near East	8,000
United Nations Korean Reconstruction Agency	5,000
United Nations Special Fund	2,000

94. Under General Assembly resolution 1075 (XI) of 7 December 1956, travel claims in respect of representatives attending sessions of various bodies should be submitted not later than 31 December of the year which follows the closing date of the session in question.

²⁴ The Trusteeship Council has since decided to dispatch a visiting mission to the Trust Territory of the Pacific Islands in 1961; an appropriate revision of the estimates will accordingly be necessary.

²⁷ For details as to the composition and functions of the Joint Panel of Auditors, see General Assembly resolutions 1438 (XIV) of 5 December 1959 and 347 (IV) of 24 November 1949.

²⁴ In the 1960 budget, see section 3.

²⁵ *Official Records of the General Assembly, Fourteenth Session, Supplement No. 7 (A/4170)*, para. 99.

95. The estimates as they stand are based on the provisions which currently apply in respect of payment of subsistence allowances and honoraria, under General Assembly resolution 1075 (XI). In paragraphs 315 to 330 of the present report, the Advisory Committee deals with two proposals of the Secretary-General, which have a bearing on this point: (a) an increase in the rate of subsistence allowance; and (b) the payment of honoraria to the President and members of the Administrative Tribunal. Should the Assembly approve the recommendations of the Advisory Committee on these two questions, the estimates under section 1 would need to be increased by some \$17,500, as explained in paragraphs 323 and 330 below.

96. Subject to the foregoing observations, the Advisory Committee recommends an appropriation for section 1 in the amount of \$857,700, as submitted by the Secretary-General.

SECTION 2. SPECIAL MEETINGS AND CONFERENCES

Estimate submitted by the Secretary-General	222,000 ^{\$}
Estimate recommended by the Advisory Committee	210,000
1959 (actual expense)	1,903,860 ^a
1960 (appropriation)	62,300 ^b

^a Includes \$1,480,353 for the Second United Nations International Conference on the Peaceful Uses of Atomic Energy, \$350,063 for the Conference on the Discontinuance of Nuclear Weapons Tests, \$42,173 for commodity conferences, and \$31,271 for the United Nations Conference on the Elimination or Reduction of Future Statelessness.

^b Includes \$46,000 for the United Nations Conference on the Law of the Sea, and \$16,300 for the United Nations Congress on the Prevention of Crime and the Treatment of Offenders. The 1960 costs of the Conference on the Discontinuance of Nuclear Weapons Tests, to be included in the supplementary estimates for 1960, are estimated at some \$285,300 in the event that the Conference continues until 30 September 1960.

97. 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. Thus far, four such special conferences are scheduled for 1961: (a) the United Nations Conference of Plenipotentiaries on Diplomatic Intercourse and Immunities, to be held at Vienna in March-April 1961; (b) the Plenipotentiary Conference for the Adoption of a Single Convention on Narcotic Drugs, to be held at Headquarters (New York) in January-March 1961; (c) the United Nations Conference on the Elimination or Reduction of Future Statelessness, to be reconvened at Headquarters (New York) in August-September 1961; and (d) the United Nations Conference on Solar Energy, Wind Power and Geothermic Energy, to be held in August 1961 at a location, yet to be determined, in Europe. In addition, a conference on outer space may be convened in 1961. The possibility also exists of one or more commodity conferences in 1961 including, in particular, an international sugar conference.

98. Before dealing with the estimates under section 2, the Advisory Committee would underline the point made by the Secretary-General in paragraph 10 of his budget foreword, namely, that the workload stemming from the normal pattern of conferences covered in section 1, together with a special conference programme of such weight and consequence as indicated in section 2, is

likely to place a severe strain in 1961 on the resources of the Secretariat and perhaps equally on the resources of the participating Member States. This consideration lends added emphasis and urgency, as the Advisory Committee has urged in the past and again reiterates in paragraphs 41 to 44 above, to the need for evolving a less frequent periodicity for sessions of various subsidiary organs and greater flexibility to the Secretary-General in the scheduling of special conferences.

Chapter I. United Nations Conference of Plenipotentiaries on Diplomatic Intercourse and Immunities

99. The decision to hold an international conference on diplomatic intercourse and immunities, and to convoke the conference at Vienna not later than the spring of 1961, was embodied in General Assembly resolution 1450 (XIV) of 7 December 1959. Expenditure in respect of the conference is estimated, on the basis of an eight-week duration, at \$202,000 of which an estimated \$130,000, representing the approximate extra cost of convening the conference at Vienna rather than at Headquarters, would be reimbursed by the Austrian Government in accordance with paragraph 2 (e) of General Assembly resolution 1202 (XII) of 13 December 1957. Accordingly, an amount of \$130,000 is included in the estimates for miscellaneous income submitted by the Secretary-General.

100. The estimates include \$133,000 for temporary assistance covering the salaries and related travel of ninety-seven temporary staff comprising fifty-one language staff and forty-six secretaries, clerks and typists. The Advisory Committee understands in this connexion that while every effort will be made to secure the good offices and assistance of the secretariat of the International Atomic Energy Agency, especially in regard to secretarial and typing services, the present estimates do not take specific account of any assistance that may be received from that Agency. The Committee is confident that the good relations which obtain between the two organizations will facilitate the maximum co-operation between them in this regard, with some savings in the costs of temporary staff.

101. An amount of \$40,000 is provided for the printing in three languages of some 100 pages of preparatory material, 500 pages of summary records and 300 pages of annexes, in addition to the printing in all five official languages of the Convention and Final Act. The estimate is based on external printing costs, in Europe for the preparatory material, summary records and annexes, and in New York for the Convention and Final Act. Of the projected total in the three languages of 2,100 copies of the former group of documentation, some 1,200 would be for free distribution to delegations, Governments, Secretariat, depository libraries and other recipients, leaving some 900 copies for stocks and sale. Depending on demand, the printing run for sales may be increased.

102. The Advisory Committee has inquired in detail into the need for printing all of the material in question. While the Committee understands the desirability of having such material available, it is not convinced of the necessity of producing some of the documentation, as for instance the summary records, in printed form. However, the Committee does not wish at this stage to make any specific suggestions in this regard; it trusts that further consideration will be given to the question of keeping to an essential minimum the volume of material to be printed. In any event, the Committee would

urge that the Publications Board, when it considers in detail the actual programme of printing, should take full account of the facilities for internal printing which exist at Headquarters and the Geneva Office.

103. In the light of the foregoing considerations, and having regard to the need for utmost economy in conference costs, be they borne exclusively by the United Nations or shared with a host Government, the Advisory Committee would recommend that the costs of the Conference on Diplomatic Intercourse and Immunities should be limited to \$190,000.

Chapter II. Plenipotentiary Conference for the Adoption of a Single Convention on Narcotic Drugs

104. The Secretary-General's decision to convene the Plenipotentiary Conference for the Adoption of a Single Convention on Narcotic Drugs, authorized by the Economic and Social Council by its resolution 689 J (XXVI) of 28 July 1958, at Headquarters during January-March 1961, rather than at Geneva in the closing months of 1960 as at one time envisaged, is based on administrative and budgetary considerations. The Economic and Social Council at its twenty-eighth session decided, in the light of those considerations submitted to it by the Secretary-General, to record its preference of the revised time and place for the conference.²⁸ The Council also agreed that the duration of the conference might be limited to eight weeks, as against the fourteen weeks initially envisaged.

105. The Advisory Committee recommends approval of the estimate of \$20,000 submitted by the Secretary-General.

Chapter III. United Nations Conference on the Elimination or Reduction of Future Statelessness

106. The reconvening of the Conference on the Elimination or Reduction of Future Statelessness at Headquarters on 29 August 1961 for a period of three weeks is not expected to entail any special costs, although the Secretary-General has indicated that additional funds may be required for printing the Final Act and instruments when they are adopted. The Advisory Committee suggests that any printing costs which might arise in 1961 should be met out of the normal printing provision under section 11 of the 1961 budget.

Chapter IV. United Nations Conference on Solar Energy, Wind Power and Geothermic Energy

107. The Secretary-General has indicated that it would be appropriate to hold the Conference on Solar Energy, Wind Power and Geothermic Energy, requested by the Economic and Social Council by its resolution 710 A (XXVII) of 17 April 1959, in Europe in August 1961. However, pending a final decision on the date and location of the conference in the light of discussions at the thirtieth session of the Council, no budgetary provision is included for this purpose in the Secretary-General's initial estimates under section 2.

Chapter V. Commodity conferences

108. The Secretary-General has indicated that, apart from the possible need to hold an international sugar conference, it is not possible to forecast whether any other commodity conference will be necessary in 1961.

²⁸ Official Records of the General Assembly, Fourteenth Session, Supplement No. 3 (A/4143), para. 495.

No monetary provision is entered at this stage under this chapter.

109. To the extent that an agreed programme for 1961 is drawn up in time, the Secretary-General will present appropriate estimates to the General Assembly at its fifteenth session. Other requirements that cannot be so foreseen will need to be provided for under the resolution relating to unforeseen and extraordinary expenses.

110. On the basis of the considerations set out above, the Advisory Committee recommends an initial appropriation under section 2 in the amount of \$210,000, representing a reduction of \$12,000 in the estimate submitted by the Secretary-General.

Analysis of reductions recommended

Chapter I. Conference of Plenipotentiaries on Diplomatic Intercourse and Immunities\$12,000

PART II. STAFF COSTS AND RELATED EXPENSES SECTION 3. SALARIES AND WAGES

	\$
Estimate submitted by the Secretary-General	34,800,600
Estimate recommended by the Advisory Committee	34,303,900
1959 (actual expense)	31,304,691
1960 (appropriation)	33,112,000

111. This section, representing more than one-half of the total budget estimates, includes provision for the established posts, temporary assistance and consultants, and overtime of all departments, offices and activities, with the exception of the Field Service (section 19), the Office of the United Nations High Commissioner for Refugees (section 20) and the International Court of Justice (section 21). By comparison with 1960, the coverage under this section now includes also the salaries and wages in respect of the secretariat of the Economic Commission for Africa and of staff employed in the revenue-producing activities, both of which in 1960 had been provided for separately.

112. The appropriation proposed by the Secretary-General amounts to \$34,800,600, representing an increase of some \$1.7 million over the 1960 provision and of about \$3.5 million over actual expenditure in 1959.

113. The Advisory Committee, in paragraphs 25 to 72 above, has offered general comments on work programmes and priorities, including shifts of emphasis in those programmes, the organization of the Secretariat and related questions, and the financial position of the Organization, all of which have a bearing on any proposals under section 3 for an expansion of the Secretariat. The Committee has had regard to these several factors in assessing the overall estimates relating to staff; at the same time, the Committee has sought to provide the Secretary-General with such additional resources that are immediately essential for the effective work of the Organization.

Chapter I. Established posts

	\$
Estimate submitted by the Secretary-General	33,000,000
Estimate recommended by the Advisory Committee	32,555,000

Budget amounts
(total for chapter)
\$

29,709,344			
(actual expense)	1959	Posts authorized	3,786*
31,458,300	1960	Posts authorized	3,864*
33,000,000	1961	Posts requested	3,984*
32,555,000	1961	Posts recommended by the Advisory Committee	3,933*

* All figures exclude local level staff at ECA, ECAFE, ECLA and information centres, for which a monetary provision is included in the cost estimates shown in table 3-1 of the budget document. The number of staff in question is 441 in 1960 and 525 in 1961.

114. For the departments and offices covered by this section, the Secretary-General has requested a total of 3,984 established posts (excluding 525 local level staff at ECA, ECAFE, ECLA and information centres, in respect of whom a total money provision rather than an approved manning-table is requested), comprising 1,807 posts in the professional and higher categories and 2,177 in the general service category. As compared with the authorized establishment for 1960, this represents a net addition of sixty-three posts in the professional and higher categories and fifty-seven posts in the general service category. In addition, the money provision requested for local level staff at various overseas offices shows an increase of \$264,000 including about \$187,000 to cover some eighty-four more such staff in 1961 than in 1960.

115. A tentative distribution of the total staff among the various organizational units, as envisaged by the Secretary-General, is indicated in table 3-3 under section 3 of the budget document. Further information on distribution of established posts by category and level and on comparative numbers and estimated costs, by location and office, for the years 1959 to 1961, is contained in annexes I and II to the expenditure estimates.

116. The money provision under chapter I covers, in addition to the cost of established posts and of local level staff at overseas offices, an amount of \$1,248,190 in respect of "artisans, technicians and manual workers".²⁹

117. The net increase of about \$1,542,000 in the estimates under chapter I may be broken down into the following components:

	\$
(a) Addition, on a net basis, of 63 professional posts (gross costs less a 25 per cent reduction for recruitment delays)	521,000
(b) Addition, on a net basis, of 57 general service posts at Headquarters and Geneva (gross costs less a 10 per cent reduction for recruitment delays)	300,000
(c) Additional local level staff at ECA (33), ECAFE (5), ECLA (15) and information centres (31) (gross costs less a 10 per cent reduction for recruitment delays)	187,000
(d) Factors which affect the cost of continuing into 1961 the 1960 establishment	350,000
(e) Anticipated reduction in the vacancy (turnover) factor in established posts carried into 1961 ...	184,000
TOTAL	\$1,542,000

Professional posts

118. In assessing the request for additional posts in the professional category, the Advisory Committee has

²⁹ These include such personnel as carpenters, electricians, plumbers and maintenance men.

necessarily taken account of the following considerations. In the first place, the General Assembly, under resolution 1446 (XIV) of 5 December 1959, has authorized a review of the activities and organization of the Secretariat with a view to effecting further measures designed to ensure maximum economy and efficiency in the Secretariat. Such a review would be expected to include an examination of staffing requirements in the several segments of the Secretariat, having regard to changing emphases in the work programmes of the Organization. To that extent, it would seem advisable to defer any immediate plans for a major strengthening of the establishment until after the completion of the review. Secondly, the recently completed five-year appraisal of programmes in the economic and social field, which will shortly be considered by the Economic and Social Council and the General Assembly, will call for renewed thinking and planning for the future organizational and administrative arrangements in that field. Thirdly, a steady decline may be foreseen in the scope of the activities of the Department of Trusteeship and Non-Self-Governing Territories.

119. It would be wise, in the view of the Advisory Committee, to await a clearer picture of the outcome of the first two factors mentioned above, before definite increases are made in the permanent establishment. On the other hand, it appears to the Committee that the third factor, relating to the decline of work in the trusteeship area, might be taken into account in greater measure than is reflected in the Secretary-General's estimates.

120. A further consideration in this regard is the fact that, particularly in respect of the professional category, the cost of an established post is appreciably higher, because of various attendant financial obligations, than that of securing similar services on a temporary basis. There might therefore be advantage in limiting the permanent establishment to clearly demonstrated and continuing requirements and in meeting fluctuating or marginal needs through temporary facilities, especially during a period of transition and review.

121. The additional posts requested in the professional category may be grouped as follows:

Economic, social and human rights	59
Finance, personnel, conference and general services	9
Library	4
	72
<i>Less:</i>	
Public information activities	7
Special political affairs	1
Trusteeship affairs	1
	9
Net addition	63

122. The fifty-nine posts in the economic, social and human rights areas include twenty-one at Headquarters, nineteen for the Economic Commission for Africa, twelve for the Economic Commission for Latin America, six for the Economic Commission for Asia and the Far East, and one for the Economic Commission for Europe. As regards Headquarters, while a measure of justification may be found for a number of the proposed posts, the Advisory Committee is not entirely convinced that all urgent requirements can only be met through

additions of the suggested magnitude. A similar consideration would apply, perhaps to a less extent, to the secretariats of the regional economic commissions other than ECA. In regard to ECLA where a number of the proposed posts relate to work on the Latin American common market programme, there is also some question as to the extent to which the United Nations Secretariat should provide services, especially from the regular budget, to such inter-governmental regional bodies for which exclusive or main responsibility does not rest with the Organization. A somewhat parallel question arises also in respect of the services to be rendered from regular Secretariat resources to projects of an essentially technical assistance nature, such as the Lower Mekong River Basin Development Project. This latter point is dealt with in paragraphs 148 to 151 below.

