



**ADVISORY COMMITTEE ON ADMINISTRATIVE
AND BUDGETARY QUESTIONS**

**SEVENTH REPORT TO THE
GENERAL ASSEMBLY
AT ITS SEVENTEENTH SESSION**

GENERAL ASSEMBLY

**OFFICIAL RECORDS : SEVENTEENTH SESSION
SUPPLEMENT No. 7 (A/5207)**

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UNITED NATIONS

New York, 1962

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 1946.

The members of the Committee are:

Mr. Thanassis Aghnides (*Chairman*);
Mr. Mohamed Abdel Magid Ahmed;
Mr. Albert F. Bender, Jr.;
Mr. André Ganem;
Mr. Alfonso Grez;
Mr. C. H. W. Hodges;
Mr. Ismat T. Kittani;
Mr. Raúl Quijano;
Mr. E. Olu Sanu;
Mr. Dragos Serbanescu;
Mr. Agha Shahi;
Mr. A. F. Sokirkin.

2. Since the last regular session of the General Assembly, the Advisory Committee has held two sessions. The first, from 27 March to 18 April 1962, at Geneva, was devoted to the following items:

- (a) The salary scale for the General Service category at Geneva;
- (b) Those parts of the budget estimates of the United Nations for 1963 relating to the European Office of the United Nations;
- (c) Commitments under the resolution relating to unforeseen and extraordinary expenses;
- (d) Various questions of a budgetary or administrative nature.

3. The Advisory Committee reconvened on 5 June 1962 for its summer session and adjourned on 10 July 1962. It has examined:

- (a) The budget estimates of the United Nations for 1963;
- (b) The financial reports and accounts for 1961 and reports of the Board of Auditors relating to the several United Nations programmes and activities;
- (c) United Nations programmes of technical co-operation. Role of Resident Representatives;
- (d) Various questions of a budgetary or administrative nature.

4. The present report covers item (a); the Committee's observations and recommendations on item (b) are submitted separately in documents A/5134 to A/5137; and those on item (c) in document A/5138.

5. The Advisory Committee acknowledges with gratitude the valuable co-operation and assistance it has received from the Acting Secretary-General and his associates, who have greatly facilitated its task.

6. The Committee is also indebted to the Chairman of the Board of Auditors and his colleagues for their valuable counsel.

7. As in the past I wish to express the Committee's appreciation to its Secretaries and their assistants and to its interpreter. As Chairman of the Committee I desire to place on record my own special gratitude to them.

Th. AGHNIDES,
Chairman

10 July 1962

REPORT TO THE GENERAL ASSEMBLY ON THE BUDGET ESTIMATES FOR 1963

CHAPTER I

APPRAISAL OF THE BUDGET ESTIMATES FOR 1963

ESTIMATES FOR 1963

GENERAL

1. A gross expenditure budget of \$86,649,500 is proposed by the Secretary-General for 1963.¹ Of the total estimated income of \$14,823,800, income from staff assessment (for distribution to Members as credits through the Tax Equalization Fund) is calculated at \$8,800,000, and income from all other sources (for deduction from gross appropriations for purposes of the assessment of contributions) at \$6,023,800. The gross expenditure level under the estimates would be \$4,504,760 higher than the level at present approved for 1962; after deduction of estimated income, the

level on a net basis would be \$3,743,010 higher than the approved 1962 net level.² Thus the estimated net budget for 1963 as proposed by the Secretary-General is \$71,825,700.

2. These estimates make no provision for the several anticipated supplementary items which are listed in para. 12 below.

3. The Advisory Committee, for reasons set forth later in this report, recommends reductions in the expenditure estimates totalling \$1,966,050. These reductions, together with certain recommended adjustments in the income estimates, would reduce the net expenditure level for 1963 from \$71,825,700, as proposed by the Secretary-General, to \$69,876,250.

¹ Official Records of the General Assembly, Seventeenth Session, Supplement No. 5 (A/5205).

² Throughout the balance of this report, the figures are shown on a gross basis unless otherwise stated.

	1958 Actual expenses \$	1959 Actual expenses \$	1960 Actual expenses \$	1961 Actual expenses \$	1962 Appropriations \$	1963 Appropriations or estimates \$	1963 increase or (decrease) by comparison with 1962 \$	1963 Percentage increase or (decrease) by comparison with 1962 %
United Nations	62,505,546	61,946,442	65,772,849	71,096,378	82,144,740	86,649,500	4,504,760	5.48
International Labour Organization	8,521,136	9,096,049	9,583,933	10,646,592	11,618,838	14,577,834	2,958,996	25.47
Food and Agriculture Organization of the United Nations	9,146,807	10,530,182	10,591,953	11,105,665	15,431,010 ^a	15,753,990 ^a	322,980	2.09
United Nations Educational, Scientific and Cultural Organization	12,316,482	12,590,916	13,507,868	16,058,525 ^b	16,497,846	19,942,000	3,444,154	20.88
International Civil Aviation Organization	3,998,901	4,497,238	4,620,290	4,793,188	4,924,813	6,138,191	1,213,378	24.63
Universal Postal Union	452,293	619,154	646,552	711,952	814,352	1,367,824	553,472	67.96
World Health Organization	13,960,820	15,378,981	17,121,583	19,201,885 ^c	24,863,800 ^c	29,956,000 ^c	5,092,200	20.48
International Telecommunication Union	1,889,811	2,695,818	2,313,270	2,802,040	3,529,450	3,853,840	324,390	9.19
World Meteorological Organization	441,074	502,432	621,525	643,278	796,227	814,378	18,151	2.28
Inter-Governmental Maritime Consultative Organization	—	163,611	284,307	270,833	471,100	421,250 ^d	(49,850) ^d	(10.58)
International Atomic Energy Agency	3,867,786	4,494,610	5,185,145	6,030,557	8,876,600	9,799,600	923,000	10.40
TOTAL	117,100,656	122,515,433	130,222,275	143,360,893	169,968,776	189,274,407	19,305,631	11.36

NOTE: The following rates of exchange have been used in the above table: Canadian dollars at par; Swiss francs—4.28 = \$US 1.00 in 1958, 4.34 = \$US 1.00 in 1959, 4.30 = \$US 1.00 in 1960-1961, 4.32 = \$US 1.00 in 1962-1963.

^a The budget has been voted for a two-year period 1962-1963; the appropriations have been divided between the two years for the purposes of comparison.

^b Including an advance of \$162,666 from the Working Capital Fund authorized by the Executive Board, in relation to

construction of additional Headquarters premises and increased post adjustments for staff in the Professional category and above, and increased cost-of-living adjustments for staff in the General Service category.

^c Excluding undistributed reserves—1963, \$2,149,570; 1962, \$1,683,140; 1961, \$1,333,900; 1960, \$1,195,060.

^d Distribution by calendar year of budget approved for the financial period 1962-1963.

4. Members contributing to the administrative budgets of other organizations in the United Nations family will wish to know the broad context within which the 1963 estimates for regular activities of the United Nations are presented. A table presenting comparative figures for the period from 1958 to 1963 is given above. It will be seen that the total of the budgets, approved or proposed, for the ten other organizations listed amounts to \$102,624,907 and represents an increase over the 1962 figure for the same organizations of \$14,800,871. With the figure submitted by the Secretary-General for the United Nations, the aggregate which State members of the eleven organizations will be asked to appropriate for the year 1963 will amount to \$189,274,407.

5. Apart from the regular budget of the United Nations, the General Assembly has established special and *ad hoc* accounts for the United Nations Emergency Force (UNEF) and the United Nations operations in the Congo (ONUC). The present monthly rate of expenditure is estimated at \$1,625,000 for UNEF and \$10 million for ONUC.

6. In addition to the foregoing budgets, Member States are currently urged to contribute to the following voluntary programmes: the Expanded Programme of Technical Assistance; the United Nations Special Fund; the United Nations Children's Fund; the Voluntary Funds of the High Commissioner for Refugees; the United Nations Relief and Works Agency for Palestine Refugees in the Near East. In 1961, the total contributions paid or pledged by Governments towards these programmes came to about \$152 million. Similar pledges announced or foreseen for the same purposes in 1962 will amount to some \$153 million.

NATURE AND SCOPE OF THE ADVISORY COMMITTEE'S BUDGET EXAMINATION

7. In its review of the estimates, the Advisory Committee has examined the budget justifications in detail. It has taken into account extensive oral information received from the Secretary-General and his representatives and has given attention to administrative practices affecting the estimates.

8. The Committee had before it a detailed study of the Office of Conference Services prepared by the Administrative Management Service, which greatly facilitated its examination of the present and anticipated conference servicing requirements at Headquarters. It suggests that one of the next areas of study for the Administrative Management Service might be the economic and social activities of the Organization, particularly in view of the further growth in expenditures through United Nations channels which is foreseen in the Decade for Development proposals currently being reviewed in the programming bodies of the United Nations and the specialized agencies. Such a study would include not only the Department of Economic and Social Affairs and the regional commissions but, in relevant aspects, those servicing units of the Secretariat, such as the financial, personnel, legal, and procurement services, the staffing requirements of which are directly affected by new and enlarged approaches in the economic and social sectors. The Committee has in mind not only a study of workload but of working relationships. If feasible, it would hope to have a

report, at least of an interim nature, for its next summer session.

9. Detailed comments on the individual budget sections, together with certain observations on related administrative matters, are given in chapter II which contains the specific recommendations of the Committee concerning appropriation amounts. Draft resolutions for the 1963 budget, unforeseen and extraordinary expenses, and the Working Capital Fund are provided at the end of the present chapter.

10. The balance of this chapter is devoted, in the first instance, to a general comparison of the initial estimates for 1963 with the 1962 appropriations, including the form of the estimates, and thereafter to certain selected questions arising from its review of the estimates which the Committee believes to be deserving of special comment.

COMPARISON OF 1963 ESTIMATES WITH 1962 APPROPRIATIONS

11. The initial estimates submitted by the Secretary-General for 1963 compare, by parts of the budget, with the 1962 appropriations as shown in the table on page 3.

12. The figures in the table relate to the initial estimates for 1963 and the appropriations for 1962. In his foreword to the budget estimates, the Secretary-General has stated that the total credits for 1962, principally as a result of decisions taken by the General Assembly and the Security Council, will need to be increased by approximately \$2.8 million gross. He will submit supplementary estimates to cover this need in the course of the seventeenth session of the General Assembly. The Secretary-General has also specified the principal items for which additional funds, not provided in the initial estimates for 1963, are to be requested through the submission later in the year of revised estimates. These items are: (a) decisions of the Economic and Social Council at its thirty-third and thirty-fourth sessions; (b) any programme of "major maintenance and capital improvements" to be undertaken at Headquarters; (c) increases in salaries of General Service staff and manual workers at Geneva and manual workers at Headquarters; and (d) interest charges on United Nations bonds sold and instalment payment of principal due on such bonds (see para. 260 below). The total amounts resulting from these new items for 1963 cannot be estimated at this time. The probable financial implications of the programming activities of the Economic and Social Council at its 1962 sessions are discussed in paragraph 42 below.

13. The more significant differences between the 1962 approved appropriations and the 1963 initial estimates are accounted for by these factors:

(a) A sizable increase, averaging 5 per cent over all in staff costs, the most important increase being for a further enlargement of those units at Headquarters and in the field which are connected with economic and social activities; and for expansion of conference services; and

(b) Significantly larger provisions for buildings, equipment and common services, resulting in part from proposed staff increases, in part from the higher prices for contractual services, and in part from adjustments relating to a previous under-budgeting of certain service requirements.

Appraisal of the budget estimates for 1963

<i>Budget parts</i>	1963 \$	1962 \$	1963 increase or (decrease) by comparison with 1962 \$
I. Sessions of the General Assembly, the Councils, commissions and committees; special meetings and conferences	2,706,800	2,687,240	19,560
II. Staff costs and related activities	55,920,200	52,355,200	3,565,000
III. Buildings, equipment and common services	14,011,700	13,207,650	804,050
IV. Special expenses	125,000	194,600	(69,600)
V. Technical programmes	6,400,000	6,400,000	—
VI. Special missions and related activities	4,070,500	3,847,650	222,850
VII. Office of the United Nations High Commissioner for Refugees	2,494,000	2,525,800	(31,800)
VIII. International Court of Justice	921,300	926,600	(5,300)
	86,649,500	82,144,740	4,504,760
<i>Less: Income other than staff assessment</i>	6,023,800	5,391,800	632,000
	80,625,700	76,752,940	3,872,760
Income from staff assessment for credit to Member States through the Tax Equalization Fund	8,000,000	8,670,250	129,750
Net expenditure level	71,825,700	68,082,690	3,743,010

FORM AND PRESENTATION OF THE ESTIMATES

14. The structure of the budget submission generally follows the pattern used in the presentation of the estimates for 1962, in accordance with the wishes expressed by the General Assembly at its sixteenth session when it endorsed the recommendations contained in the report of the Fifth Committee on this subject.³ Following the observations of the Advisory Committee in paragraphs 16 to 23 of its ninth report to the sixteenth session of the General Assembly,⁴ certain improvements have been introduced in the presentation of the expenditure and income estimates. Greater use is made of tables for comparing levels of expenditure for 1961 and 1962 with the levels proposed for 1963, particularly in regard to items covered under part III (Building, equipment and common services). The estimates under part II (Staff costs and related expenses) are also more clearly defined by the use of a greater number of comparative tables.

15. It should be noted that section 3 comprises only four chapters in 1963 as against the seven used in 1962. There is a clearer definition of the various objects of expenditure covered under this heading. The separate provisions made in 1962 for provisional posts, special technical posts, and for the Office of the Executive Agent (Lower Mekong River Basin Development Project) have been dispensed with in 1963. The abandonment of the experimental category of provisional posts, which has the advantages to which the Secretary-General has drawn attention in section 3 of his estimates, does not remove the problem of applying budgetary review and approval techniques which assure the General Assembly that new posts do in fact represent *net* additional requirements and that posts required for fixed

periods of time are not perpetuated beyond the uses for which they were approved. The Advisory Committee's observations on this matter are given in chapter II below (paras. 119-121).

16. The supporting details which explain the reasons for increased provision are generally more informative than in previous years. On a matter of budgetary detail, the Committee has requested that, for the future, in the table showing distribution of established posts by category and level which immediately follows the textual material in section 3, a breakdown by organizational units should be given for all departments.

SPECIAL QUESTIONS

FINANCIAL POSITION OF THE ORGANIZATION

17. The Secretary-General has observed in his budget foreword that the financial position of the United Nations remains a matter of deep concern to Member States. The Advisory Committee shares this concern. At an early stage of the General Assembly's seventeenth session, however, the Secretary-General will report separately on the Organization's financial position and prospects. The Advisory Committee is therefore deferring consideration of that question.

THE QUESTION OF SUPPLEMENTARY ESTIMATES

18. As has been noted in paragraph 12 above, the Secretary-General now anticipates that total credits for 1962 will need to be increased by approximately \$2.8 million, the principal items being expenditures arising from decisions of the General Assembly and the Security Council. The Advisory Committee wishes to draw attention to the fact that items of the character just mentioned have been treated in the first instance as "unforeseen and extraordinary expenditures" and that this is a practice which decision-making bodies should

³ Official Records of the General Assembly, Sixteenth Session, Annexes, agenda item 54, document A/5075.

⁴ Ibid., Sixteenth Session, Supplement No. 7 (A/4814).

be urged to reconsider. It is evident that the expenses principally involved in such instances are not unforeseen; on the contrary, it is only the detailed character and amount of the expenditure which, under present practices, does not lend itself to precise estimation. It would be the Advisory Committee's hope that, in the future, the bodies concerned could give sufficient additional care and attention to the formulation of operative paragraphs of resolutions as to enable the Secretary-General to supply tentative figures at least for each salient element of cost.

19. The problem has become particularly acute when Main Committees of the General Assembly have approved draft resolutions establishing subsidiary organs with relatively undefined terms of reference and work programmes. When this has occurred, the Secretariat has found it impossible to prepare an adequate statement of financial implications for the Main Committees. In such circumstances, when the Main Committees have adopted their draft resolutions, their actions have not been in accordance with the intent of financial regulation 13.1 or rule 154 of the rules of procedure of the General Assembly relating to the submission of financial implications of new proposals. Such actions have resulted in the bypassing of the Fifth Committee and in the failure to inform the General Assembly in plenary session of the financial consequences of resolutions before it.

20. The Advisory Committee believes that it will be readily apparent to all Members of the United Nations that the fiscal authority of the General Assembly, a principal organ in which all Members are represented, cannot properly be completely delegated to a subsidiary organ, particularly to one consisting of relatively few Members. To remedy the situation, the Advisory Committee recommends that all Main Committees, when examining draft resolutions establishing or creating subsidiary organs, should consider carefully what tasks they wish such organs to perform and, if these are likely to give rise to financial implications, define carefully in their draft resolutions the terms of reference and, in so far as possible, the work programmes and duration of these organs. In particular, resolutions establishing subsidiary organs should make clear whether the Committee is to meet at Headquarters only or whether it is to travel and, if the latter is the case, the scope and limits of the travel which is envisaged. If it is found necessary for subsidiary organs to meet away from the established conference centres, i.e. New York and Geneva, then the Advisory Committee believes that it is necessary to recognize the cost factors involved and to accept a lower standard of conference services for such meetings than are normally provided. This can mean a limitation on interpretation and translation facilities, on the records of proceedings, on local transportation resources available, etc. While such economies may result in less comfort and convenience for the members of subsidiary organs meeting away from Headquarters or Geneva, it is believed that they are warranted by the growing needs of the Organization and the consequent financial demands which are made upon it.

THE WORKING CAPITAL FUND

21. In his foreword to the budget estimates, the Secretary-General has referred to his intention to ask

for a substantial increase in the size of the Working Capital Fund in order to restore a reasonable relationship with the over-all level of the annual regular budget in view of the latter's growth since the amount of the Fund was last adjusted. The Advisory Committee will devote its attention to whatever proposal the Secretary-General makes as soon as his report on the subject is received.

GROWTH IN THE ACTIVITIES OF THE UNITED NATIONS

Conferences and meetings

22. As the 1963 estimates themselves demonstrate, there has been a sharp increase in the number of meetings convened by United Nations bodies and serviced by the United Nations Secretariat in 1961 and 1962. The increase is by no means confined to Headquarters, but has been experienced also by the Geneva Office and the other regional establishments. This growth in the conference programme results from decisions of the General Assembly, of the Economic and Social Council and of regional commissions. It is also influenced by the extension to an increasing number of technical fields of detailed substantive collaboration between the secretariats of the United Nations regional commissions, the several specialized agencies, and about fifty technical assistance resident representatives (serving also as country directors for the Special Fund).

23. At Headquarters, the heavier conference programme has resulted from the length of the regular sixteenth session of the General Assembly in 1961 and its decision to hold a resumed session in 1962, as well as the establishment, by the Assembly during its regular sixteenth session, of a number of special commissions and committees which have met fairly continuously in 1962. The sixteenth session of the General Assembly reconvened at Headquarters on June 7 to consider exclusively the question of Ruanda-Urundi. However, the General Assembly decided to include in the agenda of the resumed session the item "The question of Southern Rhodesia". As an illustration of the extra costs involved, the General Assembly approved an appropriation totalling \$127,500 for the first part of the resumed session of the General Assembly in January 1962. This appropriation was based on an estimated duration of three weeks. The session in fact lasted for six weeks, and the total estimated costs amounted to \$219,760.