123. The Advisory Committee shares the general desire to put the Economic Commission for Africa on a full working basis as early as possible. Of the fifty professional posts authorized for 1960, thirty-seven were occupied on 15 May 1960, some twenty-two of those being filled by transfer from other offices of the United Nations or the specialized agencies. It is obvious that the pace of building up the secretariat of the Commission has been slower than was anticipated in the budget appropriation for 1960. The Committee nevertheless hopes that substantial further progress will be made in the next several months, which will also facilitate early recruitment in 1961 for the proposed additional posts. Accordingly, the Committee does not suggest any specific reduction in the provision for ECA, although delays in recruitment for the new posts may prove to be longer than the average of three months assumed in the estimates.

124. For requirements in the economic, social and human rights field as a whole, therefore, the Advisory Committee would suggest a three-part approach based on the following considerations. Some of the less urgent additional needs might be deferred until after the outcome of the five-year appraisal and the organizational review emerges more clearly. The remaining needs might be met in part through an increase in the permanent establishment, together with a gradual shift of posts, as opportunity arises, from declining areas of work, and, in part, through the provision of additional temporary resources in preference to a further increase in the continuing establishment. The Committee accordingly suggests that the professional establishment should be increased by twenty-nine posts, including the posts required for ECA. In addition, the provision which the Committee recommends under chapters IV and V of section 3, in accordance with the observations in paragraph 120, includes an amount equivalent to the cost of securing the services represented by a further nine or ten of the proposed posts. These two steps, along with a third, namely the opportunity to shift resources from declining areas of work, would appear to cover some three-quarters of the needs encompassed by the additional posts requested by the Secretary-General.

125. As regards the central administrative and conference services, the Advisory Committee recognizes that a sizable extra load has been imposed on those services over the past several years without any corresponding adjustment in the regular staffing pattern. The continuing increase in the membership of the Organization and the impact of extra-budgetary pro-

grammes and responsibilities are both important contributing factors. It may be noted, incidentally, that the additional professional post in the Office of the Controller represents no net increase in expenditure since it has been carried for some years past as a charge against the budget of the Technical Assistance Board. The inclusion of this post, as of three similar general service posts, in the regular budget is offset by an appropriate credit from the Technical Assistance Board to miscellaneous income. The new arrangement is expected to promote a better utilization of the total resources of the Office.

126. The new posts requested in the central administrative and conference services include a post at the Director (D-2) level in the Internal Audit Service and a post at the Principal Officer (D-1) level in the conference service at Geneva. On the first of these posts, the Advisory Committee would join with the Secretary-General in underlining the special importance of the independence and authority of the audit function. The Committee also agrees that the increasingly widespread and complex operations for which the Secretary-General must assume financial responsibility would justify the restoration of an appropriately high level post to head the Internal Audit Service. The Chairman of the Board of Auditors, whom the Committee has consulted, also strongly supports the proposal on behalf of the Board. The modest strengthening of the audit service at the junior level, through the addition of an Associate Officer post, is also a move towards meeting the wishes expressed by the Board concerning the need to improve the scope and the quality of the internal audit function.

127. As regards the Principal Officer post at Geneva, the Advisory Committee is satisfied, on the evidence submitted to it, that the proposed arrangement to have two main units, each headed by a Principal Officer, to deal with conference and general services, on the one hand, and administrative and financial services, on the other hand, will contribute to greater efficiency in the over-all management of the Geneva Office. The Committee hopes also that this arrangement will facilitate a quicker and co-ordinated development of the internal printing programme at Geneva, which can result in important savings in the Organization's printing budget.

128. The Advisory Committee appreciates the reasons which underlie the request for certain additional posts for the Library at Headquarters. However, since the new building for the Library, financed from the gift of the Ford Foundation, is likely to be completed only towards the end of 1961 and the services in question are less than ideally organized in the meantime, the Advisory Committee would submit that permanent measures for the proposed expansion of the library facilities, both in terms of staff and of material, might commence in 1962. Meanwhile, any immediate ancillary work such as that relating to the indexing of the present volumes could be met from the resources under chapter IV. The Committee would also suggest that the new professional post requested for the Library at Geneva might, if it is considered essential, be found through a re-arrangement of existing resources.

129. Reference has been made in paragraph 48 above to the staffing reductions proposed in the public information field. As regards the other reductions which are envisaged, the Advisory Committee believes that the proposed reduction of only one professional post in the trusteeship area does not take due account of the

possibilities for curtailing that part of the establishment. The Committee, however, understands that the situation will be kept under close review and that resources will be shifted, as and when opportunity arises, to the economic and social areas of the Secretariat.

130. The Advisory Committee notes that, apart from the net addition that is proposed, the consolidated manning table under section 3 reflects a number of changes in post levels to facilitate a flexible use of staff and to provide reasonable promotion opportunities.

131. Subject to the comments and observations in the preceding paragraphs, the Advisory Committee would recommend that thirty-eight of the seventy-two proposed posts should be added as established posts for 1961. Since nine of these would be offset by the proposed reductions, the net addition to the establishment would be twenty-nine posts, making a total of 1,773 professional posts. This recommendation would represent, in monetary terms, a reduction of a net amount of some \$250,000 in the estimates submitted by the Secretary-General.

General service posts

132. The Secretary-General has proposed fifty-nine new posts in the general service category for Headquarters and Geneva, together with a reduction of two posts. The net addition proposed is thus fifty-seven posts.

133. The proposed new posts are intended partly to meet existing deficiencies and partly to provide support to the new professional posts that are requested. Among the first group are some posts which also represent a conversion of continuing temporary posts; a reduction is accordingly reflected in the estimates for temporary assistance under chapter III of section 3.

134. The recommendations on professional posts, contained in the preceding paragraphs, would permit of some reduction in the additional general service resources to be provided in 1961. The Advisory Committee also believes that there would be greater and earlier opportunities of shifting secretarial and clerical resources—by comparison with professional posts where the nature of an individual's professional training would have a bearing—from declining areas of work to other Secretariat units. Based on these considerations, the Advisory Committee would suggest that the number of additional posts in the general service category should be limited to forty, as against the fifty-seven proposed by the Secretary-General, with a consequent reduction of some \$75,000 in the net estimates.

Local level staff

135. The monetary estimate for local level staff at overseas offices other than Geneva amounts to \$1,108,870 for 1961, representing an increase of some \$264,000, or nearly 30 per cent, over the 1960 provision. A major part of the increase arises in respect of additional staff, especially at ECA and at information centres, with some increase attributed also to salary and wage adjustments. The Advisory Committee would urge that there should be appropriate internal controls on this expenditure, so that any increased requirements could be supported with the same degree of justification as is usually called for in respect of requests for additional established posts. The Committee recommends a modest reduction of \$20,000 in the estimate.

Other incremental factors

136. Apart from the proposed additions to established posts and local-level staff, there are two other sets of factors (items (d) and (e) of paragraph 117) which contribute to an increase in the 1961 estimates under chapter I of section 3. One comprises factors, such as annual salary increments, which affect the cost of continuing the 1960 establishment; the second is the anticipated reduction in the vacancy factor in established posts carried into 1961. The two, which are inter-related since replacement in a lower step of the same post would give rise to both factors, represent together an increase of some \$534,000.

137. The Advisory Committee appreciates the efforts that have been made in the past two or three years to improve the methods of computing the estimated cost of maintaining a given manning table, subject to the normal incremental as well as vacancy factors. Nevertheless the Committee is inclined to believe that the estimated increase of \$534,000 attributed to these factors is somewhat on the high side. There could also be some doubt, given the difficulties in recruiting qualified staff, as to the adequacy of the reduction of 25 per cent for recruitment delays in respect of new professional staff. The Committee would accordingly suggest a further reduction of the order of \$100,000 in the initial estimates under chapter I of section 3.

138. For section 3, chapter I, as a whole, the Advisory Committee recommends a provision of \$32,555,000, representing a reduction of \$445,000 in the estimate submitted by the Secretary-General.

Chapter II. Temporary assistance for meetings

	\$
Estimate submitted by the Secretary-General ..	436,000
Estimate recommended by the Advisory Committee	430,000
1959 (actual expense)	382,387
1960 (appropriation)	430,000

139. The estimate of \$436,000 submitted by the Secretary-General comprises \$302,000 for temporary assistance for the sixteenth session of the General Assembly, and \$134,000 for similar assistance in respect of the Geneva meetings programme. The substantial increase in the 1960 and 1961 estimates over actual expenditure in 1959 is accounted for mainly by increased costs for the General Assembly sessions resulting from salary and wage increases. Inasmuch as there is no important variation, as between 1960 and 1961, in the conference programmes to be covered by this estimate, the Advisory Committee recommends that the provision should be maintained at the 1960 level of \$430,000.

Chapter III. Other temporary assistance

	\$
Estimate submitted by the Secretary-General ..	349,900
Estimate recommended by the Advisory Committee	349,900
1959 (actual expense)	599,981*
1960 (appropriation)	417,500

* Including about \$22,300 for the Expert Group on the Comprehensive Review of the Pension System (A/4170, paras. 150-153); some \$38,000 in respect of the Antibiotics Industrial Production Programme, since closed; some \$68,000 for temporary assistance posts since converted into established posts; and the balance for other temporary assistance.

140. A significant part of the decrease in the 1961 estimate for other temporary assistance, by comparison with the 1960 provision, reflects the proposed conversion of some continuing temporary posts into established posts. This point has been taken into account in the recommendations in paragraphs 133-134 above concerning additional general service posts.

141. The Advisory Committee recommends a provision of \$349,900, as submitted by the Secretary-General.

Chapter IV. Consultants and experts

Chapter V. Special technical posts

	<i>Chapter IV</i> \$	<i>Chapter V</i> \$	<i>Total</i> \$
Estimate submitted by the Secretary-General	420,700	150,000	570,700
Estimate recommended by the Advisory Committee	a	a	550,000
1959 (actual expense) . . .	253,683	—	253,683
1960 (appropriation)	439,000	—	439,000

a The Advisory Committee recommends a consolidated amount for chapters IV and V together; see para. 147.

142. The estimate of \$420,700 under chapter IV covers requirements for short-term consultants and experts while the provision of \$150,000 requested under chapter V is intended for "special technical posts". The Advisory Committee understands that the latter type of posts would, in effect, represent appointments of experts and other specialized personnel for relatively longer periods, as for instance two years. Apart from the question of duration, there would seem to be little basic difference between "consultants and experts", on the one hand, and "special technical posts", on the other, although the latter would probably tend to be concentrated in the relatively higher remuneration brackets within the United Nations system. The Advisory Committee has accordingly considered the two chapters together and its recommendations are also so framed.

143. The Advisory Committee is informed that there is need to bring into the Secretariat highly specialized expertise in such fields as resources, power and industry, in order generally to strengthen the technical competence of the Secretariat and, in particular, to meet the Organization's responsibilities under Special Fund projects that are assigned to it for execution. In the early years the economic and social side of the Secretariat had been developed essentially in relation to the requirements of research studies and reports; in recent years, the growing extent to which the work of the Organization in the economic and social field has been geared to the provision of direct assistance to Member States has required certain readjustments in the expertise to be fostered in the Secretariat units in question. The proposal to strengthen the specialized competence of the Secretariat in the fields of resources, power and industry would seem to be a further measure in the same direction.

144. Inasmuch as the proposed long-term consultancies are related at this stage essentially to the requirements of Special Fund projects assigned to the United Nations for execution, the Secretary-General might wish to consider, with the Managing Director of the Special Fund, the possibility of a part at least of the requirements being met, directly or through a subvention, from the Special Fund. In this regard, there also

seems to be a lack of clarity as to the precise administrative and reporting arrangements which would govern such long-term experts; the situation will no doubt emerge more clearly as progress is made with actual appointments. The Advisory Committee would accordingly suggest that resort to the long-term consultancies should be on an experimental basis, limited to a small number of cases.

145. The Advisory Committee has inquired into the terms and conditions to be offered under the proposed arrangement. The Committee is informed that fixed-term appointments for one, two or three years, as the case may be, are envisaged, the scale of remuneration being determined within the existing United Nations salary system. It is however expected that normally the higher brackets of that system would have to be applied in order to secure the services of the type of qualified specialists that is needed. The Advisory Committee would suggest that detailed information about the appointments made under this arrangement should be submitted to the Committee following the close of each financial year.

146. The substantial increase under chapter IV in the 1960 and 1961 estimates for normal consultant requirements, by comparison with expenditure in 1959, relates, in large part, to the needs of ECA which account for some \$139,000 in the 1961 estimate. There are increases also at Headquarters, mainly in the economic and social field, and at ECAFE and ECLA.

147. For chapters IV and V together, the Advisory Committee would normally suggest a provision of the order of \$475,000 which would meet practically all of the regular requirements for consultants and experts and leave a reasonable amount for long-term experts. To this must be added, however, an appropriate provision to take account of the recommendation in paragraph 124 above that a part of the needs in the economic and social field covered by the increase in established posts proposed by the Secretary-General, and in particular those requirements of ECAFE and ECLA which could not be found from established posts, might be met through an increased provision for consultants and experts. The Committee would accordingly recommend a total provision of \$550,000 for 1961 under chapters IV and V of section 3.

Chapter VI. Lower Mekong River Basin Development Project: Office of the Executive Agent

	\$
Estimate submitted by the Secretary-General	44,000
Estimate recommended by the Advisory Committee	44,000
1959 (actual expense)	—
1960 (appropriation)	—

a Provision for the Office was made for 1959 and 1960 under the Expanded Programme of Technical Assistance.

148. The provision requested in chapter VI for the Office of the Executive Agent of the Lower Mekong River Basin Development Project is new, in terms of the regular budget; however, since the establishment of the Office in May 1959, the related costs have been met from the Special Account of the Expanded Programme of Technical Assistance, through contingency allocations made by the Chairman of the Technical Assistance Board. It is stated in the budget text that, under the financial policies of the Expanded Programme, the

existing contingency allocation will cease to be available after 1960 and that provision is accordingly requested, as part of the budgetary requirements of ECAFE, to cover the direct expenses in respect of the Executive Agent and his immediate staff.³⁰ In addition to the amount of \$44,000 shown under chapter VI of section 3, there are other related costs under sections 4, 5 and 10 which bring the total budgetary provision for the Office of the Executive Agent to \$69,300.

149. The programme of investigations of the Lower Mekong Basin,³¹ to be spread over a period of five years, is to be financed, at a total estimated cost of \$9.2 million, from several sources including a number of bilateral aid programmes, the Expanded Programme of Technical Assistance and the United Nations Special Fund, apart from the resources of the four riparian Governments involved. A secretariat for the Co-ordinating Committee established for this purpose is provided within the ECAFE secretariat which, through its Bureau of Flood Control, also renders other important services to the project. The Executive Agent, who is an agent of the Co-ordinating Committee, maintains close liaison with the ECAFE secretariat and is subject to the direction and guidance of the Executive Secretary of ECAFE in regard to policy matters.

150. There is some question as to whether the Executive Agent, who is essentially a project manager for what is a regional project of direct assistance to a group of Member States, and his immediate staff should be financed from regular budget funds. It may be argued that the costs in question are an integral part of the project and of its management and, accordingly, should be financed from project funds. Nevertheless, having regard to the general responsibility of the United Nations in the history and development of this project and on practical grounds pertaining to its financing, the Advisory Committee would recommend the inclusion of the necessary provision in the regular budget. The Committee would underline the point that such provision would be expected to cease on completion of the programme of investigations in a few years.

151. Subject to the foregoing observations, the Advisory Committee recommends approval of the estimate of \$44,000 submitted by the Secretary-General under section 3, chapter VI.

Chapter VII. Overtime and night differential

Estimate submitted by the Secretary-General.	\$ 400,000
Estimate recommended by the Advisory Committee	375,000
1959 (actual expense)	359,296
1960 (appropriation)	367,200

152. The increase in the 1961 estimates for overtime and night differential is attributed partly to certain revisions in the rules relating to overtime, in order to remove previously existing inequities, and partly to increased requirements of offices away from Headquarters. However, having regard to the possibility of some decrease in overtime and night work relating to meetings services as a result of a decline in the programme of

³⁰ This staff consists of one interpreter/translator and five general service personnel.

³¹ For details of the programme, as adopted by the Committee for Co-ordination of Investigations of the Lower Mekong Basin, see *Official Records of the Economic and Social Council, Twenty-eighth Session, Supplement No. 2* (Annual report of ECAFE, 1958-1959), annex III.

meetings, particularly on trusteeship matters, the Advisory Committee recommends a provision of \$375,000.

153. In paragraphs 111 to 152 above, the Advisory Committee has reviewed the Secretary-General's estimates under the several chapters of section 3, and has made recommendations concerning the amounts to be provided for 1961 under each of those chapters. Taking the total of those amounts, the Advisory Committee recommends, for section 3 as a whole, an appropriation of \$34,303,900, representing a reduction of \$496,700 in the estimate submitted by the Secretary-General.

Analysis of reductions recommended:

Chapter I. Established posts	445,000
Chapter II. Temporary assistance for meetings	6,000
Chapter IV. Consultants and experts }	20,700
Chapter V. Special technical posts }	
Chapter VII. Overtime and night differential	25,000

SECTION 4. COMMON STAFF COSTS

	\$
Estimate submitted by the Secretary-General	7,898,200
Estimate recommended by the Advisory Committee	7,800,000
1959 (actual expense)	6,859,115
1960 (appropriation)	7,181,000

154. The estimates under this section cover the staff allowances; social security and pension fund payments; recruitment, transfer and separation costs; and other common staff costs of all units of the Secretariat covered by section 3, and of the internationally recruited and replacement staff in the missions under section 18. The section accordingly excludes common staff costs of the Field Service (section 19), of the Office of the United Nations High Commissioner for Refugees (section 20) and of the International Court of Justice (section 21).

155. The estimate of \$7,898,200 submitted by the Secretary-General represents an increase of some \$717,000 over the 1960 appropriation; of this increase, \$321,000 relates to the additional posts proposed by the Secretary-General under section 3, and the balance of \$396,000 to increased costs in respect of the existing establishment.

156. Many of the items of expenditure covered by this section, such as dependency allowances, education grants and related travel, and contributions to the Pension Fund, medical insurance and other approved social security plans, represent staff entitlements or other payments in accordance with decisions or directives of the General Assembly. Actual expenditure would of course depend on the number of cases in respect of which the entitlements arise. Other items may admit of greater flexibility of administration even though, in the case of appointments, transfers and separations, given the fixed character of the entitlements involved, costs can be varied only through adjustments in the numbers of appointments and transfers.

157. The Advisory Committee notes that the estimates for recruitment, transfer and separation costs have been broken down into their component elements indicative of the objects of expenditure, namely: (a) travel expenses; (b) removal expenses; and (c) separation payments. The estimated costs under (a) and (b) are based on an anticipated programme of 210 appointments, 80 transfers and 140 separations in 1961;

the estimate under item (c) is based on past experience and the projected programme of separations in 1961.

158. In reporting on the 1960 estimates for common staff costs, the Advisory Committee commented on the need, in the light of experience, to review the provisions regarding the assignment allowance and removal costs in order to determine whether those provisions have in practice served their purpose adequately and economically.³² At the request of the Committee, the Board of Auditors, during the course of the audit of the 1959 accounts, paid special attention to this question with particular reference to the manner in which the relevant provisions had been administered. The Board has informed the Committee that the administration of the provisions in question has generally followed their real intent, except in a small number of cases arising out of errors of interpretation. The Committee understands that appropriate steps are being taken to ensure a strict and uniform interpretation of the rules in all offices of the Organization.

159. The related question of the extent to which it has proved possible to develop uniform practices in respect of the assignment allowance among all the organizations in the common salary and allowance system will be examined by the Advisory Committee when it reviews, later in the year, the administrative budgets of the specialized agencies and the International Atomic Energy Agency.

160. The recommendations which are made in paragraphs 131 and 134 above in respect of the estimates under section 3, chapter I, would entail a consequential reduction of some \$70,000 in the related common staff costs under section 4. In addition, the Advisory Committee believes that a further modest adjustment is possible in the estimates for the additional costs (\$396,000) under the section in respect of the existing complement of staff.

161. The Advisory Committee accordingly recommends an appropriation for section 4 in the amount of \$7,800,000, which represents a reduction of \$98,200 in the figure proposed by the Secretary-General.

Analysis of reductions recommended

Section 4. Common staff costs\$98,200

SECTION 5. TRAVEL OF STAFF

	\$
Estimate submitted by the Secretary-General	2,022,800
Estimate recommended by the Advisory Committee	2,000,000
1959 (actual expense)	1,740,900
1960 (appropriation)	1,785,400

162. The total estimate of \$2,022,800 submitted by the Secretary-General under this section is intended to cover three categories of travel expenditure:

	1961 estimate \$	1960 provision \$
(i) Travel of staff to meetings ..	303,800	206,300
(ii) Travel on other official business	540,000	458,100
(iii) Travel of staff and dependents on home leave	1,179,000	1,121,000

163. The increase in the estimate under item (i) above is the net result of two factors: (a) an additional

provision of some \$140,000 for meetings of the regional economic commissions and their subsidiary bodies, of which \$83,000 relates to the biennial session of the Economic Commission for Latin America and \$47,000 to *ad hoc* expert and other working groups of the Economic Commission for Africa; and (b) a decrease of some \$46,000, resulting from the absence in 1961 of certain requirements which arose in 1960 and, in particular, of \$33,800 provided in 1960 for the Buenos Aires session of the Commission on the Status of Women.

164. The Advisory Committee has enquired into the details of staff to be assigned to service the various meetings and especially into the need for detailing eighty staff members from Santiago, New York and Mexico City for the biennial session of the Economic Commission for Latin America to be held in 1961 at Caracas. The Committee understands that, having regard to the relatively high cost of engaging local secretarial and similar staff at Caracas, it is proposed to assign such staff also from established offices, in addition to language and substantive staff.

165. In considering the 1960 estimates for travel of staff to meetings, the Advisory Committee commented that while some progress had been made in the internal review and control of the related expenditures, the matter required continuing attention with a view to limiting the number of staff assigned to meetings and making the most economical arrangements in respect of the meetings programme as a whole.³³ The Committee would once again underline this point, especially in the light of the growing number of meetings in a variety of locations that appear to call for considerable substantive and technical servicing. The Committee would also suggest that the efficacy of working groups, seminars and workshops should be re-assessed periodically in order to ensure that they do not become routine gatherings of doubtful utility in terms of priority programmes.

166. As regards travel on other official business, the estimate of \$540,000 represents a net increase of some \$82,000 over the 1960 provision, comprising in the main \$56,000 in the requirements of the regional economic commissions, \$18,000 for Headquarters departments and offices and \$10,000 in the needs of the Secretary-General and his special representatives. Other variations which have the net effect of bringing down total increases by some \$2,000 include, in particular, a decrease of about \$8,000 in travel related to public information activities.

167. Over the past few years, procedures have been developed within the Secretariat for critical review and control of expenditures relating to travel on official business. While those procedures have proved effective in reducing costs, the Advisory Committee trusts, having regard especially to increasing over-all expenditure, that continuing care will be taken to ensure that official travel is limited to essential items and that, wherever possible, repetitive journeys to the same area are avoided when a single well-planned journey would serve the purpose.

168. The estimate of \$1,179,000 under chapter III for travel of staff and dependents on home leave compares with a 1960 provision of \$1,121,000 and an actual 1959 expenditure of \$1,032,269. The increase in relation to 1960 reflects the fact that the deduction for non-

³² *Official Records of the General Assembly, Fourteenth Session, Supplement No. 7 (A/4170)*, para. 162.

³³ *Ibid.*, para. 166.

exercise of the entitlement by staff members at Headquarters and Geneva is set at 10 per cent rather than at 20 per cent as in previous years. It is explained in the budget text that this change is based on actual experience.

169. Since the inception of the Organization, the pattern for the incidence of home leave has been that entitlements, and as a result the related costs, have been greater in the even years. It would appear that over the years the gap has narrowed considerably, at any rate in terms of entitlements. There have been other factors also which influence the related costs, such as a net increase in the number of dependents, the larger number of cases involving home leave to more distant places resulting from a wider geographical base for recruitment, and a steady increase in fares. The impact of these factors has been offset in part by a lowering of the standards of travel accommodation for home leave.

170. As regards the deduction for non-exercise of the entitlement, while the 20 per cent adjustment may have led to a measure of under-budgeting in the past, as evidenced by the frequent need for supplementary estimates for this item, a change to a 10 per cent reduction may possibly result in a somewhat generous budgetary provision.

171. The question of standards of travel accommodation for staff members was the subject of special reports in 1959 by the Secretary-General and the Advisory Committee.³⁴ After describing present practices in this regard, the Secretary-General expressed the view that a further review of the question should await a time when the major change-over to jet travel would have taken place, probably within the next two years, and when adjustments in the different classes of service and fares had been established more uniformly by the carriers. The Advisory Committee, while concurring generally in this approach, foresaw the possibility of a review somewhat earlier than the date envisaged by the Secretary-General. It is now stated in the budget text under section 5 that the further report on this question is to be submitted prior to the seventeenth session of the General Assembly, a date even later than the two-year period indicated by the Secretary-General in 1959. The Advisory Committee trusts that it will be possible to have the review completed in time for a report to be presented to the Assembly at its sixteenth session.

172. At the 734th meeting of the Fifth Committee held on 2 November 1959, it was suggested that the Secretary-General should be requested to examine, in consultation with the Advisory Committee, (a) the present contractual arrangements for travel; and (b) the possibility of reverting to the former system of a Secretariat travel service, and to report thereon at the fifteenth session.³⁵ The Secretary-General has accordingly consulted the Advisory Committee which has indicated to him various aspects of the question, and possible alternative approaches, which in its view merit further exploration and study. The Committee defers detailed comment on this question until after the Secretary-General has submitted a formal report which will take account of the views conveyed to him by the Committee.

173. Subject to the foregoing observations and comments, the Advisory Committee recommends an ap-

propriation under section 5 of \$2 million, representing a reduction of \$22,800 in the figure proposed by the Secretary-General.

Analysis of reductions recommended

Section 5. Travel of staff\$22,800

SECTION 6. PAYMENTS UNDER ANNEX I, PARAGRAPHS 2 AND 3, OF THE STAFF REGULATIONS; HOSPITALITY

Estimate submitted by the Secretary-General	100,000
Estimate recommended by the Advisory Committee	100,000
1959 (actual expense)	88,481
1960 (appropriation)	93,000

174. This section includes provision in a total amount of \$100,000 for the following purposes:

I. Payments to Under-Secretaries and Directors under annex I, paragraphs 2 and 3, of the Staff Regulations	70,000
II. Payments to other members of the Secretariat for official hospitality	25,000
III. Contribution towards hospitality expenditures for the General Assembly and for receptions honouring Chiefs of State	5,000

175. The increase of \$7,000 in the estimate for 1961 over the 1960 provision arises wholly under chapter II for normal hospitality requirements, and is attributed to the steady rise in costs, the needs of six new information centres and hospitality expenses in connexion with special conferences held away from Headquarters. The Advisory Committee, while recognizing the validity of the proposed increase, would recall that the increase is the second in as many years, the provision having been raised by \$5,000 for 1959.

176. Chapter III is intended to provide for (a) hospitality expenditures in connexion with the session of the General Assembly, including the Organization's share³⁶ of the costs of the annual Assembly reception; and (b) the contribution of the Organization towards the expenses of receptions honouring Chiefs of State. In the past the latter expenses had been borne in full by the Secretary-General; however, in the light of the number of functions in 1959, the practice of charging the entire costs to the Secretary-General has been examined. It is now proposed, having regard to the nature of such functions, that the costs should be shared equally by the Organization and the Secretary-General. In reviewing year-end transfers and adjustments between sections of the 1959 budget, the Advisory Committee concurred in this approach which was applied to the 1959 expenses of such functions.

177. The Advisory Committee notes that, since expenses under item (b) above cannot be foreseen, no monetary provision is included at this stage in chapter III to cover such possible expenses. The estimate of \$5,000 is intended to meet only the hospitality expenditures in connexion with the sixteenth session of the General Assembly, including the Organization's share of the expenses of the annual Assembly reception.

178. The Advisory Committee recommends an appropriation under section 6 in the amount of \$100,000 proposed by the Secretary-General.

³⁶ The costs of the annual General Assembly reception are shared equally by the Organization and the President of the Assembly.

³⁴ *Ibid.*, Fourteenth Session, Annexes, agenda item 44, documents A/C.5/788 and A/4251.

³⁵ *Ibid.*, document A/4336, para. 30.

PART III. BUILDINGS, EQUIPMENT AND COMMON SERVICES

SECTION 7. BUILDINGS AND IMPROVEMENTS TO PREMISES

	\$
Estimate submitted by the Secretary-General	3,749,500
Estimate recommended by the Advisory Committee	3,749,500
1959 (actual expense)	2,823,257
1960 (appropriation)	3,732,000

179. This section covers mainly the following three items of expenditure which, in the 1960 budget, were contained in section 20 (Special expenses):

(a) Amortization of the Headquarters construction loan;

(b) Transfer of the assets of the League of Nations to the United Nations;

(c) United Nations building in Santiago, Chile.

In addition, provision is also made for certain programmes of improvements to premises at Headquarters and Geneva, which in the 1960 budget were provided for in chapters I and III of section 15 (Permanent equipment).

180. The amounts under items (a) and (b) above represent the 1961 instalments and are in the same amounts as for 1960, namely \$2.5 million and \$649,500 respectively. At the end of 1961 the following amounts will remain outstanding in respect of the two items:

	\$
Amortization of the Headquarters construction loan	45,000,000
[To be liquidated according to the following scale of annual instalments:]	
Year	Annual payment
1962 to 1975	2,500,000
1976 to 1981	1,500,000
1982	1,000,000]

Transfer of the assets of the League of Nations to the United Nations 2,597,864

[To be liquidated in four equal annual instalments of approximately \$649,500 over the years 1962 to 1965.]

181. As regards the other items covered by section 7, general comments are offered in paragraphs 73 to 80 on the progress made under major items of acquisition or improvement of United Nations capital assets, including the construction of a United Nations building in Santiago, Chile; the major maintenance and capital improvement programme at Headquarters; the construction of a new library building at Headquarters; and the modernization of the Palais des Nations.