24. At Geneva, the programme of meetings has been heavy due in the main to special conferences, such as the Conference on the Discontinuance of Nuclear Weapons Tests and the disarmament meetings. The eighteen-nation Disarmament Committee which recessed on 14 June 1962, is expected to reconvene on 16 July for at least six weeks. The Conference on the Discontinuance of Nuclear Weapons Tests, although technically in recess at the moment, could reconvene at any time. Two sub-committees of the Committee on the Peaceful Uses of Outer Space met at Geneva for a period of some four weeks beginning at the end of May.

25. The rapid expansion in the number of conferences and meetings, which is most marked at Headquarters and at Geneva, is also occurring, on a much smaller scale, at the other regional locations. The Advisory Committee believes, however, that a respon-

sibility rests upon all the organs concerned to attempt to screen their respective meetings proposals for the following year in such a way as to limit the annual programme to the capacity of the establishment approved for the year. It is evident that, in the meetings area, a heavy reliance must be placed on the decision-making bodies to exercise restraint, to foresee time-tables, and to defer where possible.

26. In so far as continuing bodies are concerned, the established conference pattern laid down in General Assembly resolution 1202 (XII) is to come under review at the seventeenth session. A new opportunity will therefore exist to take steps toward a greater rationalization of the meetings pattern. In so far as the business of the General Assembly itself is concerned, the Advisory Committee would wish to draw attention to the proposals of the President of the sixteenth session of the Assembly (A/5123) and to its own comments on those proposals (para. 246 below).

27. In the Advisory Committee's report on the budget estimates for 1961,⁵ it was stated that the full impact of conferences and meetings cannot be measured merely by the cost of servicing them. The substantive workload in the preparation of documents and the cost of printing or otherwise reproducing them are often substantial. Member Governments also have their problems, financial and other, in arranging adequate participation and preparatory work. An effort must be constantly made to assess meetings proposals and to review established patterns of meetings. More detailed observations on this matter are given later in this report in connexion with the estimates for Headquarters conference services staffing needs (para. 153) and for printing (para. 246).

Public information activities

28. In its resolutions 1335 (XIII) and 1405 (XIV) dealing with the public information activities of the United Nations, the General Assembly laid down certain guiding policies, including "a policy of budgetary stabilization". This policy, as defined by the Secretary-General in his report of 16 June 1959,⁶ provides for:

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

(b) Outposting of additional professional staff within the above level for the execution of field production projects;

(c) Utilization, to the maximum extent possible and wherever operationally feasible, of combined Secretariat staff resources, including TAB staff, to meet additional demands in the operation of information centres;

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

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

29. It is the belief of the Committee that a continuation of the policy of stabilization is possible and should be confirmed by the General Assembly. In view of new conditions, the application of the policy for 1963 should entail the imposition of a ceiling on total OPI expenditures of \$6 million for that year. This compares with the estimate in annex III of the budget estimates of \$6,198,840.

30. As to ways by which stabilization could be applied without detriment to the essential public information activities, the Committee would mention these specific aspects of the proposed expenditures: (a) in the case of establishment of a new Economic and Social Unit, the organizational value of which the Committee accepts, the posts required could continue to be provided from within the existing manning table and perhaps also by closer participation of the specialized agencies involved; (b) in the staffing of information centres, there should be more reliance upon the proposed information assistants and upon Headquarters staff already employed; (c) the continued need from some of the periodic releases (e.g., Coup d'oeil) should be reviewed; (d) the proposed travel programme, with special reference to the necessity of convening thirty-two heads of centres at New York, should be reconsidered; (e) the expenditures for public information supplies and services (section 10, chapter III) should be reduced. The Committee believes that, with such an approach, savings on the estimates as presented could be accomplished so as to bring the total expenditures within the \$6 million ceiling which the Committee recommends. These proposed reductions have been taken into account in arriving at the appropriation totals recommended for the various sections of the budget in chapter II of this report.

31. Also deserving of attention is the special question of assistance from host Governments in providing premises or meeting associated rental costs for information centres. It is most unlikely, even if the need were established, that the resources of the Organization will soon permit the provision of an information centre for each and every Member State desiring one in its own country. The Secretary-General intends to open five new information centres and two new radio and visual production centres. Renewed consideration should be given to obtaining the co-operation of host Governments in those cases where expenditure for rental of premises is borne by the United Nations.

32. Finally, the Committee suggests that greater attention should be given to the joint sharing of costs in the case of projects undertaken on behalf of, or in co-operation with, specialized agencies. This question could suitably be dealt with, in the first instance, by the inter-agency consultative committee established by the Administrative Committee on Co-ordination in the public information field. The Advisory Committee would wish to be informed of the result of such consideration.

Political affairs

33. New functions have devolved upon the Department of Political and Security Council Affairs as a consequence of General Assembly resolution 1721 (XVI) on the peaceful uses of outer space. Principal Secretariat responsibility for outer space matters has been assigned to that Department and an organizational unit has been created for the purpose.

⁵ *Ibid.*, Fifteenth Session, Supplement No. 7 (A/4408), para. 42.

⁶ *Ibid.*, Fourteenth Session, Annexes, agenda item 52, document A/4122, para. 18.

Trusteeship

34. The Department of Trusteeship and Information from Non-Self-Governing Territories is scheduled by 1963 to achieve a significant reduction as compared to 1961, as can be seen from section 3 of the estimates (see also para. 156 below). Indeed, the larger part of the reduction had been accomplished by mid-year, 1962. This was to be expected, since the number of Non-Self-Governing Territories has decreased by 60 per cent in the last few years and, with the coming into independence of the two parts of the former territory of Ruanda-Urundi, the only remaining Trust Territories are Nauru, a part of New Guinea, and the Pacific Islands under United States administration. It is understood that the Trusteeship Council has tentatively decided to confine its regular sessions to one per year; moreover, no provision is made for a visiting mission in 1963.

35. On the other hand, the General Assembly, in 1961 created a series of bodies to deal with various matters involving the remaining Non-Self-Governing Territories. If the scope of operations continues at the same level in 1963, the question would arise whether the downward trend in this Department would need to be temporarily halted. However, the Advisory Committee considers that there is no firm basis for assuming that such a continuation actually will occur. The view of the Advisory Committee is that the target for reduction referred to in the preceding paragraph is capable of achievement in 1963.

Economic and social activities

36. The 1963 estimates include significant increases for staff in several units of the Department of Economic and Social Affairs and for the regional commissions. In his budget foreword, the Secretary-General has described these increases as being "an initial measure of controlled expansion of staff". He bases this view on his assessment that "the expressed will of the overwhelming majority of Member Governments is for continued expansion of activities".

37. The Advisory Committee considers this proposed changeover from a policy of "stabilization of staff" to one of "controlled expansion of staff" to be a matter of major importance warranting the most careful attention of the General Assembly. It believes that the Secretary-General should proceed with such a new policy only if the General Assembly after full consideration of all its administrative and budgetary implications, gives approval to it.

38. In this connexion, one of the major concerns of the Advisory Committee is that there should be no staff expansion—controlled or otherwise—unless it is clear that it is beyond the capacity of existing staff to absorb new workloads resulting from new decisions of the various United Nations organs. The Advisory Committee is not at all certain that the absorptive capacity has been completely exhausted and that each programme added from now on automatically calls for additional staff. It recommends that a careful survey of existing resources be made, perhaps by the Controller's Administrative Management Service, before any new policy of "controlled expansion" of staff is adopted.

39. Wholly apart from staff costs resulting from a policy of staff expansion, the General Assembly must

consider among other factors the simple matter of finding necessary facilities to house and service new staff. The Advisory Committee is informed (see section 9) that Secretariat space in the buildings both at Headquarters and at Geneva is nearly exhausted. The inauguration of a policy of annual staff expansion such as that proposed for 1963 will necessarily require the construction or rental of a substantial number of new office facilities. Thus far no proposals for such expansion or rental (other than the rental proposal mentioned in section 9) have been placed before the Advisory Committee, and it is therefore unable to comment on the magnitude of the cost which might be involved.

40. The Advisory Committee recognizes, of course, the difficult position facing the Secretary-General in view of the increasing number of decisions, particularly in the economic and social field, calling for new Secretariat activities. Nevertheless, the Committee believes that it is too early to accept a policy of steady staff expansion until all aspects of the matter, including those mentioned in the preceding paragraph, have been fully considered by the General Assembly.

41. Pending such further consideration by the General Assembly and a survey of existing staff resources, the Advisory Committee, as will be seen in detail in chapter II of this report, has not felt able to endorse in full the proposals which the Secretary-General has made for staff increases in 1963. It has dealt with the estimates for 1963 on an *ad hoc* basis, according to their specific merits, and without prejudice to the policy issue for future years which is discussed above.

42. The programming organs in the economic and social sector are the General Assembly itself, through its Second and Third Committees, and, pre-eminently, the Economic and Social Council, assisted by a wide range of functional commissions and committees and regional commissions whose work it reviews and approves. While the initial estimates are for the most part limited to requests for increases in respect of work already clearly authorized in previous years, it is apparent, as mentioned in paragraph 12 above, that these estimates will require revision so as to take into account the decisions taken by the Council at its spring and summer sessions of 1962. The Committee has been informed that upward revisions of some \$500,000 for 1963 are expected in connexion with the normal programming actions of the Council, the principal items foreseen being an intensification of United Nations services to Governments in the priority fields of industrialization, natural resources and housing, and the extension to international trade statistics compilation of electronic data processing. Additionally, there is the possibility that steps being taken by the Secretary-General and the Council to comply with General Assembly resolution 1710 (XVI) designating the current decade as the United Nations Development Decade could lead to further immediate budgetary requirements.

43. The Secretary-General has issued a report (E/3613) which contains proposals for the intensification of action in the fields of economic and social development by the United Nations system of organizations to further the objectives of the Development Decade as set forth in the above-mentioned resolution. While the Secretary-General's report calls for a large-scale mobilization and re-orientation of resources and techniques, actions to be taken should not necessarily in-

volve large-scale increases in the level of the regular budgets of the United Nations or, for that matter, the regular budgets of the specialized agencies (see para. 4 above). Yet, hardly an important substantive or operational area in the economic and social sector at Headquarters or in the field would remain unaffected by the new lines of endeavour which are discussed. The Secretary-General predicts, in the foreword to his estimates that "the need for appropriate additions to staff will inevitably follow".

44. In such circumstances, the Advisory Committee has felt impelled to consider anew the question of rational planning of over-all additions to programme. In this connexion, it attaches great importance to the cautionary observations which the Secretary-General himself has made in suggesting that 1963 should be the initial year for a "controlled expansion" of the international establishment. In his foreword to the budget, under the heading "Programmes and related staff requirements", he has stated:

"The extent to which any progressive staff expansion which may prove necessary, can take place on a controlled basis, largely depends on whether the legislative organs concerned will find it possible to establish targets which would assist in the determination of annual appropriation levels and to accept certain disciplines in respect of decisions on the programme of work. Serious attention should also be given to a possible relaxation of the current practice to impose rigid deadlines for the submission of studies and reports and the scheduling of meetings without regard to the general servicing capacity of the Secretariat at particular times. More flexibility in this respect, as well as better timing when meetings are planned, would ease present stresses considerably, avoid the need for emergency fiscal actions, and allow a more regular and consistent budgetary policy."

45. The Advisory Committee has been assured by the Secretary-General that these are views which he will take every opportunity to point out to main organs and that they will feature, in the first instance, in his statement to the thirty-fourth session of the Economic and Social Council. The Committee is confident that the same concern will be shared by the Second and Third Committees when they are considering the programme of work to be submitted to them in the Council's annual report to the General Assembly.

46. Inevitably the question arises whether new techniques are required which would enable the Council and the Assembly to keep pace with the consequences of their own actions, to have a comprehensive awareness of the totality of work projects proceeding under their authorization and, from time to time, to apply a retrospective judgement to old authorizations in the light of new ones. The most recent report of the Economic and Social Council's *Ad Hoc* Working Group on Co-ordination (E/3647) reflects the concern that growth in activities should somehow be accompanied by an effective assessment of previously established priorities and by a scaling down or elimination of lesser activities. This last is not a responsibility, in all fairness, which can be placed exclusively or even primarily upon the Secretary-General. It is perhaps for this reason that the Secretary-General, in introducing his 1963 estimates, has felt constrained to say that "the limits of the capacity of existing staff to cope successfully with

the steadily expanding activities of the Organization in all fields have been reached" and that "it has become impossible to plan the work properly, to the inevitable detriment of its quality and effectiveness".

47. Since the situation has become critical and since growth in some measure is admittedly inevitable, the Advisory Committee suggests two courses of action which relate to the processes of programme development. One, which would be of a long-term character, is that perhaps the kind of comprehensive, codified work programme which functional and regional commissions now universally employ could be introduced also at the level of the Economic and Social Council. Particularly in view of the extensive re-orientation of activities to accompany the Development Decade, the time may have arrived for a systematic review and rationalization of the host of Council decisions, (as well as parallel General Assembly decisions), in which, over a period of nearly fifteen years, the programme intentions of the United Nations have been recorded. The process suggested would be comparable to that followed periodically in certain States when whole bodies of legislation in a specific field are reviewed and recodified, with the purpose of eliminating anachronisms and anomalies and, in general, restoring to the body of law concerned a framework of reference, an internal consistency and comprehensive rationality. The Advisory Committee is of the opinion that in this way, perhaps with some adjustment of its internal organization and working arrangements, the Council could exercise more effectively its rule in co-ordinating the work of its subsidiary bodies. Secondly, the Committee suggests that, both at the Council level and in the Second and Third Committees of the General Assembly, thought should be given to the uses of the financial implications procedure, including perhaps possible techniques whereby the financial consequences of new actions undertaken by the Council (as set forth in the appropriate chapter of the Council's report to the General Assembly) could be before the Second and Third Committees early in their deliberations as relevant to their own further actions in the same or related fields (see A/4901, para. 54). Admittedly, the structure of the United Nations, including, at the Council stage, the separation of programming from financial responsibilities, while advantageous in many ways, does contribute to the difficulty of obtaining a rational reconciliation of programme objectives and budgetary capacities. This, however, is the very difficulty which must be overcome if the Organization's potential for growth is to be realized within practical limits.

DECENTRALIZATION AND STRENGTHENING OF REGIONAL COMMISSIONS

48. In its thirteenth report to the General Assembly at its sixteenth session (A/5006), the Advisory Committee noted the progress which had been made following the adoption of General Assembly resolution 1518 (XV) of 15 December 1960. The Committee also welcomed the adoption by the Assembly of resolution 1709 (XVI) setting out in more concrete terms the general lines of the policy of decentralization. The Advisory Committee is aware that the Secretary-General is presenting a report to the thirty-fourth session of the Economic and Social Council on the implementation of General Assembly resolution 1709 (XVI). On the

assumption that a report reflecting the discussion currently taking place in the Economic and Social Council will come to the seventeenth session of the General Assembly, the Advisory Committee will reserve further observations until that report is available.

PROBLEMS OF ADMINISTRATIVE STANDARDS

49. The Committee was concerned to note paragraph 18 of the report of the Board of Auditors on the financial accounts of the United Nations for the year 1961⁷ in which the Auditors have referred to "the symptoms of a certain slackening in administrative discipline which were found during the audit in various parts of the several activities undertaken by the United Nations".

50. The Committee understands that by "administrative discipline" the Auditors had mainly in mind "administrative standards", including specifically a growing number of errors detected in the vouchering process, particularly with regard to field accounts.

51. After discussing the general matter with the Chairman of the Board of Auditors and subsequently with the Controller, the Advisory Committee is of the view that the basic financial controls of the United Nations continue to be satisfactory. It is informed, however, that day-to-day adherence to best administrative standards has begun to be hampered by a variety of factors which result from rapid growth in programmes and in field operations. Among these have been mentioned the increasing necessity to recruit to field administrative posts persons lacking previous United Nations or closely related experience; the fact that a larger proportion of officials who must exercise substantive certifying authority leading to expenditure commitments are as yet not fully cognizant of all the accepted disciplines, policies and rules to which expenditures of the United Nations are subject; and finally, that, particularly for the highly experienced administrative and financial staff, the increased scope and strain of their duties is having an adverse effect upon the time and thoroughness which can be applied to individual cases.

52. The Committee is of the view that there is a major administrative problem facing the Organization as a result of the shift of the focus of activity to field operations, particularly in the areas of peace-keeping, economic and social affairs and public information. It suggests that the Secretary-General give further study to this problem, perhaps with the assistance of the Administrative Management Service in the Office of the Controller.

53. At this point the Committee wishes to call attention to the importance it attaches to the functions of the Administrative Management Service in relation to the maintenance of administrative standards at a high level. It suggests that some strengthening of the Service may be called for in the circumstances.

STANDARDS OF TRAVEL ACCOMMODATION

54. In paragraph 183 of its report on the 1962 budget estimates, the Advisory Committee took note of the fact that, as of 1 May 1961, the travel entitlements of staff proceeding on official business or home leave had on the whole been reduced to take into ac-

count the recent change-over from propeller aircraft to jets and that some decrease in costs was expected in consequence.

55. The Advisory Committee has noted that the World Health Organization has been applying, since 1 May 1962, revised standards of accommodation which should result in appreciable savings. It has accordingly investigated this matter in an effort to ascertain the consequences of the adoption of a similar system by the United Nations.

56. The Committee observes that neither the action of WHO nor the earlier reduction in standards by the United Nations, have been in conflict with inter-organization consultative arrangements, since the individual actions have been the subject of consultation but up to now there has been no agreed inter-agency policy in this field.

57. In accordance with current administrative instructions, all travel on official business by United Nations staff is undertaken by air unless specifically authorized otherwise. Staff members travelling by air on home leave, on official business, including travel to and from a mission or conference, on change of official duty station and on short-term and mission appointments are authorized the following standards of accommodation:

(a) First-class flight for Senior Officers (P-5) and above;

(b) Economy or tourist-class flight for first officers (P-4) and below;

(c) First-class accommodation regardless of grade where journeys by direct route are of a duration determined by the airline time tables to be nine hours or more.

Staff members travelling on an approved flight by economy or tourist class are entitled to payment for excess baggage in respect of themselves or their eligible dependants to bring their baggage entitlement to the amount normally allowed for first-class passengers.

58. The revised standards of accommodation adopted by WHO, which have been in effect since 1 May 1962, are as follows:

(a) Official travel is defined as travel for any purpose, the cost of which is paid by the Organization.

(b) The mode of travel is normally air travel by the most direct and fastest route; when, for the convenience of the traveller and at his request, another mode of travel is authorized, the cost to the Organization and the travel time shall not exceed that of air travel by the class of travel authorized. Any additional cost is payable by the traveller, and additional time required for travel is charged as annual leave.