182. In accordance with General Assembly resolution 1407 (XIV) of 1 December 1959, the 1961 estimates under section 7 include a provision of \$382,500 being the second of four equal annual instalments towards the cost of construction of a United Nations building in Santiago. The Secretary-General will present a progress report on this project to the General Assembly at its fifteenth session.

183. Provision is made under chapter IV for certain items of urgent repair at Headquarters (\$73,500) as well as the fifth approved annual instalment (\$121,000) for the modernization of the Palais des Nations,³⁷ the third approved instalment (\$10,000) in a four-year plan

³⁷ The remaining instalments are: 1962—\$121,000; 1963—\$131,000; 1964 to 1966—\$311,000 each year.

to improve the lighting in the Palais,³⁸ and for certain other work in the Palais (\$13,000).

184. The estimate under chapter IV shows an increase of \$17,500 over the amount provided for similar purposes in 1960. While there is a reduction of \$36,000 in the provision for repairs to the refrigeration condensers at Headquarters, there are additional costs relating to a number of new items, namely, the limited replacement of certain worn carpeting at Headquarters (\$42,000), the air-conditioning of the narcotics laboratory in Geneva (\$6,500) and the purchase of flagpoles for the Palais des Nations (\$6,500).

185. A schedule for the replacement of worn carpeting, at an estimated cost of \$463,000 spread over three years, had been included in the report on major maintenance which the Secretary-General submitted to the General Assembly at its thirteenth session.³⁹ However, in the light of the over-all budgetary situation, the Assembly limited its approval to only three essential items, not including carpet replacements, in the total programme of major maintenance and capital improvement.⁴⁰ The Advisory Committee trusts that the replacement of worn carpeting would be so carried out as not to prejudice any floor rearrangements that might result from the architectural survey.

186. In addition to the provision for replacement of carpeting, the estimate for work at Headquarters includes an amount of \$31,000 for replacement of tubes in the refrigeration condensers which constitute an integral part of the air-conditioning system. It will be recalled that at its thirteenth session the General Assembly approved a three-year programme of repairs to the condensers at an estimated total cost of \$135,000, with \$37,000 in 1959, \$67,000 in 1960 and \$31,000 in 1961. This estimate assumed that all the tubes in the refrigeration condensers would require replacement within three to four years in accordance with normal practice in respect of similar equipment used under similar conditions. However, as a result of the introduction of certain experimental measures, the life of these tubes has been extended well beyond the normal expectancy. In 1959 expenditure was limited to \$686, and the same favourable experience has continued in 1960, although \$67,000 was included in the budget for that year for such replacements as might become necessary. The 1961 estimates retain the third instalment of \$31,000 for repairs to the condensers, since it is not known, in the absence of adequate experience, how long the preventive measures now being employed will be effective.

187. Subject to the foregoing observations, the Advisory Committee recommends an appropriation for section 7 of \$3,749,500, or the figure submitted by the Secretary-General.

SECTION 8. PERMANENT EQUIPMENT

	\$
Estimate submitted by the Secretary-General	456,000
Estimate recommended by the Advisory Committee	400,000
1959 (actual expense)	355,639
1960 (appropriation)	388,500

³⁸ The final instalment of \$10,000 in the four-year total of \$40,000 is to be provided in the 1962 budget.

³⁹ *Official Records of the General Assembly, Thirteenth Session, Annexes, agenda item 44, document A/C.5/738.*

⁴⁰ *Ibid.*, documents A/4004; A/4070, para. 110.

188. This section covers generally the items shown in the 1960 budget under section 15, chapter II, and accordingly includes provision for furniture, fixtures and equipment.

189. The estimate indicates an increase, by comparison with 1960, of \$67,500, or 17 per cent, of which \$41,135 relates to acquisition of furniture and equipment and \$26,365 to replacement. Significant additional amounts are requested under chapter I—Furniture and fixtures (\$30,250) and chapter II—Office equipment (\$32,000). As against this, the estimates for such equipment as that relating to internal reproduction, telecommunications and transportation are maintained generally at their 1960 levels.

190. The Advisory Committee has examined the 1961 requirements with special reference to what appears to be a somewhat generous pace of replacement of existing items of furniture and standard office equipment. The Committee believes that, especially at a time of substantial increase in over-all expenditure, existing items of furniture may be used for a somewhat longer period without detriment to efficiency or good working conditions. Some savings should also prove possible in respect of furniture for new staff following the Committee's recommendations under section 3 limiting staff increases to a level lower than that proposed by the Secretary-General.

191. There is some question also as to the need for any extensive acquisition of such relatively expensive items as electric typewriters and dictating equipment. At least until such time as it can be clearly demonstrated that substantial advantages of a both practical and financial nature might be gained from their more general use, acquisition of such items should be kept to an essential minimum.

192. On the basis of the above considerations, the Advisory Committee recommends an appropriation of \$400,000 for the section as a whole, representing a reduction of \$56,000 in the estimate submitted by the Secretary-General.

Analysis of reductions recommended

Section 8. Permanent equipment \$56,000

SECTION 9. MAINTENANCE, OPERATION AND RENTAL OF PREMISES

	\$
Estimate submitted by the Secretary-General	3,244,050
Estimate recommended by the Advisory Committee	3,244,050
1959 (actual expense)	3,053,424
1960 (appropriation)	3,027,400

193. This section includes in the main the items of expenditure covered under section 13, chapter I, of the 1960 budget. Thus provision is made for (a) contractual services for the maintenance of premises and fixed installations at Headquarters and Geneva, in an amount of \$1,813,300; (b) utilities at Headquarters and Geneva, in an amount of \$814,900; and (c) other expenses for maintenance of premises including overseas offices, in an amount of \$615,850.

194. Expenditures in respect of item (a) above permit only of relatively limited administrative control as they depend on contractual arrangements which follow local custom. The rising costs of such services resulting from wage and rate increases can be offset, even partially, only by a lowering of existing standards of

maintenance. As regards item (b), there has been some evidence of the effectiveness of the automatic controls and stricter utility schedules that are currently in force at Headquarters. The Advisory Committee would urge the continued use of such devices and their extension to other offices and locations, so that the levels of consumption of electricity, steam, gas and water could be held within essential limits.

195. It may be seen from table 9-1 in the budget document that wage and rate increases since 1959 applied to the standards in force during that year are estimated at some \$185,000. If account is taken of this element, the total of the 1961 estimates under section 9 represents little increase over the adjusted figure for 1959. In this connexion the Advisory Committee understands that the total provision of \$3,027,400 approved for 1960 may prove somewhat inadequate.

196. Under item (c) of paragraph 193 above, dealing with other maintenance expenses including those relating to field offices, there are substantial increases in respect of the Economic Commission for Latin America (\$30,250) and the Economic Commission for Africa (\$20,800). In the case of ECLA, additional rental is anticipated in Santiago to accommodate staff, with consequential increases in utilities, supplies and contractual services; higher rentals are also anticipated in Mexico and Washington. In the case of ECA, it will be necessary to rent temporary space for a limited period in 1961 to accommodate an expanding staff, pending the completion of Africa Hall in Addis Ababa. When the Commission moves into the new building, the costs of cleaning and guarding the premises will also need to be met from the United Nations budget.

197. The Advisory Committee notes with appreciation that a number of Governments provide rent-free accommodation to certain United Nations offices in their countries. The Secretary-General might wish to explore the possibility of similar arrangements being extended to offices not enjoying such benefit at the present time.

198. In the light of the foregoing comments, the Advisory Committee recommends an appropriation under section 9 in the amount of \$3,244,050, as submitted by the Secretary-General.

SECTION 10. GENERAL EXPENSES

	\$
Estimate submitted by the Secretary-General	3,550,600
Estimate recommended by the Advisory Committee	3,469,750
1959 (actual expense)	3,316,669
1960 (appropriation)	3,447,930

199. This section covers generally the items shown in the 1960 budget under section 13, chapters II to V and chapter VII; and section 14, chapters VIII and IX.

200. The section shows an increase of \$102,670 over the amount provided for the same purposes in 1960. This comparison, however, may be somewhat incomplete for the following reasons. In the first instance, there is a decrease of \$22,000 under chapter VII as a result of a change of policy in respect of study and interne programmes. Secondly, the estimate under chapter VIII for interim arrangements for the Library at Headquarters is only \$54,000, compared with an amount of \$114,000 appropriated for 1960. Actual increased requirements for the usual recurrent purposes under

chapters I, II, IV, V and VI total some \$190,000, offset by a slight reduction of \$3,000 in respect of public information supplies and services under chapter III.

201. Table 10-1 in the budget document provides a useful break-down of the estimates by office location, with corresponding figures for 1959 and 1960 and indicating the reasons for the variations in the level of the 1961 requirements. In view of the wide scope of section 10, the comments and detailed recommendations of the Advisory Committee are given separately for each chapter; at the same time the Secretary-General is authorized under the Financial Regulations to transfer credits between items within the same section.

202. Under chapter I (Communications), there is a net increase of \$67,900, accounted for by an increase of \$76,400 for telephones and cables and an additional \$3,000 for freight, offset in part by a saving of \$11,500 under postage. The additional requirements relate mainly to (a) ECLA (\$43,500), attributed largely to increased activity in connexion with the Latin American common market and other development programmes; and (b) ECA (\$12,000), in respect of such items as the installation of basic telephone equipment. The anticipated savings on postage are attributed to the continued effect of improved routing methods involving the increased use of pouches, at air freight rates, in preference to first class mail. The Advisory Committee recognizes that the increase under this chapter relates to a certain extent to increased activity; it is persuaded, nevertheless, that in the case of expenditures of this nature, which have a natural tendency to rise, special efforts should be made to encourage restraint. Accordingly, the Committee considers that the provision under chapter I could be limited to \$993,000, involving a reduction of \$25,800 in the estimate submitted by the Secretary-General.

203. Chapter II (Rental and maintenance of equipment) shows an increase of \$22,300 of which \$11,800 occurs at Headquarters, \$3,000 at Geneva, \$2,800 at ECLA, \$2,100 at the information centres, \$1,600 at ECA and \$1,000 at ECAFE. Rate increases are said to amount to \$3,870, the balance of the additional costs relating mainly to increased requirements for equipment.

204. An important increase under chapter II occurs at Headquarters where it is proposed to exchange four IBM machines in the Machine Records Unit for new equipment with two to four times greater capacity, at an additional rental cost of \$11,400. The Advisory Committee understands that the major fields serviced by the machine room are payroll reporting, Joint Staff Pension Fund analyses, commodity trade statistics and general accounting. The Committee is informed that the number of cards to be processed has increased to the point where, in spite of an expansion of equipment capacity in 1960, no margin for special projects or new applications is now available. Furthermore, substantial expenditures have had to be incurred in the past on outside contract for special computations and for overtime payments resulting from the slow speed of the machines. The increased machine capacity proposed for 1961 is expected to bring about a significant improvement in this situation.

205. While recognizing the need to improve the capacity of the machine room at Headquarters, the Advisory Committee believes that by careful management in all the offices concerned, the total provision for chap-

ter II might be held to \$172,000, or \$10,200 below the figure submitted by the Secretary-General.

206. The estimates under chapter III for public information supplies and services show a reduction of some \$3,000. The Advisory Committee has noted in paragraphs 45 to 50 above the satisfactory efforts that have been made to reduce total requirements for public information activities to the level desired by the General Assembly. The Committee accordingly concurs in the figure submitted by the Secretary-General under this chapter of section 10.

207. Chapter IV (Other supplies and services) shows an increase of \$20,450, in spite of a decrease of \$13,550 in respect of the information centres as a result of the transfer of certain maintenance costs to the salary account. In view of the variety of purposes which this chapter is intended to cover, not all of which are determined by contractual arrangements, the Advisory Committee suggests for this chapter a total provision of \$217,750, or a reduction of \$10,000 in the estimate submitted by the Secretary-General.

208. Under chapter V (Office and internal reproduction supplies), there is an increase of \$47,900 attributed to price increases of \$31,000 and increased requirements of some \$30,000 for internal reproduction supplies, mainly at Headquarters where there has been a depletion of stocks. A steady expansion in the output of the internal reproduction facilities would naturally be desirable, especially in so far as this would enable a larger deduction to be made from the external printing costs of the Organization. At the same time, as indicated in paragraphs 214 and 215, it appears that previous expectations as to the volume of printing that could be transferred to the internal reproduction facilities, particularly at Geneva, will not be realized. Some reduction in the estimates for supplies to take account of this situation seems reasonable, and the Advisory Committee recommends an amount of \$700,000 under chapter V, or a reduction of \$14,700 in the Secretary-General's estimate.

209. The amount proposed under chapter VI for library books and supplies is higher than the 1960 provision by \$32,650, reflecting a 50 per cent increase in the estimate for Headquarters and ECA, slight increases for other offices and price increases amounting to \$4,050. The Advisory Committee recognizes the need for steady progress, properly related to the availability of space, in the development of a good library at ECA. As to the acquisition of books and periodicals at Headquarters, the Advisory Committee notes that the additional provision represents the first stage of the programme for an increased rate of acquisition of library materials, which the Secretary-General proposed in 1959 in order to achieve an eventual total collection of about 400,000 volumes as compared to the 200,000 volumes now on hand.⁴¹ The Committee appreciates the importance of developing the library resources in a way which would be commensurate with the purposes underlying the generous gift of the Ford Foundation. As a purely practical matter, however, the Committee doubts the utility of an immediate start on an expansion before completion of the new library premises, especially as the interim arrangements for storage of books are of a limited character. The provision under chapter VI might accordingly

⁴¹ *Ibid.*, Fourteenth Session, Annexes, agenda item 72, document A/4231.

be held to \$130,000, representing a reduction of \$20,150 in the amount proposed by the Secretary-General.

210. The estimates under chapter VII (Study and interne programmes) and VIII (Interim arrangements for the Library) do not call for comment.

211. On the basis of the foregoing, the Advisory Committee recommends a total appropriation for section 10 of \$3,469,750, or a reduction of \$80,850 in the estimate submitted by the Secretary-General.

Analysis of reductions recommended

Section 10. General expenses \$80,850

SECTION 11. PRINTING

Estimate submitted by the Secretary-General	1,173,000 ^{\$}
Estimate recommended by the Advisory Committee	1,173,000
1959 (actual expense)	1,129,918
1960 (appropriation)	1,171,070*

* Comprises the net total of chapters I to VII of section 14 of the 1960 budget, less \$70,000 estimated costs for staff and other expenses for internal reproduction at Geneva which are shown for comparable purposes under the appropriate sections of the 1961 estimates.

212. This section corresponds to section 14 in the 1960 budget, except for the transfer of chapters VIII (Supplies) and IX (Library books and supplies) to section 10 in the present budget.

213. The estimated cost, on the basis of external printing prices, of the gross printing programme set forth in chapters I to VI inclusive amounts to \$1,503,800, representing an increase of \$12,730, by comparison with 1960. This is the net result of a 10 per cent increase in the prices for paper, and an increase of printing costs at Mexico City, offset in part by reduced requirements for certain items. It would seem therefore that the printing programme has been kept fairly stable.

214. In paragraphs 86 to 93 of its report⁴² on the 1960 estimates, the Advisory Committee described the expansion, particularly at Geneva, of facilities for internal reproduction of documents by the photo-offset process. Certain expectations were expressed at that time as to the extent to which progressively larger reductions from the outside printing programme could thereby be achieved.