(c) The maximum accommodation allowable by air is as follows:

(i) Ungraded posts: first class;

(ii) Staff members D-2 and director-consultants: first class except for travel within Europe where the maximum accommodation will be tourist/economy class;

(iii) Staff members at level P-6 (D-1) and below, short-term consultants and temporary advisers: tourist/economy class. Where the journey by the most direct and fastest route is scheduled to take nine hours or more as determined by airline schedules, the traveller will be entitled to a stop-over en route in order to rest

⁷ *Ibid.*, Seventeenth Session, Supplement No. 6 (A/5206).

or, when on duty travel, he may schedule his travel to arrive at his destination one full day before commencing his duties.

(d) Dependants of a staff member are allowed accommodation equal to that of the staff member, except for travel under the education grant, which must be by the most economical means. Student rates must be secured where available.

(e) Staff members travelling by tourist/economy class are entitled to payment of excess baggage for themselves and their eligible dependants to bring their baggage entitlements up to that normally allowed for first class.

59. It will be noted that many of the new provisions for travel of staff recently adopted by WHO have been applied by the United Nations since 1 May 1961. In fact, WHO has established the standards current at the United Nations, with the difference that travel by tourist/economy class has been extended to include staff members at the Principal Officer (D-1) and Senior Officer (P-5) levels and that the lower standard is applied regardless of the duration of the flight, with authorized stop-overs en route.

60. Provisions for travel and subsistence of United Nations staff are included in the 1963 budget estimates under the following sections:

	\$
Section 2 (chapters I, II, and III)	107,100
Section 4 (chapter III)	714,000
Section 5:	
Chapter I	365,000
Chapter II	669,000
Chapter III	1,290,700
	<hr/>
Section 18	1,238,900
Section 19	198,000
Section 20	103,000
Section 21	8,900
	<hr/>
	4,694,600
	<hr/>

These estimates, which cover transportation costs, subsistence allowances, and other related costs, are based on existing authorized standards of accommodation.

61. In order to ascertain what savings would result from a decision to apply to the United Nations the standards adopted by WHO, a recalculation of the relevant 1963 estimates has been undertaken. This recalculation had the purpose of isolating the transportation costs, which would be the only component of the estimates affected by a change of standards, from other costs included in the estimates (subsistence allowances, transit allowances, and terminal expenses) which would not be so affected. It is estimated that, of the total of \$4,694,600 included in the 1963 budget estimates for travels and subsistence of staff, an amount of \$3,254,000 relates exclusively to transportation costs.

62. In the event of the adoption by the United Nations of these standards of travel accommodation, the relevant requirements in the 1963 estimates would be reduced in an estimated amount of \$443,000 as follows:

	\$
Section 2	3,000
Section 4	90,000

	\$	\$
Section 5:		
I. Travel of staff to meetings	30,000	
II. Travel on other official business	65,000	
III. Travel on home leave	175,000	270,000
	<hr/>	
Section 18		50,000
Section 19		30,000
Section 20		— ^a
Section 21		— ^b

^a All travel charged against section 20 (Office of High Commissioner for Refugees) is already subject to the jet-economy rule.

^b Practically all travel of the staff of the Registry of the International Court of Justice is intra-European and, therefore, the proposed lowering of travel standards would not produce any appreciable savings.

63. On this basis there is, from the budgetary standpoint, a clear case for the adoption of the WHO standards. But, in addition to the obvious financial advantages of this solution, certain desirable consequences would result in the administrative field. It appears that the revised formula is a much simpler one and avoids many possibilities of contention between the staff and the administration. It would facilitate—at least for home leave travel—the adoption of a voucher system whereby an individual staff member could make all his travel arrangements to his own satisfaction, while the costs of any deviation from established standards of accommodation or routing would be paid by him and any transit time above the statutory entitlement would be charged to annual leave. The Advisory Committee understands that the Secretary-General would keep control of all arrangements for official duty travel and that, even in the case of home leave, the Secretariat would have to arrange for bookings during the peak travel periods. Consequently, while the system proposed is not intended to relieve the Organization of all responsibility, it would lighten the workload now imposed on the Purchase and Transportation Division and the Accounts Division.

64. For all these reasons, the Advisory Committee recommends the adoption by the United Nations of the revised travel rules implemented by WHO since 1 May 1962, as summarized in paragraph 58 above. Considerable savings in addition to those shown in paragraph 62 would be effected because the new rules would automatically apply to ONUC, UNEF, TAB and the Special Fund. In the case of UNICEF, the economy class standard already applies to all staff at all levels. The effective date might be the beginning of the 1963 financial year, i.e., 1 January 1963.

65. The Advisory Committee understands that, should the lower standard of accommodation be extended to the Under-Secretary and Director (D-2) categories, additional reductions estimated at \$15,000 would result.

66. It has also been informed that the application of similar standards of accommodation as a ceiling for the reimbursement of travel expenses of representatives, members of commissions, committees and other subsidiary bodies of the General Assembly, which are provided for under section I of the budget, would result in additional reductions estimated to be of the order of \$230,000, comprising \$188,400 under chapter I, \$37,600 under chapter III and \$4,000 under chapter V. It may be noted in this connexion that an increasing

number of Governments are applying the economy class standard to official duty travel.

GENERAL SERVICE SALARY SCALES AT GENEVA

67. The Advisory Committee had occasion to consider at its last spring session the procedures for determining movements in the General Service salary scales at Geneva, and in its first report to the General Assembly at its seventeenth session (A/5121), after describing the development of the General Service category, it stated its views on:

(a) The base levels at which General Service salaries at Geneva should be fixed in 1962;

(b) The question of how these salaries should be adjusted in the future, if adjustments seem necessary;

(c) The achievement of effective co-ordination in this field between the international organizations in Geneva belonging to the United Nations family.

Since the issue of that report in April 1962, the Expert Committee, which was appointed by the Executive Heads of the United Nations, the ILO, WHO, ITU, WMO and GATT, to examine and make recommendations on various aspects of the problem of General Service salaries in Geneva, submitted its report on 12 May 1962.

68. The salary scales recommended by the Expert Committee were higher than the existing base salary scales (net) but lower than those granted to the WHO staff by a decision of the Director-General announced on 15 February 1962, with retroactive effect from 1 January 1962. The Expert Committee recommended that the existing staff should be granted a special personal allowance to bridge any gap between the rates resulting from these scales and those operating in WHO.

69. The Director-General of the ILO reported to the Governing Body of that organization that he could not accept a proposal which would have the effect of approving two scales—the equivalent of the scale currently being paid by WHO for existing staff and a new lower scale for new staff coming into employment. He accordingly recommended that the scale currently being applied in WHO should be approved for the ILO as a base scale. At its 152nd session, the Governing Body of the ILO approved this recommendation and also decided to approve the further recommendation to grant one annual increment at the present time to all serving members in the General Service category of the ILO. With regard to the latter decision, the Advisory Committee understands that it is not the intention of the other Geneva-based organizations to adopt a similar course.

70. The Secretary-General has reported to the Advisory Committee that he has considered it necessary in order to ensure equity of treatment to all General Service staff in Geneva to apply the scales now authorized for corresponding grades in the ILO and WHO, with effect from 1 January 1962, as a basic scale for the United Nations staff and that he will continue his consultations with the other interested organizations with a view to finding a satisfactory basis for the subsequent adjustment of salaries. The Committee wishes at this point to recognize the efforts of the Acting Secretary-General, in difficult circum-

stances, to achieve co-ordination and joint consultation in this connexion.

71. The Advisory Committee considers it necessary to express its concern at the developments which have occurred in this matter. It appears rather clearly that too little attention has been paid to the principles of the common system intended to prevail with respect to salaries and conditions of employment in the member organizations of the United Nations family. A tendency towards unilateral action and a disregard of objective judgements has been discernible. In this connexion, the Committee draws attention to the observations it made in paragraphs 12-13 and 29-31 of its report of 18 April 1962 on the salary scale for the General Service category at Geneva (A/5121). The question now arises as to the adequacy of existing machinery to provide necessary co-ordination and to reach agreements which will be observed by all organizations. Accordingly, the Advisory Committee suggests that perhaps the time has come to give consideration, *inter alia*, to the recommendations contained in paragraphs 295-303 of the report of the Salary Review Committee of 1956⁸ concerning the need for a strongly constituted independent body to make judgements when problems arise in the administration of the common system.

DRAFT RESOLUTIONS

72. Appendices I, II and III to the present chapter contain the following draft resolutions recommended by the Advisory Committee for 1963:

- I. Draft budget resolution;
- II. Draft resolution relating to unforeseen and extraordinary expenses;
- III. Draft resolution relating to the Working Capital Fund.

DRAFT BUDGET RESOLUTION

73. The draft budget resolution submitted by the Secretary-General is in the same form as that approved by the General Assembly for 1962 (resolution 1734 A, B and C (XVI) of 20 December 1961). The three parts of the resolution cover: part A, the budget appropriations; part B, the income estimates and part C, the financing of the appropriations. The text of the resolution submitted by the Advisory Committee in appendix I is the same as that proposed by the Secretary-General, except that the amounts included reflect the recommendations of the Advisory Committee on the expenditure and income sections of the budget, as set out in this report.

74. The Committee would draw attention to the fact that in section 12, chapter V (United Nations Bond Issue), a *pro memoria* provision only has been made, as the amount to be provided for amortization of the principal and payment of the interest charges due on these bonds in 1963 will be determined by the value of the bonds sold in 1962 (see also para. 260 below). It would also invite attention to its comments on sections 13-17 (Technical programmes). As explained in paragraph 265, the Advisory Committee has deferred making any recommendations concerning the estimates proposed in sections 13, 14, and 16 (chapter I). It

⁸ *Ibid.*, Eleventh Session, Annexes, separate fascicle, document A/3209.

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the meantime, the Secretary-General's estimates have been included in the draft resolution.

DRAFT RESOLUTION RELATING TO UNFORESEEN AND EXTRAORDINARY EXPENSES

DRAFT RESOLUTION RELATING TO THE WORKING CAPITAL FUND

75. In appendices II and III, the Advisory Committee recommends, provisionally, draft resolutions

relating, respectively, to unforeseen and extraordinary expenses for 1963 and to the Working Capital Fund for 1963 in the same form and text as submitted by the Secretary-General.

76. The draft resolution relating to the Working Capital Fund may be affected by any decision taken following the consideration by the Secretary-General, in consultation with the Advisory Committee, of the desirability of a substantial increase in the size of the Working Capital Fund, as indicated in the foreword to the budget estimates.

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

	Secretary-General's budget esti- mates for 1963 \$	Advisory Committee's recommenda- tions \$	Decrease \$
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	1,134,000	1,114,000	20,000
2. Special meetings and conferences	1,572,800	1,441,200	131,600
PART II. <i>Staff costs and related expenses</i>			
<i>Section</i>			
3. Salaries and wages	43,128,000	42,759,000	369,000
4. Common staff costs	10,367,500	10,039,500	328,000
5. Travel of staff	2,324,700	1,979,700	345,000
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	4,133,000	4,107,000	26,000
8. Permanent equipment	593,900	500,000	93,900
9. Maintenance, operation and rental of premises	3,749,400	3,650,000	99,400
10. General expenses	4,136,000	3,950,000	186,000
11. Printing	1,399,400	1,350,750	48,650
PART IV. <i>Special expenses</i>			
<i>Section</i>			
12. Special expenses	125,000 ^a	125,000 ^a	—
PART V. <i>Technical programmes</i>			
<i>Section</i>			
13. Economic development	2,135,000	2,135,000 ^b	—
14. Social activities	2,105,000	2,105,000 ^b	—
15. Human rights activities	140,000	140,000	—
16. Public administration—Chapter I	1,095,000	1,095,000 ^b	—
Chapter II	850,000	850,000	—
17. Narcotic drugs control	75,000	75,000	—

^a Only a *pro memoria* provision has been made for chapter V (see para. 260 below).

^b The Secretary-General's estimate has been included in this column because the Advisory Committee has not been able to recommend any specific provision for the reasons indicated in para. 265 below.

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

	<i>Secretary- General's budget esti- mates for 1963</i> \$	<i>Advisory Committee's recommenda- tions</i> \$	<i>Decrease</i> \$
PART VI. <i>Special missions and related activities</i>			
<i>Section</i>			
18. Special Missions	2,612,400	2,450,000	162,400
19. United Nations Field Service.....	1,458,100	1,403,000	55,100
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	2,494,000	2,400,000	94,000
B. INTERNATIONAL COURT OF JUSTICE			
PART VIII. <i>International Court of Justice</i>			
<i>Section</i>			
21. International Court of Justice.....	921,300	914,300	7,000
Recapitulation:			
Secretary-General's estimates			\$86,649,500
Advisory Committee's recommendations.....			84,683,450
Total reduction recommended by the Advisory Committee			1,966,050

APPENDIX I

Draft budget resolutions for the financial year 1963 (submitted by the Advisory Committee)

A

BUDGET APPROPRIATIONS FOR THE FINANCIAL YEAR 1963

The General Assembly

Resolves that for the financial year 1963:

1. Appropriations totalling \$US 84,683,450 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.....	1,114,000
2. Special meetings and conferences.....	1,441,200
TOTAL, PART I	2,555,200

PART II. *Staff costs and related expenses*

<i>Section</i>	
3. Salaries and wages.....	42,759,000
4. Common staff costs.....	10,039,500
5. Travel of staff.....	1,979,700
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; hospitality	100,000
TOTAL, PART II	54,878,200
Carried forward	57,433,400

Appraisal of the budget estimates for 1963

A. UNITED NATIONS (*continued*)

	<i>Amount in US dollars</i>
<i>Brought forward</i>	57,433,400
PART III. <i>Buildings, equipment and common services</i>	
<i>Section</i>	
7. Buildings and improvements to premises	4,107,000
8. Permanent equipment	500,000
9. Maintenance, operation and rental of premises	3,650,000
10. General expenses	3,950,000
11. Printing	1,350,750
TOTAL, PART III	13,557,750
PART IV. <i>Special expenses</i>	
<i>Section</i>	
12. Special expenses	125,000 ^a
TOTAL, PART IV	125,000
PART V. <i>Technical programmes</i>	
<i>Section</i>	
13. Economic development	2,135,000 ^b
14. Social activities	2,105,000 ^b
15. Human rights activities	140,000
16. Public administration (Chapter I)	1,095,000 ^b
(Chapter II OPEX)	850,000
17. Narcotic drugs control	75,000
TOTAL, PART V	6,400,000
PART VI. <i>Special missions and related activities</i>	
<i>Section</i>	
18. Special missions	2,450,000
19. United Nations Field Service	1,403,000
TOTAL, PART VI	3,853,000
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	2,400,000
TOTAL, PART VII	2,400,000
B. INTERNATIONAL COURT OF JUSTICE	
PART VIII. <i>International Court of Justice</i>	
<i>Section</i>	
21. International Court of Justice	914,300
TOTAL, PART VIII	914,300
GRAND TOTAL	84,683,450

^a Only a *pro memoria* provision has been made for chapter V (see para. 260 below).

^b The Secretary-General's estimate has been included in this column because the Advisory Committee has not been able to recommend and specific provision for the reasons indicated in para. 265 below.

2. The Secretary-General is authorized:

(a) To administer as a unit the provisions under sections 1, 3, 5 and 11 in a total amount of \$131,900 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 \$203,100 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 voted by 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.

B

INCOME ESTIMATES FOR THE FINANCIAL YEAR 1963

The General Assembly

Resolves that for the financial year 1963:

1. Estimates of income other than assessments on Member States totalling \$US 14,807,200 are approved as follows:

PART I. *Income from staff assessment*

Section	\$	\$
1. Staff assessment	8,700,000	
TOTAL, PART I		8,700,000

PART II. *Other income*

Section		
2. Funds provided from extra-budgetary accounts	1,784,700	
3. General income	1,750,000	
4. Sale of United Nations postage stamps	1,300,000	
5. Sale of publications	541,000	
6. Services to visitors and catering services	731,500	
TOTAL, PART II		6,107,200
GRAND TOTAL		14,807,200

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 1963

The General Assembly

Resolves that for the financial year 1963:

1. Budget appropriations totalling \$84,683,450 together with supplementary appropriations for 1962 totalling \$000,000,000,⁹ 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 \$6,107,200 by income other than staff assessment approved under resolution B above;

(b) As to \$000,000,000,⁹ by the balance on surplus account for the financial year 1961;

(c) As to \$000,000,000,⁹ by assessment on Member States in accordance with the General Assembly resolution on the scale of assessments for 1963;

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

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

(i) \$8,700,000, being the estimated staff assessment income for 1963, and

(ii) \$68,075, being the excess of staff assessment income for 1961 over estimated income; and

(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.

⁹ As determined by the General Assembly at its seventeenth session.

APPENDIX II

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

The General Assembly

1. *Authorizes* 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 and the provisions of paragraph 3 below, to enter into commitments to meet unforeseen and extraordinary expenses in the financial year 1963, 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;

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

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

2. *Resolves* that the Secretary-General shall report to the Advisory Committee on Administrative and Budgetary Questions and to the General Assembly, at its eighteenth 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;

3. *Decides* that if, as a result of a decision of the Security Council, commitments relating to the maintenance of peace and security should arise in an estimated total exceeding \$10 million before the next regular session of the General Assembly, a special session of the General Assembly shall be convened by the Secretary-General to consider the matter.

APPENDIX III

Draft resolution relating to the Working Capital Fund¹⁰
(submitted by the Advisory Committee)

The General Assembly

Resolves that:

1. The Working Capital Fund shall be established for the year ending 31 December 1963 at an amount of \$US 25 million, to be 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 1963;

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 1962 under General Assembly resolution 1736 (XVI) of 20 December 1961, provided that, should such advance paid by any Member to the Working Capital Fund for the financial year 1962 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 1963;

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;

¹⁰ See para. 76 above.

(b) Such sums as may be necessary to finance commitments which may be duly authorized under the provisions of the resolutions approved by the General Assembly, in particular, 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) With the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions, such sums 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; 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;

(e) 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 that Fund;

(f) Such sums, not to exceed \$100,000 during the period 1961 to 1964, as may be necessary to finance awards made for the international encouragement of scientific research into the control of cancerous diseases, pursuant to General Assembly resolution 1398 (XIV) of 20 November 1959; the Secretary-General shall make provision in the annual budget estimates for reimbursing the Working Capital Fund;

5. Should the provisions in paragraph 1 above prove inadequate to meet the purposes normally related to the Working Capital Fund, the Secretary-General is authorized to utilize, in 1963, cash from special funds and accounts in his custody, under the conditions approved in General Assembly resolution 1341 (XIII) of 13 December 1958 or the proceeds of loans authorized by the Assembly.

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	1,134,000
Estimate recommended by the Advisory Committee	1,114,000
1961 (actual expense)	1,116,431
1962 (appropriation)	1,155,240

77. The provisions under this section are related to the general programme of meetings envisaged for 1963. Travel and subsistence allowances payable to members of organs of the United Nations are governed by General Assembly resolutions 1075 (XI) of 7 December 1956 and 1588 (XV) of 20 December 1960, while the payments of honoraria to members of expert bodies are laid down in reports of the Fifth Committee as approved by the General Assembly at its 729th and 959th meetings on 13 December 1957 and 20 December 1960, respectively. As regards the Board of Auditors, provision is also made for reimbursement to the Governments concerned for costs incurred in furnishing audit staff.