215. Contrary to the general forecast, the anticipated volume of that part of the printing programme which will be produced internally in 1961 has been maintained at the 1960 level.⁴³ This is due to the fact that the Geneva unit, which went into the expanded operation in the latter part of 1959, has so far utilized only a small part of available press capacity as a result of delays which were encountered in the training of staff and the procurement of adequate composition equipment. While those obstacles have now been overcome to a large extent, there appears to be scope for further improvement of administrative arrangements for the most advantageous distribution of work between Headquarters and Geneva.

⁴² *Ibid.*, Fourteenth Session, Supplement No. 7 (A/4170).

⁴³ The difference between the figures shown under chapter VII for 1960 (minus \$250,000) and 1961 (minus \$330,800) is explained by (a) the inclusion of a positive amount of \$70,000 for related expenses in other sections of the 1961 budget, and (b) the inclusion in the gross printing programme and in the amount of the deduction of \$10,800 in respect of the *Repertory of Practice of United Nations Organs*.

In this regard the Advisory Committee understands that the limits of possible development in the substitution of internal reproduction for contractual printing are far from having been reached at either Headquarters or Geneva. In the circumstances, the Committee would stress the need for central planning and control of printing and internal reproduction operations so that full benefit might be derived from the investment which has been made in the existing facilities.

216. In conjunction with its review of the printing estimates, the Advisory Committee has considered a preliminary text of the report to be submitted by the Secretary-General on the progress made in the implementation of General Assembly resolution 1272 (XIII) of 14 November 1958 relating to the control and limitation of documentation. The Committee will revert to this matter when the report is issued in final form.

217. Meanwhile, the Advisory Committee has received information on the extent to which specific recommendations in the above resolution have been complied with, as well as about the categories of documentation in respect of which further efforts are called for. Specifically, all United Nations bodies have followed the recommendation that they should give consideration to the question of the control and limitation of their documentation. Moreover, the Trusteeship Council, and the Economic and Social Council and its subsidiary bodies, have taken particularly effective action to control documentation along several lines, including review and reduction of existing publications, spacing of proposed publications over a longer period, and rescinding of resolutions which made publications mandatory.

218. Action by the Secretariat has included a number of suggestions to various bodies indicating ways and means of curtailing their documentation and of spacing out reports. An improved procedure has also been established for the presentation of financial implications of decisions involving documentation in terms of financial regulation 13.1. Furthermore, strict action has been taken to reduce the length of initial drafts prepared in the Secretariat, through the issuance by the editorial control services of detailed rules for the drafting of various categories of reports. The Secretary-General periodically obtains from heads of departments a report of the progress made by their staffs to achieve the purposes of resolution 1272 (XIII), including the extent of their compliance with the rules and procedures laid down in this regard.

219. In recent years the Advisory Committee has suggested that the expansion of editorial control facilities at Headquarters, the United Nations Office at Geneva, and the secretariats of the regional economic commissions, as well as the development of co-ordinated policies and common standards in this respect, could make an important contribution to the efforts to reduce the length and improve the quality of United Nations documentation.⁴⁴ The Committee understood in 1959 that, while it had not yet proved feasible to achieve a general expansion of editorial control services or to make any positive progress in regard to central control, policies were being developed for the eventual achievement, within approved budgetary limits, of the broad results desired by the General Assembly. Evidence now submitted to the Committee indicates that the situation

⁴⁴ *Official Records of the General Assembly, Thirteenth Session, Supplement No. 7 (A/3860)*, para. 188; *ibid.*, Fourteenth Session, Supplement No. 7 (A/4170), para. 201.

remains essentially the same, although the existing unit has continued to do useful work. The Committee trusts that the value and utility of editorial control will be realized in growing measure and that every opportunity will be taken to strengthen the editorial services in all the larger offices of the United Nations.

220. In its report on the 1960 estimates⁴⁵ the Advisory Committee referred to a proposed organizational change whereby the responsibility for the sale of publications was to be transferred from the Office of Public Information to the supervision of the Chairman of the Publications Board. Mention was also made of procedural changes which had been developed for the improvement of information relating to up-to-date sales returns. Following a modification of plans, the administration of sales was transferred, effective 1 February 1960, to the Sales Section of the Publishing Service in the Office of Conference Services, with the Sales Section at Geneva servicing agents in Europe, Africa, the Near and Middle East, Australia and New Zealand. In carrying out its responsibilities, the Publishing Service is guided by directives from the Publications Board. The Secretariat anticipates that the arrangement will provide improved management and facilitate procedural changes aimed towards the regular submission of up-to-date sales returns by agents. The Committee would look forward to tangible results which it might prove possible to reflect in the estimates of income from the sale of publications.

221. The Advisory Committee recommends an appropriation under section 11 of \$1,173,000, as proposed by the Secretary-General.

PART IV. SPECIAL EXPENSES SECTION 12. SPECIAL EXPENSES

Estimate submitted by the Secretary-General	\$ 154,000
Estimate recommended by the Advisory Committee	154,000 ^a
1959 (actual expense)	96,290 ^b
1960 (appropriation)	185,000 ^b

^aIncludes a provisional recommendation of \$100,000 in respect of a cancer research fund under chapter III (see paras. 225 to 228).

^bThe 1959 and 1960 figures include \$59,667 and \$30,000, respectively for the World Refugee Year.

222. This is a new section and bears no relation to section 20 in the 1960 budget which bore the same title. The budget lines for the United Nations Cemetery in Korea and the United Nations International School have been transferred from sections 4 and 7 of the 1960 budget respectively. In addition, provision is made in a third chapter for the establishment of a Cancer Research Fund to implement the purposes of General Assembly resolution 1398 (XIV) of 20 November 1959.

223. The provision under chapter I for the United Nations Memorial Cemetery in Korea is set at approximately the 1960 level. Inasmuch as the maintenance of the Cemetery was taken over by the United Nations from the United States Army only at the end of March 1960, there has been little actual experience with this new activity under the direct management of the Organization. By the same token, a sufficient basis does not

exist for an accurate estimate of costs to be made. Accordingly, the Advisory Committee would not object to the inclusion of provision in the amount proposed by the Secretary-General. The Committee would however review the situation during 1961 in the light of the experience in 1960.

224. Pending the submission later in the year of the reports and recommendations requested under General Assembly resolution 1439 (XIV) of 5 December 1959, the Secretary-General has included only *pro memoria* provision under chapter II for a grant in 1961 to the International School Fund. The Advisory Committee will recur to this question when the Secretary-General's report is received.

225. Chapter III relates to the establishment of a Cancer Research Fund and includes an estimate of \$100,000 for that purpose. By its resolution 1398 (XIV) of 20 November 1959, the General Assembly authorized the institution of United Nations prizes of a total value of \$100,000, to be awarded for the most outstanding scientific research work in the causes and control of cancerous diseases. The resolution further provided that the Secretary-General should arrange for the awarding of the prizes during the next four years, on the recommendation of the World Health Organization, and should renew this award periodically as long as it was considered necessary.

226. In his statement of financial implications in respect of the above resolution, the Secretary-General indicated that expenditures of \$100,000 would arise each four years, and that he would submit suggestions for alternative methods of financing to the General Assembly at its fifteenth session.⁴⁶

227. The Advisory Committee is informed that the question of the prize awards has been discussed, in terms of the provisions of resolution 1398 (XIV), with the Director-General of the World Health Organization, and has also been considered by the Executive Board of that organization and the World Health Assembly. These discussions have resulted in a proposal, since endorsed by the World Health Assembly, which envisages the establishment of an endowment fund, the interest on which would be used to award periodically prizes of modest amounts.

228. The Advisory Committee notes that the Secretary-General will report on this question separately to the General Assembly at its fifteenth session. In the meantime, and subject to the consideration of that report by the Assembly, the Advisory Committee would agree that the amount of \$100,000 proposed by the Secretary-General under section 12, chapter III, might be entered provisionally in the appropriations.

229. Subject to the foregoing, the Advisory Committee recommends an appropriation of \$154,000 under section 12, as submitted by the Secretary-General.

PART V. TECHNICAL PROGRAMMES

230. The amounts to be appropriated under part V (technical programmes) depend on a decision of policy to be taken by the General Assembly concerning the level of those programmes—which are in the nature of technical assistance—in the light of over-all budgetary considerations. Apart from this aspect, the detailed review

⁴⁵ *Ibid.*, Fourteenth Session, Supplement No. 7 (A/4170), para. 202.

⁴⁶ *Ibid.*, Fourteenth session, Annexes, agenda item 71, documents A/4289; A/C.5/803.

of the estimates in question by the Advisory Committee is directed, in particular, to the procedures for the review, control and management of the programmes and the related credits, the administrative needs of the programmes and questions related to their practical manageability.

231. Under the arrangements for the utilization of the funds voted in the regular budget for technical programmes, requests for assistance are made by recipient countries at the same time generally 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 which is an inter-governmental subsidiary organ of the Economic and Social Council.

232. Prior to 1959, apart from such discussions as took place in the Economic and Social Council and its functional and regional commissions, there was no procedure for the submission of a detailed listing of projects and related expenditures to be financed from the regular budget to an inter-governmental body for either advance approval or review. The Council and its subsidiary organs have, of course, received reports on various aspects of the programmes; such reports were not however in a form which would facilitate a budgetary review and understanding of the programmes. Following suggestions made by the Advisory Committee over the last few years,⁴⁷ new procedures were introduced in 1959 under which a listing of projects approved for the current year and a forecast of the probable pattern of the use of funds in the following year would be submitted to each November session of the Technical Assistance Committee and would be subsequently made available to the General Assembly. The first such submission, which related to the years 1959 and 1960, was presented in November 1959 (E/TAC/95); a similar report covering 1960 and 1961 will be available in November 1960.

233. Meanwhile, the Secretary-General is reporting to the Economic and Social Council on a variety of matters related to technical programmes, including a consolidated review (E/3366) of all technical assistance provided by or through the United Nations in 1959, under the regular budget, the Expanded Programme of Technical Assistance and other extra-budgetary operations.⁴⁸

234. The Secretary-General's initial estimates for 1961 under sections 13 to 17 are set at the levels approved for 1960 except under section 17 (Narcotic drugs control), for which the 1961 estimate of \$75,000 is \$25,000 above the 1960 appropriation. However, as noted in paragraphs 33 and 34 above, the Secretary-General has suggested to the Economic and Social Council (E/3387) a substantial expansion, of the order

of some \$2.5 million a year for the next few years, in the technical programmes under the regular budget, taking account of the increased demands resulting from the emergence of a number of countries into independence. For 1961, the Secretary-General further suggests that the increase should fall in sections 13 and 16 to provide greater assistance in the fields of economic development and public administration, including the provision of operational, executive and administrative personnel (OPEX programme).

235. The suggested increase for assistance under the OPEX programme follows also a recommendation of the Secretary-General, initially to the Economic and Social Council (E/3370), that the programme should no longer be treated as experimental but be authorized on a continuing, and expanded, basis.

236. Pending consideration of the various matters mentioned above by the Economic and Social Council and as necessary by the Technical Assistance Committee, and the possible submission of the Secretary-General's revised financial proposals to the General Assembly, the Advisory Committee would suggest that budgetary provision under sections 13 to 17 should be tentatively set at the 1960 level. The Committee deals individually with the several sessions in paragraphs 243 to 254 below.

237. During the discussions in the Fifth Committee at the fourteenth session, attention was drawn to the fact that, in a few instances in the social field, technical assistance had been provided free of charge to certain economically advanced countries. It was suggested that this was not compatible with the concept of technical assistance and that, while no objection could be taken to the provision of assistance to the countries in question, it should be rendered only against payment. The Advisory Committee understands that existing arrangements in the cases cited are being reviewed with the purpose of converting them, from 1961 onwards, into projects financed from funds placed in trust with the United Nations by the recipient Governments themselves. It is also understood that a similar treatment could not be introduced in respect of the 1960 programme since arrangements for that year had already been concluded.

238. In the introductory text under part V of the budget estimates for 1961, it is stated that, inasmuch as the budget amounts in question are intended to supplement the allocations received from Expanded Programme funds, the annual budget appropriations under sections 13 and 14 and chapter I of section 16 would be used in full, so that any balance remaining after liquidating outstanding obligations would remain available for re-programming. Such a procedure is not entirely consistent with article IV of the Financial Regulations,⁴⁹ and the Advisory Committee understands that

⁴⁹ The relevant paragraphs of article IV read as follows:

"4.2 Appropriations shall be available for obligation during the financial year to which they relate.

"4.3 Appropriations shall remain available for twelve months following the end of the financial year to which they relate to the extent that they are required to discharge obligations in respect of goods supplied and services rendered in the financial year and to liquidate any other outstanding legal obligation of the year. The balance of the appropriations shall be surrendered.

"4.4 At the end of the twelve-month period provided in regulation 4.3 above, the then remaining balance of any appropriations retained will be surrendered. Any unliquidated prior year obligations shall at that time be cancelled or, when the obligation remains a valid charge, transferred as an obligation against current appropriations."

⁴⁷ *Ibid.*, *Eleventh Session, Supplement No. 7* (A/3160), para. 97; *ibid.*, *Twelfth Session, Supplement No. 7* (A/3624), para. 208; *ibid.*, *Thirteenth Session, Supplement No. 7* (A/3860), para. 206; *ibid.*, *Fourteenth Session, Supplement No. 7* (A/4170), paras. 215-216.

⁴⁸ The other extra-budgetary operations cover projects financed by the recipient Governments themselves or by non-recipient Governments and non-governmental institutions, but channelled through the United Nations.

the Secretary-General will seek the specific approval of the General Assembly for the proposed arrangement.

239. Under arrangements recommended by the Advisory Committee, and adopted by the Economic and Social Council and the General Assembly, the administrative and operational services costs of technical assistance have been fully integrated into the regular budget, with an appropriate credit to income from the Special Account of the Expanded Programme towards partial reimbursement of those costs.⁵⁰ The costs in question, which are distributed among the relevant budget sections outside part V, are estimated for 1961 at some \$1,608,800, which is partially offset by an income of some \$937,000⁵¹ from the Special Account.

240. As of June 1960, the United Nations has been designated executing agency for ten projects for which the Special Fund will provide assistance in amounts totalling over \$9 million. Counterpart contributions, mostly in local currencies, from recipient Governments in respect of the ten projects will amount in total to about the same figure.

241. The basic principles embodied in General Assembly resolution 1240 (XIII) of 14 October 1958 envisage full use of the existing facilities of the United Nations, the specialized agencies and the Technical Assistance Board in the evaluation and execution of projects it being understood that such facilities should be made available to the Special Fund without charge except when clearly identifiable additional expenses are involved. Having regard to this requirement as well as to the probable level of overhead costs, the Special Fund makes a supplementary contribution in respect of each project to the executing agency concerned, as a partial reimbursement of related administrative and operational services costs. The total of such supplementary contributions to an executing agency is intended to be used to augment the facilities of the agency in support of Special Fund projects.

242. Under the formula approved by the Governing Council of the Special Fund (E/3398, para. 43), a total amount of some \$368,000 will thus be made available to the United Nations in respect of the ten projects assigned to it. The amounts, being intended to cover the duration of the several projects, are spread over a number of years, with one project running to six years. For 1961, neither the subsidy nor related special expenses are brought into the budget, pending a thorough study of the appropriate budgetary treatment to be followed. The Advisory Committee will keep this question under review.

243. Specific comments relating to the initial estimates under each of the sections 13 to 17 inclusive are given below.

SECTION 13. ECONOMIC DEVELOPMENT

	\$
Estimate submitted by the Secretary-General	480,000
Estimate recommended by the Advisory Committee	480,000
1959 (actual expense)	480,000
1960 (appropriation)	480,000

⁵⁰ A/3832; A/4130; Economic and Social Council resolutions 702 (XXVI) of 31 July 1958 and 737 (XXVIII) of 30 July 1959.