78. The decrease of some \$21,000 in the 1963 estimates in this section, by comparison with the 1962 appropriation, is explained largely by the following factors: (a) no provision is made for the United Nations Scientific Advisory Committee (1962: \$7,300) since this Committee will be provided for in section 2 together with the United Nations Conference on the Application of Science and Technology for the Benefit of the Less Developed Areas; (b) no provision is made at this stage pending a decision by the General Assembly at its seventeenth session for the United Nations Scientific Committee on the Effects of Atomic Radiation (1962: \$43,000); (c) no provision is made in chapter IV for any visiting mission to Trust Territories in view of the fact that no such mission is scheduled for 1963. These reductions are largely offset by increases in the estimates for travel of representatives to the General Assembly (\$28,000), as well as for the Advisory Committee on Administrative and Budgetary Questions (\$30,000) and the Board of Auditors (\$17,800).

79. In its reports on the 1960, 1961 and 1962 budget estimates¹¹, the Advisory Committee drew

attention to the fact that the last paragraph of General Assembly resolution 1202 (XII) of 13 December 1957, 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. Furthermore, the Committee would recall that, in its resolution 693 B (XXVI) of 31 July 1958, the Economic and Social Council accepted, as a general principle, a biennial pattern for the meetings of its functional commissions. Nevertheless, by their resolutions 830 J (XXXII) of 2 August 1961 and 1675 (XVI) of 18 December 1961, respectively, the Council and the General Assembly agreed that the biennial meetings of the Social Commission should be changed to annual meetings. Thus, of all the organs concerned only two, the Population Commission and the Statistical Commission, are now following the biennial pattern. This continuing evolution entails an increasingly heavy meeting schedule which imposes serious strains not only on the budget of the Organization, but also on its servicing capacity. The Advisory Committee therefore must stress again the need for restrained and rational planning if the general meeting pattern is to be kept within manageable bounds. In this context, it would recall that, pursuant to General Assembly resolution 1202 (XII) of 13 December 1957, the pattern of conferences is to be reviewed by the General Assembly at its seventeenth session.

80. The increase of \$30,000 for the Advisory Committee on Administrative and Budgetary Questions under chapter I, item (ii) is based on a more accurate costing of the expenditures involved. It would appear that the \$65,000 appropriation for 1962, which was based on 1960 expenditures, may prove to be somewhat short of actual requirements. This is due to the fact that the appropriation, while it took account of the increase in the membership of the Advisory Committee from nine to twelve, ignored the change in the location of the members. Whereas, in 1960, a majority of the members were stationed in New York, only three are so located in 1962 and this obviously results in considerably higher travel and subsistence costs. The Advisory Committee believes, nevertheless, that a somewhat reduced provision should prove sufficient. The estimate of \$95,000 provides for three sessions lasting a total of twenty-six weeks. As of the present time, the Advisory Committee does not anticipate the need of a spring session in 1963 and, on that basis, an amount of \$75,000 should be adequate.

81. The \$17,800 increase under chapter I, item (iii), for the Board of Auditors reflects an extension of the time spent on audit work as a result of the growing volume of the accounts. The estimate is intended to cover, *inter alia*, the external audit of the accounts of the Technical Assistance Board (including the Expanded Programme of Technical Assistance), of the Special Fund and of the United Nations Joint Staff

¹¹ Official Records of the General Assembly, Fourteenth Session, Supplement, No. 7 (A/4170); *ibid.*, Fifteenth Session, Supplement No. 7 (A/4408); *ibid.*, Sixteenth Session, Supplement No. 7 (A/4814).

Pension Fund. In the case of these three accounts, the costs of the audit, estimated at \$5,100, \$6,600 and \$3,000 respectively, are reimbursed by the Funds concerned and are included in the estimates of miscellaneous income. In respect of the external audit of the accounts of the International Court of Justice, a provision of \$500 is included in section 21.

82. A new item of \$2,000 is included in chapter V for the travel and subsistence of the Committee of three independent actuaries appointed by the Secretary-General under recommendation of the United Nations Joint Staff Pension Board, in conformity with Article XXIX of the Regulations of the Joint Staff Pension Fund. This expenditure is fully reimbursed by the Fund and, a corresponding amount has been included in the income estimates.

83. In the light of the foregoing observations, the Advisory Committee recommends an appropriation for section 1 in the amount of \$1,114,000, representing a reduction of \$20,000 in the estimate submitted by the Secretary-General.

Reduction recommended

Section 1. Travel and other expenses of representatives, members of commissions, committees and other subsidiary bodies.....	\$ 20,000
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SECTION 2. SPECIAL MEETINGS AND CONFERENCES

Estimate submitted by the Secretary-General	\$ 1,572,800
Estimate recommended by the Advisory Committee	1,441,200
1961 (actual expense)	635,304 ^a
1962 (appropriation)	1,532,000 ^b

^a Consists of \$91,990 for the United Nations Conference on the Application of Science and Technology for the Benefit of Less Developed Areas, \$64,251 for the United Nations Conference on Solar Energy, Wind Power and Geothermic Energy, \$42,101 for Commodity Conferences, \$15,500 for the Plenipotentiary Conference for the Adoption of a Single Convention on Narcotic Drugs, \$4,969 for the Third United Nations Regional Cartographic Conference for Asia and the Far East, \$161,451 for the United Nations Conference of Plenipotentiaries on Diplomatic Intercourse and Immunities and \$255,042 for the Conference on the Discontinuance of Nuclear Weapons Test.

^b Consists of \$1,407,000 for the United Nations Conference on the Application of Science and Technology for the Benefit of Less Developed Areas, \$45,000 for the United Nations Conference on Solar Energy, Wind Power and Geothermic Energy, \$45,000 for Commodity Conferences, \$23,000 for the Plenipotentiary Conference for the Adoption of a Single Convention on Narcotic Drugs, and \$12,000 for the Third United Nations Regional Cartographic Conference for Asia and the Far East.

84. Under this section, estimates are submitted, on a project basis, in respect of Conferences of an extraordinary character, thus isolating from the regular sections of the budget such expenses as are not comparable from year to year.

Chapter I. United Nations Conference on the Applications of Science and Technology for the Benefit of Less Developed Areas

85. At its sixteenth session, the General Assembly approved a total appropriation of \$2 million to be spent over a period of three years for the Conference on the Application of Science and Technology for the

Benefit of the Less Developed Areas. It also approved the following distribution by financial year: 1961—\$135,000; 1962—\$1,407,000; 1963—\$458,000.

86. It was subsequently decided to postpone the Conference from August 1962 to February 1963 and it is now estimated that the total costs of the Conference will be increased by \$204,100 over the amount approved by the General Assembly. Of this increase, roughly \$120,000 is the direct result of the prolongation of the preparatory period from eight to thirteen months, and about \$60,000 is attributable to new purposes together with some strengthening of the Secretariat, which experience since the beginning of 1962 has shown to be essential, e.g. the recruitment of a Deputy Conference Secretary-General and provision for a small Headquarters Liaison Unit. The rest of the increase is directly due to the fact that the Disarmament Conference is meeting at the European Office of the United Nations, which means that, in 1962 at least, the Conference secretariat can no longer count on as much assistance from the European Office as had been expected.

87. The total expenditure of \$2,204,100 would be distributed by financial year as follows: 1961—\$91,990 (actual expenditure); 1962—\$1,104,710; 1963—\$1,007,400.

88. The largest item in the estimates for 1963 is item (vi) (Publication of the proceedings) in the amount of \$666,500. The Committee notes, in this respect, that the assumptions on which the estimates are based have not changed. However, in view of the fact that it has been given to understand that the Secretariat would undoubtedly be under considerable pressure to accept a larger number of scientific papers for publication, the Advisory Committee trusts that the Secretary-General will establish a policy which will enable the Secretariat to maintain the present limits.

89. During its spring session at Geneva, the Advisory Committee was informed that the Scientific Advisory Committee appears to be in favour of the printed publication of all papers in all four languages. The total additional cost (translation, printing and related operations) would amount to \$1,830,000. The Advisory Committee would point out that the matter was fully discussed during the sixteenth session and that the General Assembly reached the conclusions indicated in paragraph 58 of the report of the Fifth Committee¹² which states: "On the subject of the Conference publications, the balance of opinion favoured the programme recommended by the Secretary-General and the Advisory Committee, which fulfilled the most economical standard compatible with the effective performance of the work of the Conference. It would not be right to spend an additional \$1.8 million on the translation and reproduction *in extenso* of all 500 papers in all the working languages, even though, as other delegations pointed out, they would hold out much interest to the less developed countries".

90. This matter of printing the proceedings of special conferences has been a subject of concern to the Advisory Committee for many years and attention is called to the comments made on this point in paragraphs 67-69 of the Committee's report on the 1962 budget estimates. Accordingly, the Committee will limit itself to noting that, because of timing considerations,

¹² *Ibid.*, Sixteenth Session, Annexes, agenda item 54, document A/5075.

the printing programme of the Scientific Conference has not been submitted to the scrutiny and approval of the Publications Board as the Committee urged in the above-mentioned report. In conclusion, the Advisory Committee would stress the fact that the budget estimates as approved by the General Assembly spell out the agreed arrangements for the publication of the proceedings of the Scientific Conference and that any proposal for a departure from those arrangements, involving additional cost, should be submitted to the General Assembly for its decision on the additional budgetary provision requested.

91. Another area in which there would appear to be room for considerable savings is the very substantial provision requested for temporary assistance in the amount of \$183,900. The Advisory Committee would once again express the hope that every effort will be made to secure the loan of staff, especially conference and clerical staff, from specialized agencies and other institutions interested in the Conference on a non-reimbursable basis.

92. In the circumstances, the Advisory Committee believes that, while the decision to delay the Conference would result in increased costs, these should not exceed \$100,000. In other words, the total expenditure for the Scientific Conference should be limited to \$2.1 million spread over three financial years. This implies a reduction of \$104,100 in the global estimate submitted by the Secretary-General, which must be wholly applied against the 1963 provision, since 1963 is the last of the three financial years involved.

93. However, the Advisory Committee would recommend that the General Assembly authorize the reappropriation for 1963 of any unobligated balance of the 1962 revised appropriation of \$1,104,710. The Committee makes this recommendation in the expectation that the Secretary-General will be able to save substantial sums in the second part of 1962 which would then be at his disposal next year when the Conference is actually held, in addition to the reduced appropriation of \$903,300 recommended by the Advisory Committee for 1963.

94. Subject to the reappropriation clause set out in the preceding paragraph, the Advisory Committee recommends an appropriation for chapter I of section 2 in the amount of \$903,300, representing a reduction of \$104,100 in the figure proposed by the Secretary-General.

Chapter II. International Conference of Plenipotentiaries on Consular Relations

95. The Secretary-General has submitted an estimate of \$399,500 for a conference to be held at Vienna pursuant to resolution 1685 (XVI) of 18 December 1961. This Conference will be convened in March and April 1963 for a period of seven weeks with four meetings per day and full servicing (interpretation, précis-writing and translation) in four languages.

96. In accordance with paragraph 2 (e) of resolution 1202 (XII) of 13 December 1957, the Austrian Government will pay the additional expenditure over the cost of a New York-based conference. This contribution is estimated at \$193,000 to be included in income section 3 of the budget. The net cost of the Conference to the United Nations would therefore be \$206,500.

97. During the course of the sixteenth session, the Advisory Committee considered the financial implications of the draft resolution of the Sixth Committee, subsequently adopted by the General Assembly as resolution 1685 (XVI), and recommended the figure of \$180,000 for a conference to be held at Headquarters. As explained in the preceding paragraph, the corresponding figure now submitted is \$206,500. Considering that there are no changes in the arrangements proposed, the Advisory Committee sees little justification in the \$26,500 increase now proposed by the Secretary-General. The Advisory Committee has been given to understand that temporary assistance costs had been under-estimated in the original submission, but the Committee would suggest that the \$277,000 provision requested for the Conference by the Secretary-General should permit of some savings. Similarly, item (i) (Travel and subsistence of staff) should offer some leeway.

98. The second largest item is printing for which an estimate of \$91,000 is submitted. The Advisory Committee would here again refer to the comments it made on the subject in paragraphs 67-69 of its report on the 1962 budget estimates. Without making any formal recommendation on the substantive aspects of this problem, the Advisory Committee would suggest that consideration might be given to the adoption of a more selective approach in the determination of the papers to be issued in printed form. Printing might be reserved to texts of a lasting value such as final acts and conventions. The Advisory Committee would point out that restricting the printing work in the case of the International Conference of Plenipotentiaries on Consular Relations to the convention and the final act in the five official languages would reduce the printing expenditure from \$91,000 as proposed to \$17,200, or a saving of \$73,800.

99. In the light of the above observations and in the expectation that substantial savings can be achieved, the Advisory Committee does not see any reason for modifying its original estimate and it would therefore recommend an appropriation for chapter II of section 2 in the amount of \$375,000, representing a reduction of \$24,500 in the figure proposed by the Secretary-General.

Chapter III. United Nations Regional Cartographic Conference for Africa

100. The Secretary-General requests a provision of \$28,700 for this Conference which is to be held at Addis Ababa for a period not to exceed two weeks in the second quarter of 1963. The estimate provides for: (i) temporary assistance, \$24,200; (ii) travel and subsistence of staff, \$4,000; (iii) general expenses, \$500. It is based on the following assumptions: the travel expenses of representatives will be borne by the participating Governments, the Conference will hold two meetings a day with simultaneous interpretation in English and French and summary records in English and French, it will be necessary to supplement the language staff of the Economic Commission for Africa by two interpreters, six translators/précis-writers, two revisers and four bilingual stenographers to be recruited from Europe; two staff members from Headquarters will be required to provide the substantive services of the Conference. The estimate does not provide for the

cost of printing of the proceedings (\$8,600) to be incurred in 1964.

101. The Advisory Committee is not convinced of the necessity of recruiting and sending to Addis Ababa so many temporary staff or indeed of having summary records when minutes recording decisions might suffice, with corresponding savings. The Advisory Committee therefore expresses the hope that the actual expenditures will be held at a lower level.

102. Nevertheless, the Advisory Committee does not wish to recommend any reduction in the estimate of \$28,700 proposed by the Secretary-General for chapter III of section 2.

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

103. The provision requested under chapter IV (\$82,800) relates exclusively to the costs of printing the proceedings of the Conference. It appears that the unexpected submission of 270 technical papers has raised these costs to an estimated figure of \$127,800, or \$82,800 over the \$45,000 appropriated in 1962.

104. The Advisory Committee would call attention to the procedure followed in this case, where the Publications Board was not consulted until the Conference was over and could not therefore review the printing programme with the aim of limiting it to the level of \$45,000 approved by the General Assembly. The Advisory Committee understands that the Publications Board could only suggest a few minor curtailments in the material to be printed. Consequently the Secretary-General had no choice but to submit an estimate for the full additional expenditure in 1963. This circumstance is another example of the unsatisfactory practice which prevails as regards the printing of the proceedings of special conferences to which the Advisory Committee has referred in its comments on chapters I and II of the present section.

105. The situation being as it is, the Advisory Committee reluctantly recommends an appropriation for chapter IV of section 2 in the amount of \$82,800 proposed by the Secretary-General.

Chapter V. International Technical Conference on the International Map of the World on the Millionth Scale

106. The provision requested under this chapter is restricted to the costs of printing the proceedings of the International Technical Conference which is to be convened at Bonn in August 1962 under the terms of Economic and Social Council resolution 815 (XXXI) of 21 April 1961. These costs are estimated at \$9,400 and are based on the printing of the summary records, reports of working groups, the rapporteurs' report on the Conference as well as technical papers, instructions and specifications as indicated in the text of the budget estimates.

107. The Advisory Committee has enquired into the reasons why the regular budgetary procedure—namely, including the full costs of the Conference in expenditure section 2 and the offsetting contribution of the host Government in income section 3—was not followed in this case. It has been informed that, at the time of the submission of revised estimates for the 1962 General Assembly at its sixteenth session, there was not sufficient

information to allow for the presentation of estimates for the Conference. In fact, discussions with the Government of the Federal Republic of Germany on the over-all arrangements for the Conference took place only in January 1962. As a result of these discussions, it was agreed that all charges except printing costs would be paid for by the host Government and that the latter would advance to the United Nations a sum of \$30,000 which represents the estimated extra costs resulting from the fact that the Conference is being held away from Headquarters.¹⁸ The United Nations will submit an accounting to the Government of the Federal Republic of Germany for all expenses incurred, refund any unexpended balance, or request payment for any cost in excess of the advance of \$30,000.

108. In the light of the preceding observations, the Advisory Committee recommends an appropriation for chapter V of section 2 in the amount of \$9,400 proposed by the Secretary-General.

Chapter VI. Commodity conferences

109. It is stated in the budget estimates that, while it is not possible at this stage to forecast precisely the programme of commodity conferences to be held in 1963, nevertheless, in the light of recent annual expenditures and the possible foreseeable requirements for 1963, it is felt that a tentative provision of \$45,000 might reasonably be made. This provision of \$45,000 corresponds to the amount initially appropriated for 1962. It would be supplemented by inserting in the 1963 resolution relating to unforeseen and extraordinary expenses a clause similar to paragraph 1 (c) of the relevant resolution for 1962.

110. Three possible conferences are mentioned in the budget estimates: conferences on olive oil, sugar and cocoa. From a strictly technical standpoint, a case could be made for the deletion of any appropriation at this time, in view of the absence of a definite programme for 1963. However, the Advisory Committee has now been informed that the three conferences in question will be held in 1963. The \$45,000 request would provide for the servicing costs (very tentatively estimated at \$18,000 to \$23,000) of the Olive Oil Conference of three to four weeks' duration to be held at Geneva on 26 February 1963, and would meet part of the costs of the Sugar Conference to be convened also at Geneva for a period of six weeks from October to mid-November. The full costs of the Sugar Conference are estimated at \$35,000 but may rise up to \$42,000 if, as seems likely, the conference is held in two parts. The convening of a Cocoa Conference in 1963 has been definitely confirmed; however, the date and place have not been decided as yet.

111. As a help in judging the adequacy of the budgetary provision in an area where, of necessity, estimates are tentative, the Advisory Committee has enquired into the level of expenditures actually incurred during the first few months of 1962. It has been informed that, as of 30 April, total expenditures and obligations amounted to \$37,051 out of a total appropriation of

¹⁸ The estimate of \$30,000 is based on a conference of three weeks' duration (3 August to 23 August 1962), with four meetings per day. Simultaneous interpretation from and into English, French and Spanish would be required, as well as summary records in English and French for two meetings per day. There would be no records for sub-committee meetings.

Detailed recommendations on the budget estimates

\$45,000. The Secretary-General's request for 1963 would therefore appear reasonable.

112. In the light of the above considerations the Advisory Committee recommends an initial appropriation for chapter VI of section 2 in the amount of \$45,000 proposed by the Secretary-General.