⁵¹ This is determined in accordance with the formula adopted by the Economic and Social Council in resolution 737 (XXVIII) based on recommendations of the Advisory Committee.

244. The estimate under section 13, which is intended for a continuation of the operational programme in the field of economic development under General Assembly resolutions 200 (III) of 4 December 1948 and 304 (IV) of 16 November 1949, has remained practically at the same level for the past many years. The Advisory Committee recommends an appropriation in the amount of \$480,000 proposed by the Secretary-General.

SECTION 14. SOCIAL ACTIVITIES

	\$
Estimate submitted by the Secretary-General	1,200,000
Estimate recommended by the Advisory Committee	1,200,000
1959 (actual expense)	925,000
1960 (appropriation)	1,200,000

245. The provision for technical programmes in the social field under General Assembly resolution 418 (V) of 1 December 1950 was increased, for the year 1960, by \$275,000 over the previous level of \$925,000. This increase, which followed a recommendation contained in Economic and Social Council resolution 731 G (XXVIII) for an expansion of programmes in this field, was based generally on the increased requests for assistance that had been received and particularly on the need to focus attention on the requirements of the African countries. A further consideration was the additional call on technical assistance resources arising out of the new UNICEF programme of social services for children.

246. The Advisory Committee understands that, despite inevitable lags in formulating programmes, a total of some \$208,000 of the monies available under resolution 418 (V) for 1960 has been allocated as at 10 June to projects in Africa. Allocations in 1960 by way of support to UNICEF projects on social services for children have so far totalled some \$44,000.

247. In proposing an estimate for 1961 at the same level as for 1960, the Secretary-General has informed the Advisory Committee that any growing demands from Africa and support to UNICEF projects would be met in 1961 through appropriate re-allocation of resources within the level of \$1,200,000. The Advisory Committee accordingly recommends an appropriation in that amount.

SECTION 15. HUMAN RIGHTS ACTIVITIES

	\$
Estimate submitted by the Secretary-General	100,000
Estimate recommended by the Advisory Committee	100,000
1959 (actual expense)	79,226
1960 (appropriation)	100,000

248. The Advisory Committee recommends an appropriation of \$100,000 under section 15 to provide for the continuation in 1961 of a programme of advisory services in the field of human rights under General Assembly resolution 926 (X) of 14 December 1955.

SECTION 16. PUBLIC ADMINISTRATION

	\$
Estimate submitted by the Secretary-General	600,000
Estimate recommended by the Advisory Committee	600,000
1959 (actual expense)	375,366
1960 (appropriation)	600,000

249. The estimate of \$600,000 under section 16 includes (a) \$300,000 for a continuing programme of advisory services, training and research in the field of public administration under General Assembly resolutions 518 (VI) of 12 January 1952, 723 (VIII) of 23 October 1953 and 1024 (XI) of 21 December 1956; and (b) \$300,000 for the experimental programme for the provision of operational, executive and administrative personnel (OPEX) under General Assembly resolution 1256 (XII) of 14 November 1958. It may be recalled here that personnel recruited for the OPEX programme serve as officials of the recipient governments in actual operational and related functions, while experts under the technical assistance programme act only as advisers.

250. At the fourteenth session of the General Assembly, in studying a proposal to increase the 1960 provision for the OPEX programme from \$200,000 to \$300,000, the Advisory Committee recommended that, based on an assessment of the practical possibilities of implementing the programme, the provision should be limited to \$250,000 for 1960. The Secretary-General's estimate of \$300,000, which was approved by the Assembly, assumed that twenty-five officers would be actually on the job by the end of January 1960. As against this, on 1 June 1960, only eighteen officers were on duty and four other candidates approved by Governments were expected to join duty within a few weeks (E/3370, para. 6). It would appear that difficulties in recruiting qualified and experienced personnel have been a significant factor in this situation.

251. The Advisory Committee recommends an appropriation of \$600,000 under section 16, including a provisional amount of \$300,000 for the OPEX programme.

SECTION 17. NARCOTIC DRUGS CONTROL

	\$
Estimate submitted by the Secretary-General ..	75,000
Estimate recommended by the Advisory Committee	50,000
1959 (actual expense)	—
1960 (appropriation)	50,000

252. The estimate of \$75,000 under section 17, for a continuing programme of technical assistance for narcotics control authorized under General Assembly resolution 1395 (XIV) of 20 November 1959, represents an increase of \$25,000 over the provision for 1960, the first year of the programme. It may be recalled here that the Secretary-General's estimate for 1960 was also in the amount of \$75,000; however, the General Assembly, on the recommendation of the Advisory Committee based on reasons of practical programming, approved only \$50,000.

253. The Secretary-General has reported to the Economic and Social Council (E/3367 and Corr. 1) on the progress of the programme. The Advisory Committee has also received information from the Secretary-General indicating that the 1960 appropriation of \$50,000 is likely to be fully expended on some six or seven projects which include the award of ten fellowships.

254. In the light of the reasoning set out in paragraph 236 above, the Advisory Committee recommends that the appropriation under section 17 should also be tentatively set at the 1960 level, namely \$50,000.

Analysis of reductions recommended

Section 17. Narcotic drugs control\$25,000

PART VI. SPECIAL MISSIONS AND RELATED ACTIVITIES

255. The estimates under part VI for special missions and related activities are provisional in the sense that they are subject to revision as a result of changes in the circumstances of any of the missions or of any decisions which may be taken in regard to their continuance.

SECTION 18. SPECIAL MISSIONS

	\$
Estimate submitted by the Secretary-General	2,605,000
Estimate recommended by the Advisory Committee	2,551,000
1959 (actual expense)	3,053,265
1960 (appropriation)	2,468,300

256. The 1961 budget presentation of the estimates under this section incorporates a number of useful new features providing information which in past years the Advisory Committee had sought to include in its reports. Thus the budget text in its introductory part gives a summary of the 1961 estimates by mission, including the cost of replacement of staff detailed from established offices, with corresponding figures for 1959 and 1960. In respect of each mission, furthermore, there is a statement of the related additional expenditures that are included in sections 3, 4 and 19 for the salaries and allowances of staff detailed from the regular establishment for service with the mission, as well as an indication of the casual revenue arising in connexion with the operations of the Mission and included in the income estimates. There is thus readily available information on the estimated amount of the total net expenditure for each mission. Manning tables are also given showing the total number of personnel assigned to each mission or activity, and distinguishing between (a) staff recruited for the mission (international staff and local recruits), (b) staff detailed from the regular establishment (professional, general service and Field Service staff) and (c) military observers, where applicable.

257. The 1961 estimates under section 18, as submitted by the Secretary-General, amount to \$2,605,000, while total net expenditure, after taking into account related expenses under other sections as well as income, is estimated at \$3,764,325.

258. For the year 1960, in addition to the appropriation of \$2,468,300, the Secretary-General, in terms of paragraph 1 of General Assembly resolution 1444 (XIV) relating to unforeseen and extraordinary expenses for the financial year 1960, has sought and obtained the concurrence of the Advisory Committee in commitments to an amount of \$10,000 during the first six months of 1960 for implementing General Assembly resolution 1454 (XIV) of 9 December 1959 in respect of the United Nations Representative on Hungary. The Advisory Committee has since been informed that total requirements for this purpose in 1960 are tentatively estimated at some \$13,000.

259. The Advisory Committee has also been informed of commitments authorized by the Secretary-General, under paragraph 1 (a) of General Assembly resolution 1444 (XIV), for the continuation of the Office of the Special Representative stationed in Amman in pursuance

of General Assembly resolution 1237 (ES-III) of 21 August 1958. The Committee understands that commitments of \$25,000 were authorized for the first four months of 1960, and that total requirements for 1960 are estimated at \$82,000.

260. The expenditures referred to in the preceding two paragraphs will be included in the supplementary estimates for 1960. Other increased requirements in 1960 foreshadowed at this stage include (a) an additional \$50,000 for the Truce Supervision Organization in Palestine, the major element being an increase of \$36,000 for the costs of rental of the airplane used by the mission; and (b) an additional \$86,300 above the provision of \$106,700 for the plebiscites for the Trust Territory of the Cameroons under United Kingdom Administration. At the same time, these additional requirements would be offset, in part, by savings, estimated at some \$75,000, in respect of the Advisory Council for Somaliland under Italian Administration as a result of the earlier date for the independence of Somalia.

261. In considering the increase of \$136,700 in the 1961 estimates under section 18, it should be noted that the 1960 figure includes \$152,700 for the Advisory Council for Somaliland under Italian Administration

which has completed its work and consequently does not figure in the 1961 estimates.⁵² On the other hand, the latter estimates include \$53,000 for the activity of the Secretary-General's representative in Amman, provided for in 1960 as an unforeseen and extraordinary expense, and \$74,000 for the Plebiscite for the Trust Territory of Western Samoa under New Zealand Administration.

262. In the case of the older, continuing missions, the variations in the 1961 estimates as compared with the 1960 appropriations are as follows:

	Increase or (decrease)
	\$
Truce Supervision Organization in Palestine (UNTSO)	112,000
Military Observer Group in India and Pakistan (UNMOGIP)	(1,500)
Commission for the Unification and Rehabilitation of Korea (UNCURK)	13,500
Conciliation Commission for Palestine (UNCCP) ..	5,000
Representative for India and Pakistan (UNRIP) ..	600

263. For the same five missions the proposed staffing position in 1961, as compared with 1960, excluding military observers where applicable, may be summarized as follows:

	<i>Detailed from regular establishment (including Field Service)</i>		<i>Specifically recruited for missions</i>				<i>Total mission staff</i>	
	1960	1961	<i>Internationally recruited</i>		<i>Locally recruited</i>		1960	1961
			1960	1961	1960	1961		
UNTSO	155	163	5	6	66	66	226	235
UNMOGIP	27	27	2	1	32	33	61	61
UNCURK	6	7	1	—	29	30	36	37
UNCCP	—	—	8	9	2	2	10	11
UNRIP	—	—	2	2	—	—	2	2
TOTALS	188	197	18	18	129	131	335	346

264. The estimates for UNTSO provide for an additional internationally recruited post for a political adviser, and thirteen new Field Service staff. The addition of three Field Service secretaries would be offset by a reduction of three secretaries detailed from the regular establishment. It is also proposed to reduce by two the professional staff assigned to UNTSO from established offices. While a measure of justification exists for several of the new posts requested, the Advisory Committee is not entirely convinced of the immediate need for all of the new posts. This consideration has been taken into account in the Committee's recommendations under section 19 for a reduction of four posts in the total proposed establishment of the Field Service in 1961. A greater part of this reduction would fall on UNTSO since some three-fourths of the total Field Service posts are assigned to that mission.

265. In addition to some savings in travel and subsistence costs in UNTSO, consequent upon the recommendation mentioned above, there is also scope for some economy under other items, such as communications, freight, supplies and services, and the purchase of vehicles. Accordingly, the Advisory Committee suggests that expenditures under chapter I might be limited to \$1,525,000, involving a reduction of \$25,000 in the estimate as submitted.

266. In considering the increase of \$13,500 under chapter III for UNCURK, the Advisory Committee has

paid particular attention to the provision of \$14,000 for the replacement in 1961 of six out of a total of eleven vehicles, as compared with an amount of \$4,600 approved for a similar purpose in 1960. The Committee understands that the turnover rate for vehicles varies from mission to mission in the light of the local terrain and other circumstances. While the assurance has been given that a strict determination of usability takes place before a vehicle is replaced, the Committee can see no apparent justification for the existing practice at UNCURK in terms of which all cars over two years of age are considered to need replacement. The Committee believes accordingly that a review of standards in connexion with vehicles and other facilities should enable all reasonable requirements at UNCURK to be met within a total provision of \$155,000.

267. The General Assembly, at its fourteenth session, approved an estimate of \$255,100 covering \$86,700 for the first plebiscite in the northern part of the Trust Territory of the Cameroons under United Kingdom Administration in November-December 1959, and \$168,400 for the plebiscite in the southern part to be held in 1960-1961. With the adoption of resolution 1473 (XIV) of 12 December 1959, which provides for a further

⁵² Provision for the United Nations Memorial Cemetery in Korea is henceforth to be made in section 12 (Special expenses); the figures shown for 1959 and 1960 under section 18 have, however, been reduced accordingly.

plebiscite in the northern part in 1960-1961, the total estimate, spread over two years, for the two plebiscites in 1960-1961 is now set at \$319,000. Of this amount \$193,000 would arise in 1960 and \$126,000 in 1961.

268. The concurrent holding of the two plebiscites beginning on 30 September 1960 and concluding not later than March 1961 would involve the need to assign a larger number of staff to the Cameroons, with a consequent increase in cost. As regards the increased costs arising in 1960, it may be noted that \$106,700 was provided for in the 1960 appropriations, while the balance of \$86,300 will be included in the supplementary estimates for 1960. In the meantime, the Advisory Committee has concurred in a request of the Secretary-General for authority to incur such obligations in excess of the approved provision of \$106,700 but not exceeding \$193,000, as may be necessary prior to the approval of supplementary estimates for 1960 by the General Assembly.

269. The provision under chapter V for expenses arising from General Assembly resolution 1237 (ES-III) of 21 August 1958 shows further progress in the steady decrease in the size and expenditure of the Office of the Special Representative of the Secretary-General in Amman. Thus, at the beginning of 1959 the office consisted of thirty-three staff members, and a monthly expenditure of some \$23,000 was anticipated at that time. Actual expenditure proved to be at an even lower rate; furthermore, there were only twelve staff members in the mission as of April 1960. Indeed, of the \$450,000 originally provided for 1959, only \$213,852 was spent. While no provision was made in the 1960 budget, the Advisory Committee understands that an amount of some \$82,000 will be included in the 1960 supplementary estimates. The estimate submitted for 1961 is limited to \$53,000, which is intended to cover the possibility that the arrangement will be continued. The Advisory Committee recommends a provision of \$50,000 under chapter V for 1961.

270. Under chapter VI the Advisory Committee considers that a provision of \$70,000 would suffice to meet the needs of the plebiscite for the Trust Territory of Western Samoa under New Zealand Administration.

271. The estimate under chapter IX for replacement of staff assigned to field missions is in the amount of \$115,000, compared with an approved estimate of \$101,500 for 1960 and an actual expenditure of \$155,041 in 1959. The budget text indicates, however, that expenditures during the first quarter of 1960 were at the annual rate of \$120,000. This would represent a decrease of some \$35,000 in 1960 as compared with 1959; on the same basis, the estimate for 1961 constitutes a decrease of some \$5,000 as compared with 1960. The 1960 provision was limited to \$101,500, in view of the economies expected as a result of the establishment of four new posts of Principal Field Service Officer, which would be used for mission duties that had previously been performed by junior professional staff detailed from various parts of the regular establishment. It was envisaged in that connexion that while chief administrative officers would still need to be provided from the regular establishment, the availability of administrative assistance within the Field Service was expected in time to reduce staff requirements at missions. It would appear from the higher expenditure for 1960 that is now anticipated, and the relatively small reduction reflected in the 1961 estimate, that these expectations have not been realized.

272. The Advisory Committee believes that replacements of staff detailed to missions should be limited, on a strictly selective basis, to essential needs having regard to the short-term nature of such absences, thus keeping expenditure under this chapter to a minimum. Efforts should also be made to realize the initial expectations in regard to curtailment of mission staff as a result of the development of administrative skills in the Field Service. The Committee accordingly suggests that the provision for 1961 under chapter IX might be limited to \$100,000, or a reduction of \$15,000 in the estimate submitted by the Secretary-General.