Section 2 as a whole

113. In addition to the reductions recommended above, the adoption of the revised standards of travel accommodation would result in a saving of some \$3,000 to be distributed as appropriate under the various chapters of this section.

114. In the preceding paragraphs the Advisory Committee has reviewed the Secretary-General's estimates under the several chapters of section 2 and has made recommendations concerning the amounts to be provided under each of those chapters. Taking the total of these amounts, the Advisory Committee recommends for section 2 as a whole, an appropriation of \$1,441,200 representing a reduction of \$131,600 in the estimate submitted by the Secretary-General.

Recapitulation of reductions recommended:

	\$
Chapter I—United Nations Conference on the Application of Science and Technology for the Benefit of Less Developed Areas.....	104,100
Chapter II—International Conference of Plenipotentiaries on Consular Relations.....	24,500
Various chapters—Adoption of the revised standards of travel accommodation.....	3,000
	131,600

PART II. STAFF COSTS AND RELATED EXPENSES

SECTION 3. SALARIES AND WAGES

	\$
Estimate submitted by the Secretary-General	43,128,000
Estimate recommended by the Advisory Committee	42,759,000
1961 (actual expense)	35,943,416
1962 (appropriation)	40,840,550

General

115. This section includes provision for all established posts, temporary assistance and consultants, and overtime financed under the regular budget, with the exception of provisions for Field Service (section 19), the Office of the United Nations High Commissioner for Refugees (section 20) and the Registry of the International Court of Justice (section 21).

116. The appropriations proposed by the Secretary-General amount to \$43,128,000, an increase of some \$2,280,000 over the 1962 provision and about \$7,180,000 over actual expenditure in 1961. Comparisons by chapters, taking account of changes in post presentation, are given below:

Chapter	1963 estimate \$	1962 appropriation \$	1961 expense \$
I. Established posts	40,559,000	38,661,550	33,300,226
Provisional posts ^a ...	(820,350)	(704,100)	(116,667)
Special technical posts ^a	(115,000)	(115,000)	(76,173)
Office of the Executive Agent (Lower Mekong River Basin Development Project) ^a	(56,800)	(45,000)	(46,051)

Chapter	1963 estimate \$	1962 appropriation \$	1961 expense \$
II. Temporary assistance for meetings	531,000	571,000	763,588
III. Other temporary assistance	1,388,000	1,184,500	1,153,113
IV. Overtime and night differential	650,000	423,500	726,489
Total, Section 3	43,128,000	40,840,550	35,943,146

^a Costs shown in parentheses are actually included in the figures for established posts; they are given separately for purposes of information only.

117. This section, representing 56 per cent of the total budget, governs the requirements for section 4 (Common staff costs) and greatly influences the level of the requirements in a number of other sections, notably those providing for buildings, equipment and services.

Form of the estimates

118. It is to be noted that the form in which section 3 has been presented reflects a change in the administrative approach to staff requirements. The concept of "provisional posts", initiated in 1961 as a consequence of Fifth Committee action on the estimates for that year, and continued in 1962, has now been abandoned.

119. In effect, the "provisional posts" approach provided a separate category of expenditure, in the form of a lump-sum amount, to finance a possible range of new positions, the full and continuing need for which had yet to be conclusively demonstrated. The bulk of the provisional posts thus provided (25 out of 25 in 1961 and a further 27 out of 33 in 1962) were for allocation in the economic and social field, partly at Headquarters but largely in the regional commissions. Both in 1961 and in 1962 the lump sum provided was sufficient to meet only a portion of the total number of new posts which could be justified on the basis of expanding work programmes. It was therefore a cautious approach, permitting some strengthening of staff at a restricted rate and without commitment as to the future size of the permanent establishment.

120. As the Advisory Committee observed when reviewing the 1962 initial estimates,¹⁴ that innovation appeared to have practical advantages in the immediate circumstances, but its suitability as a continuing feature of the budget would be measurable only in the light of experience with its application and administration. The Advisory Committee notes that the abandonment of the 1962 presentation has resulted in the incorporation of all previous provisional posts under the heading of established posts.

121. In connexion with this resumption of former practice, the Committee draws attention to its observations in paragraph 15 of chapter I above.

New posts

122. The Advisory Committee continues to be under the impression that, within the global manning table in its entirety, there is an unevenness in the intensity of use of posts. It believes that while certain areas of

¹⁴ *Ibid.*, Sixteenth Session, Supplement No. 7 (A/4814), para. 106.

the Secretariat are under very great pressure, even perhaps pressure which should not and cannot be maintained indefinitely, there is room elsewhere for a re-deployment of staff resources. The Committee is aware that, in an international organization of the scope and complexity of the United Nations, special problems of training and acclimatization of the newer recruits arise and special problems limiting flexibility in the use of occupied posts also exist. Nevertheless, the future soundness of the establishment demands the exercise of discipline.

123. Accordingly, the Committee wishes to recommend most strongly that distinctions continue to be made, in connexion with every new programme proposal, between those new needs which can be met by re-organization or re-deployment of staff and those which clearly cannot and, again, between those staff requirements which are clearly continuing and those which may be for fixed or uncertain periods only. To the extent that net increases in staff are called for, only the clearly continuing requirements should be provided for as established posts. Valid requirements in respect of which the level and functions of post have yet to be clearly formulated, or the duration of which is uncertain, are best met under the category of temporary assistance expenditure.

124. In arriving at detailed conclusions on chapter I and chapter III of the estimates for salaries and wages, the Committee has been guided by the above considerations.

125. The Secretary-General has consolidated under the established posts heading the continuing post provisions formerly identified as "Special technical posts" and those for the Office of the Executive Agent (Lower Mekong River Basin Development Project).

126. In consequence of the new presentation just described, the chapters of section 3 following chapter I (Established posts) now provide for: Temporary assistance for meetings (chapter II), Other temporary assistance (chapter III), and Overtime and night differential (chapter IV).

Chapter I. Established posts

	\$
Estimate submitted by the Secretary-General	40,559,000
Estimate recommended by the Advisory Committee	40,275,000
1961 (actual expense)	33,300,226
1962 (appropriation)	38,661,550

	Professional	General Service*	Total
1961 Posts authorized	1,805	2,160	3,965
1962 Posts authorized	1,871	2,201	4,072
1963 Posts requested	1,985	2,302	4,287
1963 Posts recommended by the Advisory Committee	1,966	2,291	4,257

* Headquarters and Geneva only. Excludes local level staff at ECA, ECAFE, ECLA, information centres, the Social Affairs Office (Beirut), and the Technical Assistance Recruitment Office (Paris) for which monetary provision is included in the cost estimates shown in table 3-2 of the budget document. The number of staff in question is 613 in 1962 and 705 in 1963, or an increase of 92, of which the Advisory Committee recommends 77.

127. A tentative distribution of the total staff among the organizational units as envisaged by the Secretary-General is indicated in tables 3-7 A to K under section 3 of the budget document. Further information on the distribution of established posts is contained in annexes I and II to the expenditure estimates.

128. The provision under chapter I includes a sum of \$992,150 in respect of the former provisional posts, special technical posts, and posts in the Office of the Executive Agent (Lower Mekong River Basin Development Project) which are now consolidated with established posts. For a break-down of this sum and a comparison with prior years, see the table in paragraph 116 above. Provision is made also for \$1,344,910 in respect of artisans, technicians and manual workers.

The increase of \$1,897,000 in the estimates is accounted for as follows:

	\$
(a) Gross additional costs of maintaining the approved 1962 establishment	332,000
(b) Gross costs of additional established posts requested for 1963	1,565,000
	<hr/> 1,897,000

129. The costs of established posts carried forward from 1962 have been computed on the basis of the average salary of each level at each office location as at the time the estimates were prepared. For the new established posts requested for 1963, however, the costing has been made at Step III for the grade, rather than at the higher prevailing average rates. To the amounts thus calculated is added the monetary provision for local level staff at the Economic Commissions for Africa, Asia and the Far East, and Latin America, the information centres, the Social Affairs Office in Beirut, and the Technical Assistance Recruitment Office at present in Paris but to be transferred to Geneva later in 1962. Also added is the monetary provision for artisans, technicians and manual workers. From the gross total thus reached, a standard deduction for turnover is made which recognizes that for several reasons, the most significant being the fact that there are always a certain number of vacancies, the actual cost of the establishment may be expected to be somewhat below the full annual calculated costs thereof. A far larger deduction is also made for deferred recruitment of the new established posts requested. Table 3-2 of the budget document reflects these costing procedures. The details of the formula used for turnover deduction are given in paragraphs 131 to 133 below.

Cost of maintaining the establishment

130. In respect of the gross additional cost (\$332,000) of maintaining in 1963 the 1962 establishment, the major element of increase is accounted for by the difference of \$163,000 in the deduction for turnover. This difference arises owing to the need to provide in 1963 on a full-year basis for posts which were new in 1962 and were accordingly provided for with a higher delayed recruitment turnover deduction in respect of that year. A second factor contributing to this increase is the additional costs of local level posts. Such increased costs occur at the information centres where progress is now being made in the use of local information assistants in lieu of additional professional staff. There has also been an increase in local level staff costs in ECLA as influenced by relationships be-

tween cost-of-living and exchange rates, and at ECA where an adjustment in local level salary scales has recently been made. The difference of some \$85,000 in computed costs of salaries of staff at the professional level and above provides for salary increments. This, however, is offset by a recomputation of the costs of general service posts which, even after allowing for some adjustment of grades within the "other levels" grouping, are estimated at a somewhat lower amount than in 1962.

Deduction for turnover

131. As will be seen from table 3-2 of the estimates, the adjustment (deduction) for turnover of staff taken for 1963 is in the amount of \$2,010,410, as compared with \$1,368,670 for 1962. The reason for the higher deduction in 1963 is to be found both in the larger number of new posts in the estimates and in the higher rates of turnover applied to all posts.

132. An over-all 3 per cent deduction for turnover of staff has been applied to the computed costs for maintaining the 1962 establishment. In the case of the additional posts requested for 1963, a delayed recruitment (turnover) deduction of 40 per cent has been applied to the cost of additional professional posts and 20 per cent to general service, local level and manual worker posts.

133. Having considered the various factors which are involved in calculating turnover, the Committee, while recognizing that the intensive recruitment efforts being made are in pursuance of the desires of the General Assembly, believes that the deduction for 1963 may reasonably be put at a somewhat higher level than the Secretary-General has proposed. It therefore recom-

mends an increase of \$75,000, which would result in a total turnover deduction of \$2,085,410.

Additional established posts

134. The 1963 estimates for chapter I provide for a substantial strengthening of the staff in selected areas. The total gross cost of the new provisions is estimated at \$2,369,980 as follows:

	\$
Professional level and above.....	1,652,770
General service staff, Headquarters and Geneva....	464,810
Local level posts.....	235,270
Artisans, technicians and manual workers, Headquarters and Geneva.....	17,130

The net cost of these additional posts for 1963 after application of the deferred recruitment deduction just described in paragraph 132 above, is estimated at \$1,565,450. The deduction of \$804,530 in respect of the new posts is included in the total adjustment for turnover of staff referred to in para. 131 above.

135. *Over-all proposals.* A total of 108 new professional posts is proposed for 1963, and six general service posts are proposed for reclassification to the professional category, so that the combined total of all professional posts requested is 114. The number of general service posts requested, after deduction of the six proposed for reclassification to the professional category, is 101. The increase in the credit for local level posts is intended to permit the employment of an additional 92 local staff at locations other than New York and Geneva. In all, the increases proposed represent an addition to establishment costs of approximately 5 per cent.

136. A tabulation of these proposals by location and related cost is given below.

	<i>Professional level and above</i>		<i>General Service</i>		<i>Local level Amount \$</i>	<i>Manual workers Amount \$</i>	<i>Total \$</i>
	<i>No. posts</i>	<i>Amount \$</i>	<i>No. posts</i>	<i>Amount \$</i>			
Headquarters	70	672,400	86	328,480	—	11,300	1,012,180
Geneva	3	19,100	15	43,340	—	2,400	64,840
Information centres	7	47,200	—	—	51,200	—	98,400
Economic Commission for Africa	20	144,540	—	—	55,610	—	200,150
Economic Commission for Asia and the Far East....	9	70,850	—	—	22,830	—	93,680
Economic Commission for Latin America	5	37,620	—	—	58,580	—	96,200
	114	991,710	101	371,820	188,220	13,700	1,565,450

137. By comparison with the additional monetary requirements in the last column of the foregoing table, the estimated 1963 costs of posts at present approved total \$38,993,550, the distribution being as follows: Headquarters, \$27,045,520; Geneva, \$5,741,460; information centres, \$1,133,000; ECA, \$1,532,250; ECAFE, \$1,674,620; ECLA, \$1,866,700.

138. As to the intended use of the new professional, general service and local level posts requested, the two main areas of activity benefiting from the increase would be conference services and those units at Headquarters and in the field which constitute the organization of the economic and social activities of the Secretariat. The major portion of the new posts, totalling

63 professional and 41 general service, are for strengthening the economic and social area. Of the balance, 14 professional and 20 general service posts are to meet the expanding conference activity. The remainder are distributed among the various offices.

139. In its study of the Secretary-General's proposals, the Advisory Committee has been mindful of the view underlying the estimates, to which reference has been made in paragraph 36 of the first chapter of this report. This is the view that a degree of controlled expansion in the establishment over the next decade is unavoidable. The Committee's reservations on this point are set forth in paragraphs 36 to 47 of chapter I above. Also, while accepting the Secretary-General's consolidation of all

continuing post requirements under the established posts heading, the Committee wishes to draw attention to its views set out in paragraphs 122 and 123 above, on the necessity of restraint in the matter of establishment increases. It believes further that valid new requirements in respect of which the level and functions or duration of post have yet to be clearly formulated are best met by temporary assistance.

140. Having applied all these considerations to the Secretary-General's requests for posts the Advisory Committee would propose that the General Assembly limit its approval as follows:

(a) In the professional posts category and above, a total of 95 new posts, representing a reduction of 19 from the total of 114 requested and a monetary saving, as compared to the estimate, of \$139,000;

(b) In the general service category, a total of 90 new posts, or 11 less than the 101 requested, with savings on the estimate of \$40,000;

(c) In the local posts category, a monetary credit sufficient to finance 77 posts, a reduction of 15 from the total of 92 foreseen, with related saving on the estimate of \$30,000;

(d) In the category of manual workers, maintenance of the estimate as submitted.

141. If the Committee's recommendations are accepted, there would be related reduction of a further \$98,000 in the estimates under section 4 (Common staff costs).

142. To some extent the Committee's proposal for reduction have been motivated by its view that new requirements which are valid but not capable of precise formulation for purposes of establishing a continuing post should not be met under the Established posts heading but as a temporary assistance requirement. It will be seen that the Committee, in its proposals concerning chapter III (Other temporary assistance) of section 3, is suggesting that, in reducing new established

posts by 19, the General Assembly should at the same time provide a credit in the consultant provision under chapter III which would enable the Secretary-General to supplement his resources for meeting the total workload by the equivalent of five consultants, with special reference to the economic and social area.

143. To a greater extent than in some previous years, the Advisory Committee, in arriving at its overall recommendations on the Established posts chapter, has considered the components of the global totals in terms of main activities and of locations. This more thorough examination resulted from the greater detail in which requirements in terms of programmes were presented in the estimates, the presentation being in turn related to the magnitude of increases requested for 1963 as compared with recent prior years. The Committee would stress, however, that all the reasons which led the General Assembly to accord to the Secretary-General a global manning table for flexible administration by him in the light of changing circumstances within a budget year remain valid. Specifically, the Advisory Committee would point out that it has formulated no recommendations which would alter the accepted principle that an approved global manning-table provides the consolidated establishment to meet all post needs within the year and within which the Secretary-General has administrative authority to effect such transfers of posts between offices as he deems useful and desirable.

Economic and social activities

144. A total of 63 new professional and 41 general service posts, exclusive of local posts, is proposed for 1963 to meet the expansion of existing work programmes as well as the creation of new projects in the economic and social fields. The proposed credit for local level posts in 1963 would provide for an increase of 60 such posts for the regional commissions. An analysis of the proposed assignment of these new posts is given below.

Field of activity	New professional posts requested					Total
	ESA	ECA	ECAFE	ECE	ECLA	
Industrial development	7	9	1	1	—	18
Development of natural resources and transport	5	4	3	1	—	13
General economic research and policies (including trade)...	6	—	3	—	—	9
Social policy and development	8 ^a	—	—	—	—	8
Agricultural questions	—	2	—	—	—	2
Statistics	—	—	—	1	—	1
Co-ordinating units for technical assistance	—	2	2	—	3	7
Administration	—	3	—	—	2	5
Total professional posts	26	20	9	3	5	63
New general service and local level posts	36	30	11	5	19	101

^a Including one post for the Regional Social Affairs Office of the Middle East at Beirut.

145. *Department of Economic and Social Affairs.* From 1956 up to and including the date of the initial budget estimates for 1961, there was no significant change in the professional staffing of the Department

at Headquarters. Since 1960 such staff increases as have taken place were authorized on a provisional basis to meet imperative needs arising from resolutions of the General Assembly and the Economic and Social Coun-

cil. Of 312 approved professional posts in the Department at Headquarters in 1962, 11 represent provisional posts authorized in 1961 and 9 represent provisional posts authorized in 1962; 6 represent special technical posts provided for the first time in 1961 to strengthen the expert character of the staff in natural resources and industrial development. Following the decisions of the Economic and Social Council in its resolution 873 (XXXIII) of March 1962, the Advisory Committee concurred in the establishment as a matter of urgency, with effect from 1 June 1962, of a United Nations Commissioner for Industrial Development and two supporting posts (P-4 and G-3). These requirements are included within the total of new posts proposed for 1963, as are 5 additional professional posts and 6 additional general service posts for the industrial development area at Headquarters.

146. The Committee is aware that, in the other three work areas for which new Headquarters posts are being asked, considerable work pressures and new requirements exist and other are emerging. These are areas in which there is already a staff of some strength. Continued efforts with policy-making bodies to obtain lesser emphasis on projects of lesser priority may enable these areas to restrict somewhat their needs for new posts. In any event, for all four areas at Headquarters listed in paragraph 144, the availability of the special credit which the Advisory Committee proposes be established under chapter III of section 3 should provide a partial alternative. In support of this view, the Committee refers again to its observation in paragraph 122 above.

147. *Regional commissions.* From 1956 up to and including the date of the initial budget estimates for 1961, the professional staff of the regional commissions increased by 34 per cent (from 198 to 266 posts), excluding 69 specifically provided for the Economic Commission for Africa. Since 1960, such staff increases as have taken place have been on a provisional basis in response to imperative needs. Of 290 authorized professional posts at ECE, ECAFE and ECLA in 1962, 14 represent provisional posts authorized in 1961 and 15 represent provisional posts authorized in 1962; in addition, there are now 95 professional posts at ECA, of which one is a provisional post. New programmes are being called for generally by the regional commissions and, particularly in Africa, the trend is toward more regional and sub-regional meetings in many special fields as well as an increasing number of inter-sessional working groups. More than in the past, staff are being diverted from research and operational work to provide substantive services to meetings. Decentralization of specific technical assistance activities and the growing measure of direct collaboration between specialized agencies, resident representatives, and secretariats of economic regional commissions will undoubtedly have as a by-product a further increase in meetings requirements.

148. *Economic Commission for Africa.* There is a recognized desire on the part of interested Governments that a full-scale secretariat establishment for the Commission should come into being as soon as possible. The Executive Secretary has been requested to establish two sub-regional offices, one for Western Africa and one for Africa North of the Sahara. The establishment of further sub-regional offices in West Africa and

Central Africa is also being urged. The Secretary-General proposes to finance costs arising in connexion with the first sub-regional office from within the total resources received for 1963. Experience will provide a firmer basis for making specific provision for such offices in the 1964 estimates. There continue to be serious recruitment difficulties for the region and the number of posts at the professional officer level and above which were vacant at the end of June 1962 was 35; this number is expected to decrease by the end of the year.

149. *Economic Commission for Latin America.* The major development affecting the Commission is the establishment at Santiago, as at 1 July 1962, of the Latin American Institute for Economic and Social Planning as an autonomous body under the aegis of the Commission. As the Institute becomes established with its own complement of personnel, it will take over from ECLA most of the operational activities relating to advisory service to Governments (advisory groups) and training in the field of economic and development planning. The functions of the Commission, diverted in the last few years to the creation and management of operational activities of the type just mentioned, will be re-oriented so as to return to neglected areas of research work. The year 1963 will be transitional for the Commission and the only new substantive resources requested relate to consultants and experts. In the administrative and financial area, a small strengthening of staff at ECLA is intended. This is a consequence of a review by the Secretary-General of the administrative support arrangements at three of the regional commissions (ECA, ECAFE and ECLA) and his decision that reasonably comparable staffing patterns must now be provided, with special reference to conference servicing, financial services and control, and personnel services. This decision is related in part to actions taken under General Assembly resolutions 1518 (XV) and 1709 (XVI) on decentralization and strengthening of the regional commissions.

150. *Economic Commission for Asia and the Far East.* The new posts requested for the Commission are described by the Secretary-General in his estimates as relating to previously existing requirements which were explained in the 1962 estimates but not requested at that time because of the application to the Commission of the same restrictive policy as applied (except in the case of ECA) to other areas. The Advisory Committee draws attention to the inclusion under Established Posts of the staffing provisions for the Mekong Project, indicating that the project is now recognized as being of indefinite duration. The Committee has been informed that large bilateral and other donations, in cash and in kind, are being received by the Co-ordinating Committee of the four riparian countries and necessarily entail the provision of administrative and financial services by the Executive Agent and the Commission secretariat. The Advisory Committee assumes that the study of United Nations custodial and other financial responsibilities in respect of such donations, which it understands is now under way, will result soon in the drawing up of appropriate special financial rules for submission to the Advisory Committee in accordance with normal practice.

151. *Economic Commission for Europe.* It has been noted that the Commission's needs in connexion with

increased technical assistance responsibilities are being met by the transfer, to the Office of the Executive Secretary, of the Geneva Technical Assistance Office, previously treated in the estimates as a subsidiary unit of the Bureau of Technical Assistance Operations.

Conference Services

152. The Committee was greatly assisted in its review of Headquarters conference requirements by a thorough study of workload and trends prepared by the Administrative Management Service of the Controller's Office. It accepts the findings in that report concerning the growth in the annual conference programme and the consequent desirability of certain organizational and procedural rearrangements within the Office of Conference Services, including the specific proposals for upgrading of the translation sections for which the 1963 budget estimates provide. The number of new posts requested for 1963 is 20 in the professional category and 14 in the general service category. Of the 20 professional posts, 14 represent new posts and 6 represent reclassifications from the general service level. The total strength of Conference Services would thus come to 465 professional posts and 493 general service posts.

153. At the risk of repetition, the Committee wishes to draw attention again to the opportunity which the General Assembly will have, when it reviews resolution 1202 (XII) at its seventeenth session, to rationalize the conference pattern (see paras. 22-27 above). It must be emphasized that the estimates sought for conference servicing requirements in 1963 take no account of any further upward movement in the total scale of conference activity. In this area, staffing and related requirements increase in more or less direct ratio to increases in the number of meetings and volume of documentation and a heavy reliance must be placed on the willingness of Member States to exercise restraint in the establishment and maintenance of a conference pattern.

Political Affairs

154. As a consequence of General Assembly resolution 1721 (XVI) on the peaceful uses of outer space, new functions have devolved upon the Department of Political and Security Council Affairs. Principal secretariat responsibility for outer space matters has been assigned to that Department and an organizational unit has been created for the purpose. While the Committee realizes that the new function is likely to be of a continuing nature, it has gained the impression that an avoidance of undue compartmentalization would contribute to the ability of the Department to take on such significant new responsibilities without increase in the global manning table.

Legal Affairs

155. In the case of the Office of Legal Affairs, information provided to the Committee has indicated that the new posts requested for 1963 are to provide on a continuing basis for staff now employed on posts temporarily loaned from the global manning table. This increase stems mainly from a tendency by the enlarged International Law Commission to make substantial technical assignments to the Secretariat. The workload of the Legal Affairs Office has been affected also by the marked increase which has taken place in operational

activities in both the peace-keeping and the technical assistance fields since 1960.

Trusteeship and Non-Self-Governing Territories

156. The observations made in paragraphs 34 and 35 of chapter I are relevant to the estimates submitted for this Department. The 33 professional posts and 24 general service posts shown as targets represent reductions of 12 posts and 3 posts respectively in the establishment provided for 1962. Something over half of the reduction contemplated had already been achieved by the middle of 1962, and the Committee is optimistic that the Secretary-General will succeed in reaching the target by 1963. Maintenance of the target assumes that there will not be a repetition of the extraordinary number of special committees which have operated in the late months of 1961 and the first half of the present year.

Administrative and Financial Services

157. The Advisory Committee has no questions to raise concerning the increase in staffing strength proposed for the Office of the Controller unless it be the question whether the request made is sufficient to deal with the problems faced by the Controller in assuming adequate financial controls and standards for all the budgetary accounts and special accounts which now exist. The special accounts in particular tend to be of considerable magnitude, with a large degree of decentralized field administration. They are the consequence of increases in United Nations operational activities both in the peace-keeping area and in the area of economic and social technical aid to new and developing countries. The Committee has noted that the level of responsibilities carried by the Controller's Office has increased.

Chapter II. Temporary assistance for meetings

	\$
Estimate submitted by the Secretary-General	531,000
Estimate recommended by the Advisory Committee	531,000
1961 (actual expense)	763,588
1962 (appropriation)	571,000

158. The estimates for this chapter now incorporate the incidental costs of travel of non-local temporary assistance staff previously provided for separately under section 4 (Common staff costs). Comparative figures have been adjusted accordingly.

159. The Advisory Committee recommends approval of the estimate as presented.

Chapter III. Other temporary assistance

	\$
Estimate submitted by the Secretary-General	1,388,000
Estimate recommended by the Advisory Committee	1,353,000
1961 (actual expense)	1,153,113
1962 (appropriation)	1,184,500

160. The estimates make provision for: (i) general temporary assistance other than for meetings (\$781,300); (ii) individual experts and consultants (\$436,700); and (iii) *ad hoc* expert groups (\$170,000). The provision for "other general temporary assistance" incorporates the incidental travel of non-local temporary

assistance staff previously provided for separately under section 4 (Common staff costs). Comparative figures have been adjusted accordingly.

161. Under "other general temporary assistance", funds totalling \$90,000 are requested to meet the increased requests of Governments for commodity-by-country trade statistics. This represents an increase of \$51,000 over the comparable 1962 provision. A new sum of \$70,000 is requested to provide for the initial programming costs in 1963 for the conversion of the present punch card accounting system to an electronic-data-processing installation, so as to obtain the speed of operation and reliability considered desirable to meet increasing statistical and accounting requirements. The conversion would involve some two years of planning and development of procedures and a six-month period of concurrent operation of the present and proposed systems, at an estimated total cost in the three years 1963-1965 of \$300,000, offset in part by income from such users as UNICEF and the Pension Fund. The Committee is informed that, once the proposed new equipment is installed, the combined operating costs of machines and staff should be comparable with the present ones and that there should be a considerable gain in efficiency and in capacity. A special technical study by the Administrative Management Service has been the basis for this proposal. The Advisory Committee, having considered that study, has no technical objections to the proposal but believes that the General Assembly may wish to consider the precise timing of a step which entails large conversion costs. It is the intention of the Secretary-General meanwhile to make application for rental of the new machines under consideration. This action will place the United Nations higher on the waiting list for the machines but does not in itself involve an irrevocable financial commitment or expenditure of any kind.

162. The sum requested for individual experts and consultants (\$436,700) includes an amount of \$375,000 for consultants in the economic and social area at Headquarters and all regional locations. The latter sum is higher than the corresponding 1962 figure by \$68,500, including \$20,000 for ECAFE and \$39,000 for ECLA. The provision for *ad hoc* expert groups is almost identical with that for 1962 but represents a very substantial increase over 1961 expenditures.

163. Having reviewed the justifications for the estimates in chapter III, the Advisory Committee believes that an amount of \$85,000 could safely be deducted from the estimates as proposed, bringing the level to \$1,303,000. To this sum, the Committee would recommend that there be added a lump-sum credit of \$50,000 to supplement by 5 consultants the reduced level of new established posts which the Committee has recommended under chapter I (Established posts). As is stated in paragraph 142 above, the Committee has in mind some easing of the position so far as the economic and social area is concerned. The total amount which the Committee recommends for appropriation under chapter III is therefore \$1,353,000.

Chapter IV. Overtime and night differential

	\$
Estimate submitted by the Secretary-General	650,000
Estimate recommended by the Advisory Committee	600,000
1961 (actual expense)	726,489
1962 (appropriation)	423,500

164. Having reviewed the justification for this estimate, and bearing in mind the number of new general service posts and level of temporary assistance credits it has recommended for 1963, the Committee believes that the estimate could safely be reduced by \$50,000. It therefore recommends an appropriation under this heading of \$600,000.

Section 3 as a whole

165. In the preceding paragraphs, the Advisory Committee has reviewed the Secretary-General's estimates under each chapter of section 3 and has made recommendations concerning the amounts to be provided under each of those chapters. Taking the total of those amounts, the Committee recommends for section 3 as a whole an appropriation of \$42,759,000 representing a reduction of \$369,000 in the estimate submitted by the Secretary-General.

Recapitulation of reductions recommended:

	\$
Chapter I—Established posts	209,000
—Additional deduction for turnover	75,000
Chapter II—Temporary assistance for meetings	—
Chapter III—Other temporary assistance	35,000
Chapter IV—Overtime and night differential	50,000
	<hr/> 369,000

SECTION 4. COMMON STAFF COSTS

	\$
Estimate submitted by the Secretary-General	10,367,500
Estimate recommended by the Advisory Committee	10,039,500
1961 (actual expense)	8,078,175
1962 (appropriation)	9,349,650

166. The estimates under section 4 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, as well as 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), the Office of the United Nations High Commissioner for Refugees (section 20) and the International Court of Justice (section 21).

167. The following table gives a breakdown of the figures under the six chapters for the years 1961, 1962 and 1963, together with the increases in absolute terms and in percentages between 1962 and 1963 and between 1961 and 1963:

Detailed recommendations on the budget estimates

Chapter	1963 estimate \$	1962 appropriation \$	1961 expenditure \$	Increase between 1962 and 1963		Increase between 1961 and 1963	
				\$	%	\$	%
I. Staff allowances	2,414,500	2,315,400	1,895,926	99,100	4.3	518,574	27.3
II. Social security payments.....	4,910,000	4,656,450	4,058,440	253,550	5.4	851,560	20.9
III. Travel on appointment, transfer and separation.....	1,006,500	842,800	790,429	163,700	19.4	216,071	27.3
IV. Removal expenses on appointment, transfer and separation	657,750	552,000	489,791	105,750	19.1	167,959	34.3
V. Separation payments	932,500	805,000	778,141	127,500	11.6	154,359	19.8
VI. Staff training programmes....	446,250	178,000	65,448	268,250	150.7	380,802	581.8
TOTAL, SECTION 4	10,367,500	9,349,650	8,078,175	1,017,850	10.9	2,289,325	28.3

168. Most of the items of expenditure covered by this section, such as dependency allowances, education grants and related travel under chapter I, and social security payments, mainly contributions to the Pension Fund, under chapter II, represent staff entitlement or other payments in accordance with decisions or directives of the General Assembly. Actual expenditure on these items depends on the number of cases in which the entitlements arise, and the estimates are necessarily based on experience, adjusted to reflect any known factors which may affect the requirements.

169. The estimates for recruitment, transfer and separation costs under chapters III, IV and V are similarly based to a large extent on experience, but for these costs the calculations require a forecast as to the likely number of cases which may arise. The 1963 estimates are based on the following figures, with the comparative 1962 estimates and 1961 actual number of cases:

	1963	1962	1961
Appointments	300	230	238
Transfers	90	80	81
Separations	170	160	142

170. The increases proposed for chapters III and IV combined, i.e. for the travel of staff on appointment, transfer and separation, together with installation costs, removal of effects, or payment of assignment allowance in lieu of removal, total some \$270,000. The main element accounting for the increase is the request for a relatively larger complement of new professional posts in 1963 as compared with 1962. Other factors are the increasing turnover at the professional levels occasioned by the greater proportion of staff employed on fixed-term appointments and by the larger number of staff reaching retirement age. The Advisory Committee notes in this respect that the costs under the two chapters for the first part of 1962 have been running at a materially higher level than for 1961.

171. As regards chapter V (Separation payments), the expenses for 1961 are shown at some \$778,000, whereas the estimate for 1963 is about \$154,000 higher, or \$127,500 above the 1962 level. As compared with 1961, these payments are affected by the new salary scale for the professional staff and by other salary increases, and also by the turnover of staff. All of the elements—commutation of annual leave and other indemnities, repatriation grants and service benefits of fixed-term staff—show material increases for the first half of 1962 as compared with the same period in

1961. While the latter item, service benefits, is not the major element under the chapter, it may be noted that the expenditure involved is growing rapidly, in line with the larger proportion of fixed-term staff; for example, the costs of this benefit in 1960 amounted to about \$43,000, in 1961 to \$82,000 and in the first half of 1962 to approximately \$25,000 as compared with \$15,000 for the same period in 1961.

172. Chapter VI (Staff training programme) shows an increase of more than 150 per cent over the 1962 provision. This is accounted for by the following:

(a) A new item (iii) in the amount of \$100,000 for Russian language training. As explained in the budget text, this represents the United Nations share of the costs of a Training Centre for Russian language personnel established in Moscow, after consultation with the Advisory Committee, to train 16 translators and 6 interpreters for the Organization. The balance of the costs of this Training Centre (\$117,000) will be borne by the Moscow Pedagogical Institute for Foreign Languages;

(b) The remainder of the increase (\$175,000) is attributable to item (ii), Junior professional trainees, which is raised to \$300,000 to provide for the recruitment of 35 trainees in 1963—as against 20 in 1962—from a number of Member States which have no nationals or an insufficient number of their nationals on the staff of the Secretariat. The proposed increase would therefore permit a broadening of the basis of geographical distribution.

173. In its report on the 1962 budget estimates, the Advisory Committee, noting that the funds in question included provisions for travel costs and allowances as well as salaries, suggested¹⁵ that consideration might be given to arrangements under which the Governments involved could provide for the travel of their respective nationals appointed under the Junior professional trainees programme. It would seem that no tangible result has been achieved in this direction during the past year and the Committee would accordingly reiterate its suggestion, while pointing out that such financial participation by interested Governments would enable the Secretariat to recruit and train a larger number of candidates within the limits of the appropriations by the General Assembly.

174. Another point to which the Advisory Committee would wish to call attention is the shift which

¹⁵ *Ibid.*, para. 174.

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has taken place since last year in the objectives of the programme. The original purpose of the trainee programme was to prepare staff for international career service, and the first group were all appointed as probationers. With the introduction, however, of a number of new Member States who wished to participate in the work of the Secretariat but could not spare their trained staff for permanent careers and were anxious to develop their inexperienced but academically qualified junior personnel, the Secretary-General decided that the programme could include fixed-term appointees, thereby serving two purposes; training for the Secretariat and training for national service. At mid-year 1962, the group of 19 trainees (on the staff and en route) includes 7 probationers and 12 holders of fixed-term contracts. Some of the fixed-term staff will be converted into probationary status. Two additional trainees were recently transferred to regular posts. While the Advisory Committee fully realizes that many new Member States need more trained personnel, it would nevertheless express some doubts as to the appropriateness of utilizing this particular programme to satisfy that need. The full costs of the trainee programmes are charged against the United Nations regular budget on the assumption that its object is to prepare nationals of Member States which are "under-represented" in the Secretariat for placement in vacant junior professional posts in the regular establishment. Consequently, the General Assembly may wish to reconsider the question of principle, namely the proper financing procedure in cases where the trainees do not join the Secretariat or leave it after a short period. The Advisory Committee would venture to suggest that, in such cases, recourse might possibly be had to the various technical assistance programmes.

175. The Advisory Committee understands that the rather sudden 75 per cent increase in the number of trainees, from 20 in 1962 to 35 proposed for 1963, is strictly temporary and that the number will be reduced to 20 in subsequent years, possibly by 1964. The training of the candidates imposes a heavy and time-consuming additional task on senior officials who already have a full schedule.

176. On the assumption that, to some extent, transportation costs would be met by the sending Governments, the Advisory Committee believes that a programme of up to 25 trainees could be financed within an appropriation of \$190,000, particularly if it is found that not all trainees need to come to Headquarters. As stated in paragraph 173 above, any contribution by Governments to travel and other costs would permit an increase in the number of trainees over and above the 25 recommended here.

177. The recommendations of the Advisory Committee on the provisions to be made under section 3 (Salaries and wages) entail a consequential reduction in the requirements under section 4, estimated at some \$98,000. In addition, the adoption of the revised standards of travel accommodation which the Committee has recommended (para. 64 above) would result in a saving of \$90,000 under chapter III. Further, the Advisory Committee believes that the estimate for separation payments under chapter V may contain an unduly large margin for anticipated increased requirements. It would therefore recommend a reduction of \$30,000 under that chapter. Finally, as indicated in the preceding paragraph, the Committee recommends a provision of \$190,000 under chapter VI (ii) for Junior professional trainees, or a reduction of \$110,000.

178. Accordingly, the Advisory Committee recommends an appropriation of \$10,039,500 under section 4, or a reduction of \$328,000 in the estimate proposed by the Secretary-General.