273. In the light of the above considerations, the Advisory Committee recommends a provision of \$2,551,000 under section 18 for 1961, representing a total reduction of \$54,000 in the estimate submitted by the Secretary-General.

Analysis of reductions recommended

	\$
Chapter I. United Nations Truce Supervision Organization in Palestine	25,000
Chapter III. United Nations Commission for the Unification and Rehabilitation of Korea	7,000
Chapter V. Expenses arising from General Assembly resolution 1237 (ES-III)	3,000
Chapter VI. Plebiscite for the Trust Territory of Western Samoa under New Zealand Administration	4,000
Chapter IX. Replacement of staff assigned to field missions	15,000

SECTION 19. UNITED NATIONS FIELD SERVICE

	\$
Estimate submitted by the Secretary-General	1,314,000
Estimate recommended by the Advisory Committee	1,289,000
1959 (actual expense)	1,116,006
1960 (appropriation)	1,202,300

274. The estimate of \$1,314,000 under section 19 represents an increase of \$111,700 over the 1960 provision, due in the main to the addition of fourteen new posts, making a total of 199 Field Service staff as compared with 185 for 1960. Of the new posts, thirteen are intended for service with the Truce Supervision Organization in Palestine for the purposes stated under chapter I of section 18, and one post is to be added at ECAFE. While the proposed manning table includes also four other posts which in 1960 have been financed under the resolution relating to unforeseen and extraordinary expenses, there is an offsetting reduction of four posts comprising one in the category for special duty and three under the United Nations Advisory Council for Somaliland under Italian Administration which has completed its work this year.

275. The Advisory Committee has commented in paragraph 264 above on the proposed increase of thirteen posts in the Truce Supervision Organization in Palestine. In considering the request for fourteen additional posts in the Field Service as a whole, the Committee has also had regard to the following points. The conclusion of the work of the Advisory Council for Somaliland would release three Field Service posts, even though they may have to be assigned temporarily to the Office of the Special Representative of the Secretary-General in Amman. Furthermore, the total complement of 199 posts includes nine Field Service staff to be detailed on a temporary basis from other field missions to the plebiscites in 1961 in the Cameroons under United King-

dom Administration and in Western Samoa under New Zealand Administration. It would appear that most of the nine staff to be so detailed would need to be drawn from the Truce Supervision Organization which would then have to manage temporarily with a depleted staff. This is of course a welcome example of the flexibility that is possible, and should be increasingly sought, in the disposition of the total Field Service.

276. On balance, the Advisory Committee considers that the total strength of the Field Service might be limited to 195 in 1961, which would still provide ten more Field Service staff in 1961 than in 1960. The Committee further believes that it should be possible within this total establishment to meet all essential requirements.

277. The Advisory Committee accordingly recommends an appropriation under section 19 of \$1,289,000, or a reduction of \$25,000 in the figure proposed by the Secretary-General.

Analysis of reductions recommended

Section 19. United Nations Field Service \$25,000

PART VII. OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

SECTION 20. OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

	\$
Estimate submitted by the Secretary-General	2,117,200
Estimate recommended by the Advisory Committee	2,050,000
1959 (actual expense)	1,671,277
1960 (appropriation)	1,737,000

278. This section now includes all direct administrative expenses relating to the functions of the United Nations High Commissioner for Refugees, including those which in the 1960 budget appear in other sections.

279. The estimates for 1961 show an increase of \$380,200 over the 1960 appropriations. At the same time the estimated grant-in-aid to be received into the regular budget from the voluntary funds of the High Commissioner amounts to \$750,000, constituting an increase of some \$250,000 over the corresponding figure for 1960.

280. The increased estimates for 1961 should be considered in the light of the fact that the Advisory Committee, in accordance with the provisions of General Assembly resolution 1444 (XIV) of 5 December 1959 on unforeseen and extraordinary expenses, has concurred in an additional provision for 1960 of \$188,750 (gross), out of a total of \$238,740 (gross)⁵³ requested by the Secretary-General. This supplementary request was attributed directly to additional administrative requirements arising from the approval, by the Executive Committee of the High Commissioner's programme, of an increase in the planning target for the 1960 programme from \$6 million to \$9.5 million, in anticipation of increased funds to be made available as a result of the World Refugee Year. Additional income from staff assessment was estimated at \$19,500 and additional grant-in-aid from voluntary funds at \$219,240 so that the United Nations budget would be reimbursed for the full amount of the supplementary estimate.

⁵³ Initially an amount of \$295,000 (gross) was requested. This figure also appears in table 20-2 of the budget document. After a preliminary examination and comment by the Advisory Committee, a revised estimate was prepared as shown.

281. The main part of the supplementary request related to salaries and wages and common staff costs of sixty-three new posts proposed in various sections of the Office of the High Commissioner at Geneva as well as in several of the branch offices. While the High Commissioner must be assured of sufficient resources to put any new programme funds to maximum advantage, the Advisory Committee was not satisfied that there was sufficient indication for the time being of the extent of the increased voluntary funds which would be made available to the High Commissioner or of the timing of their receipt, for a reasonably accurate assessment to be made of the additional administrative support that would be necessary. The Committee was given to understand in this regard that a major part of the increased programme was likely to be implemented in 1961, rather than in 1960, after the anticipated additional funds were actually received. Indeed there appeared to be some doubt that the full target amount of \$9.5 million would be received for 1960, since it was not yet clear what proportion of the proceeds of the World Refugee Year would be channelled through the Office of the High Commissioner.

282. In the circumstances mentioned above, there appeared to be advantage in proceeding on a pragmatic basis in terms of which there might be some temporary strengthening of administrative facilities in order to execute the expanded programme that was generally envisaged. The Advisory Committee felt, moreover, that the temporary nature of the expanded programme would at most justify an addition to administrative resources on a temporary assistance basis, rather than a relatively permanent strengthening of the establishment of the Office. The Committee was also persuaded that prudent and conservative management, relating administrative actions to programme needs as they arose, could lead to a downward adjustment of anticipated needs. Accordingly, the Committee concurred in an additional provision for 1960 in an amount of \$188,750 (gross), or a reduction of some \$50,000 in the gross estimate submitted by the Secretary-General. In doing so, the Committee specified that, as far as the provision for salaries and wages was concerned, the expenditures should be incurred under the temporary assistance account rather than by an increase in the number of established posts, which in any event only the General Assembly could authorize.

283. The 1961 estimates include provision for a total establishment of 297 posts, or 46 posts more than the approved establishment of 251 for 1960. As compared with the revised total of 314 posts proposed by the Secretary-General for 1960, the 1961 estimates reflect an anticipated subsequent retrenchment in 1961 in the fields of public information and fund-raising. In this regard the Committee is informed that the work of the High Commissioner will in general have passed its peak by the end of 1961 and that a number of the additional posts requested for 1960 and 1961 could be discontinued at that time. The 1962 estimates would presumably reflect this situation.

284. The additional requirements for 1961 reflect essentially a continuation of the temporary programme expansion that is expected to begin in 1960 and last until the close of 1961. In these circumstances, the same considerations as those which the Advisory Committee applied to the supplementary estimates for 1960 (see paragraph 282 above) would suggest that the additional

requirements in 1961 should be met also through temporary assistance rather than an increase in the number of established posts. The Committee would however recognize, as an exception to this approach, that the new post of Principal Officer in the administrative and financial services might be treated as an addition to the establishment, as that post is not related solely to the temporary expansion of the programme.

285. Reference has been made in paragraph 158 under section 4 to certain instances of payments of assignment allowances without adequate basis in the relevant staff rule as interpreted by the Board of Auditors and the Director of Personnel. Some of those cases related to the Office of the High Commissioner. While the Advisory Committee understands that necessary steps will be taken to correct the situation, it appears that the revised application of the rules has not been reflected in the estimate of \$30,000 included for this purpose in chapter III of section 20 of the 1961 estimates.

286. As regards the monetary provision to be made for 1961 under section 20, the Advisory Committee recommends that, for reasons similar to those cited in paragraph 282 above, the appropriation should be limited to \$2,050,000, representing a reduction of \$67,200 in the estimate proposed by the Secretary-General.

Analysis of reductions proposed

Section 20. Office of the United Nations High Commissioner for Refugees \$67,200

PART VIII. INTERNATIONAL COURT OF JUSTICE

SECTION 21. INTERNATIONAL COURT OF JUSTICE

	\$
Estimate submitted by the Secretary-General..	734,100
Estimate recommended by the Advisory Committee	729,000

Budget amounts (total for section)

732,584	1959	Posts authorized	30
<i>(actual expense)</i>			
704,500	1960	Posts authorized	30
734,100	1961	Posts requested	30
729,000	1961	Posts recommended by the Advisory Committee	30

287. Under this section there is an increase of \$29,600, of which \$22,400 occurs under chapter II (Salaries, wages and expenses of the Registry).

288. Some \$9,500 of the increase under chapter II relates to established posts, owing to normal annual increments and to the fact that no deduction for turnover has been applied. In the 1960 appropriations a deduction of \$5,500 was applied for this purpose by the General Assembly, on the recommendation of the Advisory Committee.

289. Of the balance of the increase under chapter II, \$15,000 relates to temporary assistance in connexion with cases before the Court. This is a provision which naturally fluctuates from year to year and is difficult to forecast with accuracy, since it depends on the number of cases which come up for hearing. In 1959, for instance, actual expenditure (\$61,090) greatly exceeded the credit which had been provided initially (\$28,000). Similarly, expenses in 1960 are likely to amount to \$52,500 compared with the approved credit of \$30,000. The Advisory Committee understands that the 1961

estimate of \$45,000 relates essentially to three cases to be heard by the Court. Requirements are still uncertain as they depend also on the duration and nature of the proceedings in each case.

290. The Advisory Committee has enquired into the rate of expenditure in 1960, under the contingent provision of \$30,000 in paragraph 1 (b) (i) of General Assembly resolution 1444 (XIV) of 5 December 1959 relating to unforeseen and extraordinary expenses, for the appointment of *ad hoc* judges. The Committee understands that expenditure for this purpose in 1960 is estimated at some \$24,000, compared with an amount of \$21,785 spent in 1959.

291. The Advisory Committee has taken note of the provisions in paragraph 1 (b) (iii) and (v) of the draft resolution relating to unforeseen and extraordinary expenses for 1961. Since 1960 is a year in which judges are to be elected, it is necessary to provide for the possibility of certain additional expenditures, in terms of the Statute of the Court, for such items as travel and other expenses on conclusion of a judge's term and on assumption of duty, as well as additional expenses relating to the retention in office of judges who might not be re-elected, until the completion of any cases on which they might be engaged.

292. The General Assembly, by resolution 1408 (XIV) of 1 December 1959, deferred until its fifteenth session consideration of certain proposed revisions to the pension scheme regulations for members of the Court.⁵⁴ The Secretary-General, in consultation with the Court, will submit a further report to the Assembly on this subject later in the year.

293. In considering the level of the provision under section 21 for 1961, the Advisory Committee believes, as in previous years, that, despite the relatively small staff involved, an appropriate reduction might be applied to the estimates to take account of possible savings from turnover of staff. The Committee accordingly recommends an appropriation for section 21 of \$729,000, or a reduction of \$5,100 in the estimate submitted by the Secretary-General.

Analysis of reductions recommended

Chapter II. Salaries, wages and expenses of the Registry \$5,100

Estimates of income

294. The form of this part of the 1961 estimates has been changed in two respects:

(a) The income estimates have been regrouped so that they might be presented in six separate sections, section 1 relating to income from staff assessment and sections 2 to 6 to income other than from staff assessment;

(b) The direct expenses incurred by each of the revenue-producing activities continue to be charged against the revenue of that activity; however, the established posts and related costs of the United Nations Postal Administration, the Sales Sections at Headquarters and Geneva for the sale of publications, and the Visitors' Service at Headquarters and Geneva, are provided for under sections 3 and 4 of the regular expenditure estimates rather than, as in the past, as a direct charge against revenue. These costs, as well as certain other expenses such as for utilities and maintenance

⁵⁴Official Records of the General Assembly, Fourteenth Session, Annexes, agenda item 63, document A/4241.

which continue to be provided under other sections of the expenditure budget, are however deducted from gross revenue in order to determine the net income from the activity. Details of the additional expenses included in regular budget sections are given in the case of each activity in the appropriate annex to the income sections.

PART I. INCOME FROM STAFF ASSESSMENT

Income section 1. Staff assessment income

Estimate submitted by the Secretary-General	6,600,000
Estimate recommended by the Advisory Committee	6,510,000
1959 (actual income)	6,284,869
1960 (estimated income)	6,329,000

295. The whole of the estimated revenue in 1961 from the Staff Assessment Plan will be available for credit to the Tax Equalization Fund in terms of General Assembly resolution 973 (X) of 15 December 1955.

296. The Advisory Committee's recommendations in paragraphs 153 and 286 for reductions of \$496,700 under section 3 and \$67,200 under section 20 would result in a consequential reduction of some \$90,000 in the estimated income from staff assessment. The Committee accordingly suggests a figure of \$6,510,000 as estimated income under this section in 1961.

PART II. OTHER INCOME

Income section 2. Funds provided from extra-budgetary accounts

Estimate submitted by the Secretary-General	1,879,880
Estimate submitted by the Advisory Committee	1,879,880
1959 (actual income)	1,769,772
1960 (estimated income)	1,787,400

297. The estimated contribution from the Special Account of the Expanded Programme of Technical Assistance includes, in addition to the normal subvention towards administrative and operational services costs in respect of the United Nations portion of the programme, an amount of \$40,000 towards the costs of certain central administrative and financial services provided from regular budget resources for the administration of the Special Account as a whole. These expenses were formerly charged directly to the Expanded Programme but are now included in the relevant sections of the regular budget, with a corresponding credit to income.

298. As noted in paragraph 242 of this report, neither the subsidy from the United Nations Special Fund for overhead costs nor the related expenses are entered in the regular budget at this stage, pending further study, in connexion with the 1962 estimates, of the most appropriate budgetary treatment to be followed.

299. The increased estimate of \$750,000 for the contribution from the voluntary funds of the High Commissioner for Refugees would presumably be subject to possible reduction in the light of the recommendations in paragraphs 282 and 286 above in respect of the 1961 estimates of the Office of the High Commissioner.

300. Subject to the foregoing comments, the Advisory Committee recommends that the 1961 estimate under income section 2 should be approved in an amount of \$1,879,880, as submitted by the Secretary-General.

Income section 3. General income

Estimate submitted by the Secretary-General	1,574,000
Estimate recommended by the Advisory Committee	1,574,000
1959 (actual income)	2,082,371
1960 (estimated income)	1,586,100

301. The estimated income under this section is \$12,100 lower than the 1960 estimate and \$508,371 lower than actual income in 1959. This is largely due to the fact that the figures for 1959 and 1960 include amounts of \$493,590 and some \$90,000 respectively, in respect of income from the disposition of equipment and supplies remaining after the operations of the United Nations Observation Group in Lebanon (UNOGIL) were terminated.

302. As at 31 December 1959 non-expendable equipment at a cost price of \$721,646 had been released against an income of \$598,156. Remaining stock at the same date was valued at a cost price of \$238,087. It is expected that the majority of the latter stock will have been distributed to field missions and other offices by the end of 1960, a fact which was taken into account when the 1960 estimate was made. The greater part of the remaining stock, in terms of cost price value, consists of radio equipment for which use by other missions cannot at the moment be foreseen. No estimate has accordingly been included in this connexion in 1961. The Advisory Committee will keep the matter under review.