Recapitulation of reductions recommended

	\$
Chapter III. Travel on appointment, transfer and separation: consequential reduction based on adoption of revised standards of travel accommodation.....	90,000
Chapter V. Separation payments	30,000
Chapter VI. (ii) Junior professional trainees.....	110,000
Various chapters. Consequential reduction based on the Advisory Committee's recommendations for section 3, Salaries and wages.....	98,000
TOTAL	328,000

SECTION 5. TRAVEL OF STAFF

	\$
Estimate submitted by the Secretary-General	2,324,700
Estimate recommended by the Advisory Committee	1,979,700
1961 (actual expense)	1,928,254
1962 (appropriation)	2,065,000

179. The total estimate of \$2,324,700 under this section is intended to cover the following three categories of expenditure: travel of staff to meetings (chapter I), travel of staff on other official business (chapter II) and travel of staff on home leave (chapter III). The following table gives a breakdown of the figures under the three chapters for the years 1961, 1962 and 1963, together with the increase in absolute terms and in percentages between 1962 and 1963 and between 1961 and 1963:

		1963 estimate \$	1962 provision \$	1961 expenditure \$	Increase between 1962 and 1963		Increase between 1961 and 1963	
					\$	%	\$	%
Chapter I.	Travel of staff to meetings	365,000	237,700	240,487	127,300	53.5	124,513	51.7
Chapter II.	Travel of staff on other official business	669,000	585,000	540,196	84,000	14.3	128,804	23.8
Chapter III.	Travel of staff on home leave	1,290,700	1,242,300	1,147,571	48,400	3.9	143,129	12.4
TOTAL, SECTION 5		2,324,700	2,065,000	1,928,254	259,700	12.6	396,446	20.6

180. In its recommendations concerning the estimates submitted under section 5, the Advisory Committee has assumed that the General Assembly will endorse its suggestion that the revised WHO standards of travel accommodation be adopted for the United Nations as of the beginning of the financial year 1963 (see paras. 54-64 above).

181. *Chapter I. Travel of staff to meetings.* The net increase of \$127,300 under this chapter results from the following major additional requirements: (i) \$64,200 for the tenth session of the Economic Commission for Latin America in Buenos Aires which, because of its biennial cycle, required no provision in the 1962 budget; (ii) an increase of \$62,100 for ECA committees, *ad hoc* groups of experts and other working groups, the provision under this item being more than quadrupled from \$17,500 to \$79,600; (iii) an increase of \$21,400 for the fifth session of the Economic Commission for Africa to be held at Leopoldville (the 1962 provision—\$70,600—was meant to cover the costs of the fourth session at Accra whereas the Commission met at its Addis Ababa headquarters at a cost of only \$30,000). These increases totalling \$147,700 are partly offset by various reductions amounting to \$20,400.

182. The developments of the past year characterized by the establishment of a number of new commissions and committees which have decided to hold meetings not only away from Headquarters but even away from established duty stations where the Organization could have provided at least part of the services required, have resulted in heavier expenditure for travel and subsistence of staff. The Advisory Committee would call attention to the comments it has made on this point in paragraph 20 above. Both in chapter I (paras. 22-27) and in its specific observations on section 11 of the estimates (paras. 244-246), the Advisory Committee has once again this year commented on the growing strain on the budget and on the servicing capacity of the Organization as a result of the increasingly heavy annual conference pattern and the need, on the part of the competent organs, for restraint and rational planning in this field. The Committee would refer to the observations it made last year about section 5 of the budget estimates¹⁶ and suggest that the Secretariat, though bound in this matter by the decisions of the United Nations bodies, should continue to make the maximum effort to achieve the most economical arrangements compatible with efficient substantive and technical servicing of the meetings in question. Under the circumstances, the Advisory Committee would more than ever urge that unflinching attention be given to planning and cost control.

183. The adoption of the revised standards of travel accommodation would result in a saving of \$30,000 under this chapter. Moreover, the Advisory Committee believes that, in view of the considerations presented in the preceding paragraphs, a further measure of savings might well be made.

184. *Chapter II. Travel of staff on other official business.* The increase of \$84,000 is due to the following additional requirements: European Office at Geneva (\$6,000), information centres (\$35,000), Economic Commission for Europe (\$5,000), Economic Commission for Asia and the Far East (\$11,500), Economic

Commission for Latin America (\$500), Economic Commission for Africa (\$26,000). In view of the substantial increase in recent years in the costs incurred for this type of official travel, the Advisory Committee notes with satisfaction that the special review and control procedure which has been applied for some time to this category of expenditure has been strictly maintained and even tightened.

185. At the same time, the Advisory Committee would call attention to the fact that the increase proposed for 1963 as compared with 1962 is almost twice that proposed for 1962 as compared with 1961. Furthermore, the 1963 request exceeds actual expenditures in 1961 by nearly 24 per cent. The Advisory Committee has accordingly studied the various items showing a substantial increase with a view to determining to what degree they are justified.

186. The largest individual increase is in the amount of \$35,000 for information centres, including \$30,000 for the travel and subsistence of 32 directors of information centres to hold a biennial meeting at Headquarters in 1963. The Advisory Committee understands that close contact is already maintained between information centres and Headquarters by means of various exchanges and, in particular, numerous visits by the Under-Secretary for Public Information and his senior assistants. Having regard to the need to allot the limited resources of the United Nations on a basis of strict priority, the Advisory Committee sees little justification in bringing 32 Secretariat officials to New York for a meeting at a cost of \$30,000.

187. Adoption of the revised standards of travel accommodation would result in a saving of \$65,000 under this chapter. In the light of the observations set out in the preceding paragraph, the Advisory Committee is of the opinion that a further reduction of the order of \$30,000 should be effected under chapter II.

188. *Chapter III. Travel of staff and dependants on home leave.* This chapter shows an increase of \$48,000 over the 1962 appropriation in spite of the fact that (i) the number of entitlements is expected to be slightly lower (831 staff members and 1,225 dependants as against 835 and 1,286 respectively) and (ii) the deduction for non-exercise of entitlement has been raised from 18 to 20 per cent. The Advisory Committee has been informed that this apparent discrepancy is due to the fact that the 1962 provision for home leave travel will very probably prove insufficient, although the need for supplementary appropriations will be reduced by the \$40,000 savings realized under chapter I following the decision of ECA to meet at its Addis Ababa headquarters instead of at Accra (see para. 181 above).

189. The Advisory Committee notes that the 20 per cent deduction for non-exercise of entitlements due to possible deferments and turnover of staff has been applied only in the case of Headquarters and the European Office. It would seem reasonable to extend a similar deduction to the other duty stations, which should permit a reduction in the estimate.

190. Adoption of the revised standards of travel accommodation would result in a saving of \$175,000 under chapter III.

191. In conclusion, the Advisory Committee would reiterate the need for an intensification of the controls already applied in this growing area of expenditure. In the preceding paragraphs it has indicated under

¹⁶ *Ibid.*, para. 179.

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which headings some savings could be achieved in addition to those resulting from the adoption of revised standards of travel accommodation, and it would accordingly recommend an appropriation of \$1,979,700 under section 5, or a reduction of \$345,000 (including \$270,000 attributable to the lowering of travel standards) in the estimate proposed by the Secretary-General.

192. In paragraph 185 of its report on the 1962 budget estimates, the Advisory Committee recalled that, at the 734th meeting of the Fifth Committee 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.¹⁷ In a later report to the Advisory Committee, the Secretary-General indicated that any major change in existing arrangements could only prudently be undertaken after a thorough examination and review of all aspects of the problem and a careful weighing of the advantages and disadvantages of possible alternatives. As mentioned in paragraph 63 above, the recommendations made by the Advisory Committee for a revision of the standards of travel accommodation would facilitate, at least for home leave travel, the adoption of a voucher system whereby individual staff members could make their own travel arrangements within the limit of their entitlements. The Secretary-General will undoubtedly explore the possibilities of administrative simplification offered by that system. To the extent that such simplification is desirable, the Advisory Committee looks forward to receiving his conclusions and recommendations as soon as opportunity permits and will reserve its comments until that time.

Reduction recommended:

Section 5. Travel of staff \$345,000

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
1961 (actual expense)	94,382
1962 (appropriation)	100,000

193. The estimate of \$100,000 submitted by the Secretary-General under this section is identical with the appropriation approved for the last two years and corresponds closely to the actual expenditure incurred in 1961. It is intended to cover the following:

	\$
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

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

¹⁷ *Ibid.*, Fourteenth Session, Annexes, agenda item 44, 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	4,133,000
Estimate recommended by the Advisory Committee	4,107,000
1961 (actual expense)	3,859,941
1962 (appropriation)	4,364,500

195. In the case of the items provided for under five of the six chapters of section 7 (i.e. chapters I, II, III, IV [in part], and VI), the General Assembly has determined the maximum cost to be incurred and the method of financing. Where provision has been made for payment by annual instalment, the present position may be summarized as follows:

Chapter		1963 instalment \$	Amount outstanding at the end of 1963 \$
I.	Amortization of the Headquarters construction loan [To be liquidated in accordance with the following scale of annual instalments:		
	\$		
	1964-1975 2,500,000		
	1976-1981 1,500,000		
	1982 1,000,000]		
II.	Transfer of the assets of the League of Nations to the United Nations.....	649,500	1,298,932
	[To be liquidated in two annual instalments of \$649,466 over the years 1964 and 1965.]		
III.	United Nations building in Santiago, Chile	382,500	—
IV. (ii)	Modernization of the Palais des Nations	131,000	933,000
	[To be liquidated in accordance with the following scale of annual instalments:		
	\$		
	1964-1966 311,000]		
VI.	Reimbursement to the World Health Organization for its investment in the Palais des Nations (General Assembly resolution 1589 (XV) of 20 December 1960)	340,000	339,761
	[To be liquidated by a final instalment in 1964.]		

196. During its spring session at Geneva, the Advisory Committee considered a final report by the Secretary-General on the now completed modernization programme of the Palais des Nations, the essential features of which are summarized in the text of the budget estimates under chapter IV, item (ii), Geneva.

197. In addition to the amount of \$131,000 shown in the above table for the reimbursement of the interest-free loan extended to the United Nations by the Swiss Federal Government for the implementation of the modernization programme of the Palais des Nations,

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chapter IV (Improvement to premises) includes two provisions: \$30,000 in item (i) for Headquarters and \$100,000 in item (ii) for Geneva.

198. The amount of \$30,000 requested in item (i) (Headquarters) is to cover the replacement of worn carpeting especially in the General Assembly and Conference buildings where deterioration is most severe. This work forms part of a plan proposed by the Secretary-General in 1958 and subsequently undertaken on a limited basis only. For reasons of financial stringency and because it is not fully convinced by the appearance and safety considerations put forward in the budget text, the Advisory Committee recommends that this programme be further restricted in 1963 to an expenditure level not to exceed \$25,000.

199. The Advisory Committee has enquired into the provision of \$100,000 which the Secretary-General has requested under chapter IV, item (ii), to enable a start to be made in 1963 on the most urgent aspects of the regular programme of maintenance and improvement of the premises in Geneva. The Advisory Committee has been informed that regular maintenance had to be deferred in the past few years pending the completion of the modernization programme. The projects now envisaged under that heading are listed under three priority ratings in the text of the budget estimates. Without going into the merits of the various operations involved, the Advisory Committee believes it very unlikely that all necessary plans and preparations can be made at a sufficiently early date to permit the implementation in 1963 of projects costing some \$100,000. It would accordingly recommend a total provision of \$79,000 for this purpose in 1963.

200. As explained in the budget estimates, chapter V (Major maintenance and capital improvement programme at Headquarters) is shown only *pro memoria* in view of the fact that the Secretary-General will submit a separate report to the General Assembly at its seventeenth session on the architectural and engineering survey concerning the alterations and enlargement of the conference and visual information facilities at Headquarters. In the meantime, the Advisory Committee has concurred as a matter of urgency in an expenditure of up to \$50,000 under the terms of paragraph 1 of General Assembly resolution 1735 (XVI) relating to unforeseen and extraordinary expenses, to permit provision of temporary seating arrangements for some 110 delegations at the seventeenth session. This concurrence has been given in the light of the decision taken by the Fifth Committee at its 877th meeting, on 10 November 1961¹⁸ on the recommendation of the Advisory Committee.¹⁹

201. The Advisory Committee has noted that the provision of \$340,000 under chapter VI towards the reimbursement to WHO for its investment in the Palais des Nations represents the second of three annual instalments authorized by the General Assembly in its resolution 1589 (XV). When the General Assembly decided to provide for total reimbursement during 1962 to 1964, it was expected that WHO would have vacated the space it occupies in the Palais des Nations by the end of the period. But it now appears that WHO's new building in Geneva will not be ready for occupancy

before the middle of 1965. In these circumstances, the General Assembly may wish to consider whether WHO should not be consulted with a view to spreading the outstanding amount to be reimbursed over the three years 1963 to 1965, thus somewhat reducing the charge on the United Nations budget in each of the three years.

202. In regard to the estimates as presented at this time under section 7 for 1963 and subject to the observation made in the preceding paragraph, the Advisory Committee recommends an appropriation of \$4,107,000, or a reduction of \$26,000 in the amount proposed by the Secretary-General.

Recapitulation of reductions recommended:

	\$
Chapter IV. Improvements to premises:	
(i) Headquarters	5,000
(ii) Geneva	21,000
	26,000

SECTION 8. PERMANENT EQUIPMENT

	\$
Estimate submitted by the Secretary-General	593,900
Estimate recommended by the Advisory Committee	500,000
1961 (actual expense)	406,559
1962 (appropriation)	438,500

203. Provision is made under this section for furniture and equipment for all offices of the United Nations other than the Office of the High Commissioner for Refugees and those at mission locations. Compared with the 1962 appropriation, the estimate shows an increase of \$155,400, which is distributed between the offices concerned as follows:

Office	Increase (or decrease) of 1963 estimates compared with 1962 appropriations \$
Headquarters	140,000
Geneva (including ECE)	3,000
Information centres	12,000
ECA	1,200
ECAFE	7,400
ECLA	(8,200)
	155,400

204. The increase of \$52,200 for furniture and fixtures under chapter I is due in a large measure to the need for acquisition of some basic office furniture at Headquarters in order to provide for the requirements of both the present staff and the new staff requested for 1963. There is also a somewhat higher provision for replacement of worn-out items. The Advisory Committee would observe that substantial delays in recruitment are bound to occur and it should be therefore possible to defer part of the acquisition programme. As for the replacement programme, it is the opinion of the Advisory Committee that the present budgetary stringency makes it desirable to keep in use all items which are regarded as reasonably serviceable.

205. Under chapter II (Office equipment) the increase of 10.5 per cent is ascribed to the need to replace various items of basic office equipment such as type-

¹⁸ *Ibid.*, Sixteenth Session, Annexes, agenda item 54, document A/5075, paras. 33-37.

¹⁹ *Ibid.*, document A/4949.

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writers and dictating and calculating machines which have reached the state of constant breakdown. Nevertheless, the Advisory Committee considers that there is some room for economy in a total estimate of \$198,000 and that a special effort should be made to restrict the purchases of equipment.

206. Under chapter III (Internal reproduction equipment) the increase of \$53,000 is almost entirely due to the need to replace a heavy offset press at a cost of \$45,000. The Advisory Committee is satisfied that this purchase is justified.

207. Chapter IV (Telecommunications equipment) shows an increase of \$6,600. It includes a provision of \$25,000 for a changeover from disc-recording to tape-recording equipment at Headquarters. The Advisory Committee understands that the new system will be more efficient, cheaper to operate and technically superior. Apart from this project, there may be room for elimination or deferment of some other items of expenditure under this chapter.

208. The \$47,400 estimate under chapter V (Transport equipment) is 78 per cent higher than the 1961 expenditure. It includes: (a) \$19,900 for the acquisition of eight new vehicles, seven of which are to be assigned to new information centres and one to ECA; (b) \$27,500 for replacement of ten vehicles including three at existing information centres and three at ECAFE. Over the years the Advisory Committee has repeatedly suggested the possibility of reducing this kind of expenditure and it is not wholly satisfied that every new information centre should be provided with a car or that the regional economic commissions need such large fleets of vehicles.

209. The Advisory Committee has learned that the increase of \$20,700 under chapter VI (Other equipment) is almost entirely attributable to the acquisition of a new X-ray machine for the Headquarters Health Service in order to replace a machine which had been purchased in 1949 and has been in continuous use ever since. While refraining from expressing any judgement on this particular request, the Advisory Committee would hope that this expenditure will be at least partly offset by the postponement of other items in this chapter.

210. In conclusion, the Advisory Committee wishes to stress that section 8, more than most sections in the regular budget of the United Nations, lends itself to a continuing degree of control by the Secretary-General and that restraint is called for. It has pointed out in the preceding paragraphs various chapters where substantial savings could well be achieved.

211. Accordingly, the Advisory Committee recommends an appropriation for section 8 in the amount of \$500,000 or a reduction of \$93,900 in the estimate submitted by the Secretary-General. The Advisory Committee would leave it to the Secretary-General to distribute the reduction as he may deem appropriate.

Reduction recommended:

Section 8. Permanent equipment..... \$93,900

SECTION 9. MAINTENANCE, OPERATION AND RENTAL OF PREMISES

	\$
Estimate submitted by the Secretary-General	3,749,400
Estimate recommended by the Advisory Committee	3,650,000
1961 (actual expense)	3,247,561 ^a
1962 (appropriation)	3,458,200 ^b

^a Includes \$35,000 for the resumed fifteenth session and third special session of the General Assembly.

^b Includes \$8,200 for the resumed sixteenth session of the General Assembly.

212. The total estimate of \$3,749,400 under section 9 shows an over-all increase of \$291,200 over the 1962 provision and \$501,839 over actual expenditures in 1961. The level of services proposed for 1963 may best be judged by comparison of the 1963 estimates with 1961 expenditures as adjusted to take account of subsequent wage or rate increases which are estimated at \$143,500 since the beginning of 1961, and excluding \$35,000 for estimated expenses related to the resumed fifteenth session and third special session of the General Assembly. On this basis the position at the various locations is as follows:

	1963 estimate 1 \$	1962 appropriation 2 \$	1961 expenditure 3 \$	1961 expenditure adjusted to take account of subse- quent wage and rate increase 4 \$	Increase between 1961 [column 4] and 1963 [column 1] 5 \$
Headquarters	3,245,700	3,050,200	2,870,097	2,978,597	267,103
Geneva	226,000	172,000	168,237	168,237	57,763
Information centres	99,200	90,000	82,289	82,289	16,911
Economic Commission for Africa	54,600	24,000	11,028	11,028	43,572
Economic Commission for Asia and the Far East....	32,500	30,000	31,443	31,443	1,057
Economic Commission for Latin America	91,400	92,000	84,467	84,467	6,933
GRAND TOTAL, SECTION 9	3,749,400	3,458,200	3,247,561	3,356,061	393,339

213. The Advisory Committee notes with satisfaction that the table giving a breakdown by office location of (a) the estimates for the coming year, (b) the appro-

priations for the current year and (c) the actual expenditure (gross and adjusted) for the previous year, which was first included in the 1961 budget estimates,

has been considerably developed and refined in the 1963 estimates where it bears the number 9-4. The right-hand column of that table entitled "Main causes of variations and other remarks" gives useful detailed information.