303. The Advisory Committee recommends approval of the estimate under income section 3 for 1961 in an amount of \$1,574,000, as submitted by the Secretary-General.

Income section 4. Sale of United Nations postage stamps (United Nations Postal Administration)

Estimate submitted by the Secretary-General	1,035,500
Estimate recommended by the Advisory Committee	1,070,000
1959 (actual income)	1,015,285
1960 (estimated income)	1,270,000

304. The estimate under this income section shows a decrease of \$234,500 by comparison with 1960, as a result of a continued downward trend since 1957 in the sale of United Nations postage stamps to philatelists. The following table indicates the progressive reduction in the volume of gross sales in recent years:

1957 (actual gross sales)	1,869,639
1958 (actual gross sales)	1,601,961
1959 (actual gross sales)	1,392,190
1960 (estimated gross sales)	1,400,000
1961 (estimated gross sales)	1,420,000

The estimate given for 1960 in the above table is based on experience during the first five months of 1960 and represents a reduction of some \$250,000 in the value of gross sales originally estimated.

305. The Advisory Committee understands that a series of steps are being taken to promote interest in United Nations stamps, which, if successful, would arrest the downward trend in sales. By these and other efforts, it is hoped to achieve a net income in 1960 of at least some \$1,070,000 which is \$200,000 less than the approved figure for that year. It would be appropriate

therefore to keep the 1961 estimate at least at the 1960 level that is now anticipated. The Committee accordingly recommends that a figure of \$1,070,000 might be approved under income section 4 for 1961, or an increase of \$34,500 in the estimate proposed by the Secretary-General.

Income section 5. Sale of publications

Estimate submitted by the Secretary-General..	\$ 351,500
Estimate recommended by the Advisory Committee	360,000
1959 (actual income)	669,313
1960 (estimated income).....	625,200

306. In 1959 and 1960 a major item of income under this heading has been the sale of the proceedings of the Second United Nations International Conference on the Peaceful Uses of Atomic Energy. Some residual sales are expected in 1961. Thus income from this source amounted to \$393,581 in 1959, and is estimated at \$300,000 in 1960, while 55,000 has been included for 1961. If the latter proceeds are left out of account, income from other United Nations publications came to \$275,732 in 1959, while an amount of \$325,200 is estimated for 1960 and \$296,500 for 1961. As far as the normal sales programme is concerned, therefore, the 1961 estimates show a reduction of some \$28,700.

307. The Advisory Committee has commented in paragraph 220 on the organizational changes which

have been effected in regard to the sale of publications as well as certain procedural changes which have been introduced for the improvement of the sales operation. The Committee there also expresses the hope that it might prove possible to reflect some tangible results in the related estimates of income.

308. Accordingly, the Advisory Committee recommends that the estimate submitted by the Secretary-General might be increased by \$8,500 to \$360,000.

Income section 6. Services to visitors and catering services

Estimate submitted by the Secretary-General..	\$ 610,900
Estimate recommended by the Advisory Committee	645,400
1959 (actual income)	712,075
1960 (estimated income)	598,400

309. The estimates under this income section are presented in two chapters which seek to distinguish between services to visitors and the public in chapter I (Guided tours, gift centre and souvenir shop at Headquarters and guided tours at Geneva) and services of primary benefit to delegations and staff in chapter II (catering services).

310. The 1961 estimates for the various services (annex III to the income sections), together with comparable figures for 1960 and 1959, may be analysed as follows:

SERVICES TO VISITORS AND CATERING SERVICES: GROSS REVENUE^a AND NET INCOME^b

	1959 actual		1960 estimates		1961 estimates	
	Gross \$	Net \$	Gross \$	Net \$	Gross \$	Net \$
<i>Headquarters</i>						
Visitors' service	648,162	175,736	630,000	126,800	643,000	132,300
United Nations Gift Centre ...	366,170	202,212	301,500	147,000	328,500	165,500
Souvenir shop	194,320	135,920	190,000	118,000	190,000	114,000
Catering services	961,324	(51,151)	918,000	(67,500)	975,000	(83,500)
<i>Geneva</i>						
Visitors' service	24,975	1,367	32,000	3,500	32,000	1,500

^a Gross revenue from sales after discounts and refunds, if any, but before expenses.

^b Net income after deduction of (i) direct expenses charged against revenue and (ii) additional expenses under regular budget appropriations.

311. It may be noted that the catering services continue to give rise to a larger deficit each year (annex III, statement B.1). Although these services are primarily intended to provide essential amenities to users of the building at a reasonable cost, rather than to yield a profit, the Advisory Committee has inquired into the factors which contribute to the present financial position. The Committee is informed that while basic prices have not been increased since 1954 except for a few small changes, especially in the dining room, food costs have been going up at an average of approximately 2 per cent a year and wage rates, including fringe benefits, at an average of between 4 and 5 per cent a year. In general, it has been the policy not to raise prices, but to make minor adjustments only which, together with the assured revenue from souvenirs and tobaccos, would leave a reasonable margin to cover indirect expenses. The Advisory Committee understands that should the over-all deficit increase to any significant extent, a general review of the price policy would be undertaken.

312. The Advisory Committee has also inquired into the progress made in the negotiations which have been proceeding between the Secretariat and the United States authorities in respect of the possibility of obtaining exemption from taxes on commodities consumed by the catering and related services of the United Nations. Such taxes amount up to some \$30,000 annually for spirits and up to \$10,000 for tobaccos. The Advisory Committee understands that while the subject is still under study and negotiation, an early result should not be anticipated.

313. In regard to the Gift Centre (annex III, statement A.4), the Advisory Committee notes that while the estimated income for 1961 is somewhat higher than the approved 1960 amount, it is some \$37,000 lower than the actual income in 1959. Since the Centre has been doing a steadily improving business, the estimate of income for 1961 would seem to be unduly conservative. The Committee accordingly suggests that the figure

Detailed recommendations on the budget estimates

of net income submitted by the Secretary-General might be increased from \$165,500 to \$200,000.

314. Taking into account the increase proposed in the preceding paragraph, the Advisory Committee rec-

ommends that estimated income for 1961 under income section 6 might be approved in an amount of \$645,400, representing an increase of \$34,500 in the figure submitted by the Secretary-General.

Analysis of increases or (decreases) recommended

<i>Income section</i>	<i>1961 estimate submitted by the Secretary-General \$</i>	<i>Increase or (decrease) recommended by the Advisory Committee \$</i>	<i>Total recommended \$</i>
1. Staff assessment income	6,600,000	(90,000)	6,510,000
Total income from staff assess- ment	6,600,000	(90,000)	6,510,000
2. Funds provided from extra- budgetary accounts	1,879,880	—	1,879,880
3. General income	1,574,000	—	1,574,000
4. Sale of United Nations postage stamps	1,035,500	34,500	1,070,000
5. Sale of publications	351,500	8,500	360,000
6. Services to visitors and cater- ing services	610,900	34,500	645,400
Total income other than from staff assessment	5,451,780	77,500	5,529,280

CHAPTER III

OTHER BUDGETARY AND FINANCIAL QUESTIONS

315. At the 759th meeting of the Fifth Committee held on 4 December 1959, the Secretary-General was requested to report to the General Assembly at its fifteenth session on (a) the possibility of paying honoraria to the members of the Administrative Tribunal; and (b) the adequacy of the present rates of subsistence allowances for members of organs and subsidiary organs of the United Nations. The Advisory Committee also was invited to examine these two questions and to submit recommendations thereon.

Honoraria for members of the Administrative Tribunal

316. The general question of paying an honorarium, over and above a subsistence allowance, to members of certain United Nations bodies, was last examined at the twelfth session of the General Assembly. Over a period of years prior to that time, the General Assembly had approved certain exceptions to the policy of limiting payments to subsistence allowances at uniform rates and of not admitting any element of fee or remuneration for services rendered. At the twelfth session, in accordance with views expressed by the Advisory Committee, the Fifth Committee made the following recommendations to the General Assembly in respect of payments other than subsistence allowances:⁵⁵

(a) That the currently authorized exceptional payments should be continued;

(b) That all exceptional payments should be regarded as honoraria and should be fixed in terms of appropriate lump-sums; and

(c) That special allowances (in excess of the uniform rate of subsistence allowance) that were currently being paid at a *per diem* rate should be translated into annual lump-sum amounts, calculated on the basis of the normal duration of the sessions of the body concerned, and should be considered to be in the nature of honoraria.

These recommendations, as well as the concrete proposals based on them, were approved by the General Assembly at its 727th plenary meeting on 13 December 1957. The currently authorized exceptional payments, which were thus confirmed in 1957, did not include any special payments to the members of the Administrative Tribunal.⁵⁶

317. Most of the exceptional payments were the subject of discussion and review at the ninth session of the General Assembly.⁵⁷ At that time the Fifth Committee decided that there were no circumstances which would justify the payment of an honorarium to rapporteurs or members of United Nations bodies for work performed

during the sessions of those bodies. However, in respect of work performed or special reports prepared between sessions, the payment of honoraria was authorized in the case of the Chairman and rapporteurs of the International Law Commission and the President, Vice-President and members of the Permanent Central Opium Board and the Drug Supervisory Body. The Fifth Committee did not however approve a similar approach for payment of honoraria, for work performed between sessions, to the President and members of the Administrative Tribunal.⁵⁸

318. The question of payment of honoraria to the members of the Administrative Tribunal came up again in 1958, in a somewhat indirect form, through the inclusion of an appropriate monetary provision in the Secretary-General's budget estimates for 1959. On the recommendation of the Advisory Committee,⁵⁹ the General Assembly, without prejudging the substance of the issue, considered that a decision of principle, rather than a routine budgetary point, was involved, and that a proposal could be made in due course to modify the provisions related to the payment of honoraria, which had been approved in 1957.

319. The Secretary-General has accordingly submitted a proposal (A/C.5/814) under which:

(a) An annual honorarium of \$500 would be paid to the President of the Administrative Tribunal; and

(b) An honorarium of \$250 each would be paid to the President and the other members for each session of the Tribunal attended by them.

The Secretary-General estimates the additional expenditure that would arise from his proposal at \$2,500 a year.

320. The Advisory Committee normally would regard the 1957 action of the General Assembly essentially as ending what was unquestionably a difficult problem through a purely practical approach of confirming already approved exceptions to an otherwise accepted rule. Viewed in this light, further exceptions to that rule should perhaps not be entertained.

321. Nevertheless, after a re-examination of this question, the Advisory Committee is inclined to believe that the Administrative Tribunal is perhaps the kind of organ where an exception might be admitted. The Committee would also recall that the Tribunal was the only one among the three specific organs considered in 1954 in respect of which the payment of honoraria was denied. It is perhaps relevant in this connexion to note also that the average volume of documentation submitted to the Tribunal, mostly for preparatory study, has amounted to some 280 pages per case.

322. In these circumstances, the Advisory Committee would support the proposal of the Secretary-General for

⁵⁵ *Ibid.*, Twelfth Session, Annexes, agenda item 41, document A/3766.

⁵⁶ For details of honoraria now being paid in accordance with the 1957 decision, see document A/C.5/814, annex I.

⁵⁷ For an account of the historical development of the exceptional payments, see *Official Records of the General Assembly, Twelfth Session, Annexes*, agenda item 41, document A/C.5/713, annex.

⁵⁸ *Official Records of the General Assembly, Ninth Session, Annexes*, agenda item 47, document A/2814.

⁵⁹ *Ibid.*, Thirteenth Session, Supplement No. 7 (A/3860), para. 74.

the payment of honoraria to the President and members of the Administrative Tribunal. At the same time, the Committee would underline the importance of not admitting further exceptions to the basic rule of not making any payments to include an element of fee or remuneration.

323. As regards the specific provisions to be made for the Tribunal, the wording of the second sentence of paragraph 4 of the Secretary-General's report (A/C.5/814), by which "an honorarium of \$250 each would be paid to the President and the other members for each session of the Tribunal attended by them," would seem to permit such payment even in respect of attendance at purely organizational sessions or meetings of the Tribunal. The Advisory Committee understands that the Secretary-General's proposal was not intended to cover such cases. Accordingly, the Committee would recommend the following specific provisions:

(a) An annual honorarium of \$500 should be paid to the President of the Tribunal; and

(b) In addition, an honorarium of \$250 for each session should be paid to the President and each of the other members participating in the consideration of cases.

Should these recommendations be approved, an amount of \$2,500 would need to be added to the appropriation under section 1 recommended in paragraph 96 in chapter II of the present report.

Subsistence allowances for members of organs and subsidiary organs of the United Nations

324. Under General Assembly resolutions 459 (V) of 1 December 1950 and 1075 (XI) of 7 December 1956, the following rates of subsistence allowance, to be paid uniformly to all members of eligible bodies, are currently in force:

(i) \$25 *per diem* in respect of meetings at Headquarters (New York), payment to be limited to the period during which a member's presence is required at the place of meeting;

(ii) The equivalent in local currency of \$20 *per diem* in respect of meetings away from Headquarters, payment to be limited as under (i) above;

(iii) The allowance under both (i) and (ii) above to be reduced to \$10 *per diem*, or its equivalent in local currency, in respect of a member whose duty station is also the place of meeting, payment to be limited to the days during which a member actually attends meetings; and

(iv) \$8 *per diem* during periods of travel aboard vessels, trains and aircraft.

325. In accordance with the request made in the Fifth Committee at its 759th meeting, the Secretary-

General has reviewed the adequacy of the current rates in the light of the prevailing costs of hotel rooms and meals in New York and Geneva, the principal centres of United Nations conference activity, and of items such as laundry, transportation and other incidental expenses. On the basis of this review, the Secretary-General has proposed that the rate for New York might be increased to \$35 *per diem* and that for Geneva and other locations away from Headquarters, to \$25 *per diem* (A/C.5/813).

326. The Advisory Committee recognizes that the current rate of \$25 for New York has become inadequate as a result of increased costs over a period of more than ten years during which the rate has been in force. The Committee is nevertheless not entirely convinced as to the need for raising the rate to \$35 as proposed by the Secretary-General. The Committee would accordingly suggest that the General Assembly might wish to consider an increase in the New York rate to \$30 a day.

327. The details of costs in Geneva given in the Secretary-General's report would not, in the Advisory Committee's view, justify an increase of the order indicated in that report. In fact, the present rate of \$20 a day would seem to be only slightly inadequate by comparison with the total cost of \$21 a day shown in paragraph 6 of the report. However, on balance, the Committee would consider that a rate of \$23 a day, which would represent the same percentage increase for New York and Geneva, would be more than adequate.

328. In respect of locations away from Headquarters, other than Geneva, the Advisory Committee would generally agree to the continued maintenance of the present practice of applying the Geneva rate to such locations. The Committee would however recommend that the Secretary-General should be authorized, in respect of areas where costs are not as high or where special facilities are provided, as in the case of certain field missions, to vary the rate within a maximum of the Geneva rate of \$23 a day.

329. The Advisory Committee would agree with the Secretary-General that no change should be made in the present rate of \$10 per day of attendance which is payable to members attending meetings at a location which is also their duty station, or in the allowance of \$8 per day which is payable in respect of periods of travel on board vessels, trains and aircraft.

330. The adoption of the foregoing suggestions of the Advisory Committee in regard to subsistence allowances would entail additional costs for 1961 estimated at a total of some \$19,000, of which about \$15,000 would arise under section 1 and \$4,000 under section 18. These additional requirements would have to be added to the appropriations for sections 1 and 18, which are recommended by the Advisory Committee in paragraphs 96 and 273 respectively in chapter II of the present report.

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