214. Under chapter I. (Contractual services) there is a decrease of \$12,200 as compared with the 1962 appropriation but an increase of \$43,377 over the adjusted expenditure for 1961, not including \$115,900 attributable to wage and rate increases that have occurred since the beginning of 1961. The adjusted increase for Headquarters (\$31,139) is due in a large measure to the maintenance costs (elevators and cleaning) of the new library building. Provision is also made for two additional elevator operators to replace maintenance staff used in that capacity during peak periods. At its spring session of 1962, the Advisory Committee agreed with the Secretary-General that a detailed analysis should be undertaken of the distribution of costs between sections 9 and 10 of the budget for the services of telecommunications engineers as between the Office of General Services and the Office of Public Information. As a result of this analysis it was possible to reduce the requirements for conference purposes under chapter I of section 9, this reduction being offset by an increase under chapter III of section 10 for the Office of Public Information. In the case of Geneva, the \$16,238 increase under chapter I is attributable to the needs resulting from deferred maintenance in the past few years.

215. Chapter II (Utilities) shows an increase of \$101,000 over the 1962 appropriation or \$78,165 over the 1961 adjusted expenditure. The Headquarters portion (\$77,202) of the latter figure includes some \$26,000 due to rate increases for electricity. The balance is related to the requirements of the new library building and to a more intensive use of the buildings, particularly in regard to conference activity.

216. Under chapter III (Other expenses for maintenance of premises) the increase is in the amount of \$202,400 over the 1962 appropriation and \$267,797 over the 1961 adjusted expenditure. Headquarters accounts for a rise of \$158,762 over the latter figure including \$105,000 for the rental of warehouse space for the storage of semi-active records not far from the Headquarters buildings.

217. In this regard, the Advisory Committee would recall that, at its 1962 spring session in Geneva, it was informed that the lack of sufficient office accommodation at Headquarters had become so acute that the provision of additional space could not be delayed any longer to permit the Secretariat to discharge its expanding functions and responsibilities efficiently. As an emergency measure, it was indicated that the most economical procedure would be the rental of office and warehouse space in the vicinity of the Headquarters building for the accommodation of certain services and the storage of semi-active records and documentation. The space thus relinquished at Headquarters would relieve, to a certain degree, the congestion of office and storage space. The prior concurrence of the Advisory Committee was obtained to incur additional expenditures up to \$150,000 in 1962 to cover rental costs estimated at \$60,000 and \$90,000 for alterations and other maintenance costs. Subsequent developments and, in particular, the difficulties which have arisen in the negotiations for the rental of these premises will result in an

occupancy at a later date than anticipated and in a reduction of the above estimated expenditures.

218. The Advisory Committee understands that a lease is to be signed in 1962 for a period of six years at an annual cost of \$105,000, starting on 1 October 1962. The total gross area is 3,716 square metres (40,000 sq. feet). The usable area is approximately 2,973 square metres (32,000 sq. feet). For 1962 and 1963, the costs for the rental, alterations and maintenance of these premises are estimated to be \$141,500 and \$145,500 respectively. They are divided as follows:

	1962 \$	1963 \$
Rental of space (as from 1 October 1962)	26,250	105,000 ^a
Alterations	90,000	—
Moving	17,300	—
Utilities	3,000	12,000
Cleaning	4,500	18,000
Window washing	—	2,000
Air conditioning service	150	1,000
Telephone installation	300	—
Maintenance and miscellaneous	—	7,500
	<u>141,500</u>	<u>145,500</u>

^a Included in chapter III of section 9 of 1963 budget estimates.

The Advisory Committee has been informed that every effort will be made to keep the 1962 expenditures to a minimum, by (a) making only those alterations considered to be absolutely essential and (b) by absorbing, as much as possible, the moving costs within existing staff and transport resources. The Committee understands, however, that it is not possible to indicate with precision, at this stage, possible additional costs for security, messenger and transportation services.

219. Another \$30,000 of the increase at Headquarters relates to maintenance supplies for the new library building and deferred maintenance.

220. At Geneva, the expanding conference activity has made it necessary to rent in 1962 additional office accommodation in the Palais Wilson.²⁰ It appears virtually certain that this space will be needed in 1963 and possibly later until WHO relinquishes the offices it occupies in the Palais des Nations. The Advisory Committee has been informed that the amount of \$27,000 to cover the yearly rental of the office space at the Palais Wilson is considered reasonable for Geneva.

221. While the Advisory Committee realizes that expenditures under this section are determined by such factors as the terms and conditions which can be negotiated with outside contractors, the costs of utilities and the level of rentals, and therefore permit only of relatively limited administrative control, this control being restricted for a greater part to deciding upon the level and standard of services required, the Advisory Committee believes that more efforts should be made to achieve savings. In this respect, the Advisory Committee has been apprised of the quite satisfactory results obtained through the automatic controls and strict utility schedules which have been in force at Head-

²⁰ This building is owned by the Canton of Geneva and is situated about three quarters of a mile from the Palais des Nations.

Detailed recommendations on the budget estimates

quarters and Geneva in recent years. It would therefore urge their extension and their strengthening.

222. The Advisory Committee would also recall that, in its report in the 1962 budget estimates,²¹ it suggested that some relief might be afforded by progress in the consolidation of premises occupied by the United Nations and the specialized agencies in the various locations, as well as by the further generosity of Governments in providing premises at reduced rentals or, in certain instances, free of charge. The Advisory Committee must regretfully conclude that the results achieved so far have been disappointing and it would single out the considerable amounts paid as rentals for premises in various locations all over the world as shown in table 9-3 of the budget estimates. The General Assembly may wish to invite the Governments of the countries where United Nations offices, and notably information centres, are located to consider anew the possibility of assisting the United Nations in the matter of premises.

223. In the light of the foregoing observations, the Advisory Committee recommends an appropriation of \$3,650,000 for section 9 for 1963, representing a reduction of \$99,400 in the estimate submitted by the Secretary-General. It would point out that the amount it recommends is still some \$200,000 higher than the 1962 appropriation and that it should adequately provide for the rental of outside office space as explained in paragraphs 218 and 220 above and for any rate and wage increases since the beginning of 1962.

Reduction recommended:

Section 9. Maintenance, operation and rental of premises \$99,400

SECTION 10. GENERAL EXPENSES

	\$
Estimate submitted by the Secretary-General	4,136,000
Estimate recommended by the Advisory Committee	3,950,000

²¹ *Official Records of the General Assembly, Sixteenth Session, Supplement No. 7 (A/4814), para. 210.*

	\$
1961 (actual expense)	3,836,606 ^{a b}
1962 (appropriation)	3,659,800 ^a

^a Excludes cost of contractual statistical tabulation which was transferred to section 3; 1961: \$18,857; 1962: \$25,000.

^b Includes \$38,555 for expenses related to the resumed fifteenth session and the third special session of the General Assembly.

224. Chapters I to VI of this section cover the cost of general supplies and services for all offices except the Office of the United Nations High Commissioner for Refugees and those of special missions, which are provided for under sections 20 and 18 respectively. Chapter VII covers the requirements of the study and interne programmes. Chapter VIII which, in the 1961 and 1962 budget estimates, provided for the costs of the relocation of the staff and facilities of the library after the completion of the new building in November 1961, has been eliminated in the 1963 budget estimates.

225. The Advisory Committee notes with satisfaction that the table appended to section 10 in the 1961 and 1962 budget estimates has been developed in line with the suggestions made in the Fifth Committee at the sixteenth session of the General Assembly. This table, now table 10-6, gives a highly detailed analysis of the 1961, 1962 and 1963 figures with the amount of variation, together with all necessary explanations.

226. The 1963 estimate shows an increase of \$476,200 over the 1962 provision and \$299,394 above actual 1961 expenditures. As in the case of the estimates for section 9 (Maintenance, operation and rental of premises), the level of requirements proposed for 1963 might be assessed more clearly by comparing these requirements with 1961 expenditures, as adjusted to take account of wage or rate increases which took place since the beginning of 1961 and are estimated at \$50,768, and excluding \$38,555 for estimated expenses related to the resumed fifteenth session and third special session of the General Assembly. On the latter basis, the total estimate of \$4,136,000, with comparable figures for 1961 and 1962, is distributed as follows:

	1963 estimate 1	1962 appropriation 2	1961 expenditure 3	1961 expenditure adjusted to take account of subsequent wage and rate increases 4	Increase between 1961 [column 4] and 1963 [column 1] 5
	\$	\$	\$	\$	\$
Headquarters	2,978,800	2,708,300	2,786,483	2,795,828	182,972
Geneva	469,500	460,000	456,638	459,506	9,994
Information centres	234,600	196,000	205,097	205,097	29,503
Economic Commission for Africa	166,900	102,500	151,242	151,242	15,658
Economic Commission for Asia and the Far East	99,900	67,000	66,593	66,593	33,307
Economic Commission for Latin America	181,300	121,000	165,677	165,677	15,623
Technical Assistance Recruit- ment Service	5,000	5,000	4,876	4,876	124
GRAND TOTAL, SECTION 10	4,136,000	3,659,800	3,836,606	3,848,819	287,181

227. As indicated in the table above, the main increase above the 1961 adjusted expenditures occurs at Headquarters (\$182,972). In round figures, the principal components are: (a) \$35,000 under chapter I (Communications) (*inter alia*: rental of transatlantic submarine cable necessitated by sun-spot activity which interferes with radio signals, rental of additional telephone equipment for the new library and extra local telephone calls resulting from greater conference activity); (b) \$13,700 under chapter II (Rental and maintenance of equipment); (c) \$80,000 under chapter III (Public information supplies and services); (d) \$18,100 under chapter V (Office and internal reproduction supplies); (e) \$33,650 under chapter VI (Library books and supplies); (f) \$4,000 under chapter VII (Study and interne programmes).

228. Some measure of stabilization would seem to have been achieved at the European Office where the increase has been limited to approximately 2 per cent over the 1961 adjusted expenditures. This increase falls mainly under chapter V (Office and internal reproduction supplies).

229. In the case of the information centres, the total increase of about \$29,500 occurs under various chapters and is attributed to the needs of the twelve new centres opened or to be opened in 1962 (7) and 1963 (5). It should be noted that the press review, *Coup d'oeil*, published at Headquarters and at Geneva is partly responsible for the increased cable charges. The Advisory Committee would recall in this connexion that, when *Coup d'oeil* was established, it was on the understanding that there would be no additional expenditure (see also para. 30 above).

230. ECA shows a reduction of some \$19,350 under chapter I owing to the installation of a United Nations radio station at Addis Ababa, more than offset by a \$25,350 increase under chapter II for the mechanical processing unit and \$10,000 for insurance coverage of Africa Hall (chapter IV). With various other minor components, this results in a net increase of about \$15,650.

231. At ECAFE, the \$33,300 increase results essentially from the rental of equipment for tabulation of statistics (chapter II) and the purchase of the cards and forms required for those machines (chapter V). Communications (chapter I) are up \$6,150 due to increased activities particularly for the Mekong Office.

232. ECLA shows an increase of some \$15,600 attributed to a rise of \$14,600 for communications (chapter I) and \$5,800 for rental and maintenance of equipment, particularly transportation equipment (chapter II), partly offset by slight reductions under other chapters.

233. In considering the estimates submitted for section 10, the Advisory Committee, as it has done in the past several years, has recognized that the expansion of activities in a number of areas such as the information centres and ECA, as well as the impact on certain services at Headquarters of the high level of conference activity, has inevitably resulted in a higher rate of expenditure under this section. It is persuaded nevertheless that, in the case of expenses of this nature, which have a natural tendency to rise, special efforts should be made to encourage restraint. Strictest curbs should be maintained at all offices over such costs as lend themselves to administrative control. In this regard,

the Advisory Committee has singled out a few chapters where, in its opinion, savings can and should be achieved.

234. It would appear that the increase of approximately \$59,800 for communications (chapter I) over the 1961 expenditure level could well be appreciably reduced by the elimination of cable traffic, telephone calls, pouch and air shipments which are not absolutely essential for the actual functioning of the Organization.

235. The highest individual increase (\$108,400) occurs in chapter III for public information supplies and services. This is an area where, in the opinion of the Advisory Committee, the Secretary-General can exert a high degree of control and could well consider a review of the requirements in order to establish such priorities as would enable him to stay as far as possible within the 1961 expenditure level (see also paras. 29 and 30 above). The Committee would call special attention to the fact that, while the expenditure estimate is increased by \$108,400, the corresponding income estimate is reduced by some \$36,270 thus making the charge on Member States even higher than would appear from the expenditure figure given in section 10.

236. There is also scope for economy in the purchase of books and periodicals for the library (chapter VI) which accounts for a \$46,700 increase over 1961. While the Advisory Committee does not propose any curtailment in the book acquisition programme, it may be that the generous co-operation of publishers could be enlisted with the assistance of Member Governments to secure free copies of their publications which are of interest to the United Nations. The Office of Public Information which maintains close contact with authors and publishers in most countries might elicit some active interest in this direction. The Advisory Committee expects that, given the sympathetic understanding of Member Governments, the efforts of the Secretariat, and especially OPI, should make it possible to keep the estimate under chapter VI at the 1961 or at least at the 1962 level.

237. In the opinion of the Advisory Committee, the other chapters of section 10 also lend themselves to strict controls, which should result in some savings. In the light of these considerations, the Committee recommends an appropriation for section 10 in the amount of \$3,950,000, or a reduction of \$186,000 in the estimate submitted by the Secretary-General.

Reduction recommended:

Section 10. General expenses.....\$186,000

SECTION 11. PRINTING

	\$
Estimate submitted by the Secretary-General	1,399,400
Estimate recommended by the Advisory Committee	1,350,750
1961 (actual expense)	1,210,629
1962 (appropriation)	1,286,650 ^a

^a Includes \$43,000 for printing official records of the resumed sixteenth session of the General Assembly.

238. The estimates for section 11 provide for contractual printing expenses, except for the International Court of Justice (section 21), the Office of the United Nations High Commissioner for Refugees (section 20),

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Special meetings and conferences (section 2), Missions and related activities (section 18) and public information requirements other than books and periodicals (section 10). The Advisory Committee's observations on the particular requirements for printing of proceedings of special meetings and conferences are contained in paragraphs 88 to 90, 98 and 104 above.

239. As in previous years, the details of this section contain information on a total printing programme (chapters I to VI), with the exceptions mentioned above. A substantial portion of that programme will, however, be produced by internal means, with a corresponding reduction (chapter VII) in contractual printing expenses.

240. The 1963 estimate for section 11 in the amount of \$1,399,400 shows an increase of \$112,750 over the 1962 appropriation. Furthermore the 1962 appropriation

contains a special credit of \$43,000 for printing official records of the resumed sixteenth session of the General Assembly; thus on a more comparable basis the 1963 estimate represents an increase of some \$155,750 over 1962, as follows:

	Gross programmes (chapters I to VI) \$	Deduction for internal reproduction (chapter VII) \$	Contractual printing requirements \$
1963 estimates	1,824,400	425,000	1,399,400
1962 appropriation ..	1,639,250	395,600	1,243,650
Increase for 1963	185,150	29,400	155,750

241. The 1963 estimates by chapters compare with the 1962 appropriations (excluding from chapter I the special credit of \$43,000) and 1962 expenses as follows:

Chapter	1963 estimate \$	1962 budget \$	1961 expenses \$	Increase (or decrease) for 1963 as compared with 1962 \$
I. Official records	886,200	699,500	780,357	186,700
II. Recurrent publications	639,800	627,350	353,632	12,450
III. Studies and reports	165,000	189,900	115,595	(24,900)
IV. Office of Public Information: periodicals and books	85,400	81,300	82,300	4,100
V. Permanent Central Opium Board and Drug Supervisory Body	13,700	14,200	11,379	(500)
VI. Other contractual printing	34,300	27,000	38,746	7,300
Total, chapters I to VI	1,824,400	1,639,250	1,592,009	185,150
VII. Less: Deduction for internal reproduction	425,000	395,600	371,380	29,400
TOTAL, SECTION 11	1,399,400	1,243,650	1,210,629	155,750

242. The text of the budget estimates contains detailed information and supporting tables relating to the provisions requested by the Secretary-General. This report will accordingly be limited to those chapters on which the Advisory Committee has felt it necessary to offer comments.

243. As compared with the adjusted 1962 appropriations, the largest single increase of almost 27 per cent occurs under chapter I (Official records). Of the \$186,700 involved, an amount of \$50,000 is intended to double the provision for printing of the official records backlog, making some \$64,000 available for the printing of some 8,000 additional pages of official records backlog in Russian under the terms of certain arrangements recently concluded in the USSR. It would appear that the printing costs involved are relatively moderate and the Advisory Committee trusts that, if this first experience proves to be satisfactory, the Secretary-General will explore the possibility of having further recourse to this type of arrangement with a view to eliminating the backlog of official records in Russian.

244. The largest component (\$112,700) of the increase under chapter I (Official records) is attributable to item (i) (the General Assembly, Commissions and

Committees). The Advisory Committee has enquired into the assumptions shown in the budget text as the basis for the estimated requirements. The main differences as compared with the 1962 figures are the following: (a) 595 meetings forecast for 1963 instead of 500 budgeted for 1962, additional cost: \$43,000; (b) 75 annexes instead of 62, additional cost: \$41,000; (c) supplements, increase of 200 pages in each of the five official languages, additional cost: \$20,000.

245. As regards the number of meetings, the trend in the past few years has been as follows:

	Regular autumn session	Resumed session(s)	Total
Thirteenth session	530	—	530
Fourteenth session	540	—	540
Fifteenth session	562	177	739
Sixteenth session	595	123	718

246. While recognizing that the Secretary-General can exert no direct control over the number of meetings, the Advisory Committee is inclined to the view that his assumptions might tend to be somewhat pessimistic in that they are a simple extrapolation of a trend which could be checked with the co-operation of Member Governments and their delegations. Indeed the proposals

submitted by the President of the sixteenth session of the General Assembly (A/5123) should assist in reducing the number of meetings, their length and their documentary requirements. The Advisory Committee would briefly recall some of the subjects dealt with in those proposals: (a) draft resolutions should be submitted before the discussion of any item; (b) the general debate on some items might be eliminated; (c) items dealing with the same problem should be grouped on the provisional agenda; (d) the procedure concerning explanations of vote and the right of reply might be improved. Undoubtedly these proposals will be considered by the General Assembly and, apart from other advantages, will lead to substantial savings in 1963.

247. The estimate for the official records of the Security Council in item (ii) is increased by \$18,550 above the 1962 appropriation, or a rise of more than \$62,200 or 435 per cent over 1961. Here again the Advisory Committee would suggest that the Secretary-General has based his estimate on a continuing upward trend in the number of meetings and that his forecast might be over-pessimistic.

248. In the light of the various considerations set out above, the Advisory Committee would recommend that the estimates submitted for chapter I (Official records), be reduced by \$36,200 from \$886,200 to \$850,000. While this amount is still approximately \$150,000 higher than the 1962 appropriation adjusted to exclude \$43,000 for the resumed sixteenth session, the token reduction recommended would be a reminder, on the one hand to the services concerned that the strictest controls must continue to be applied over these expenditures, and on the other hand to Member States that there should be budgetary limitations to the services which the Secretariat can reasonably be expected to provide.

249. Under chapter II (Recurrent publications), the estimate is raised by \$12,450 to \$639,800. As shown in the budget text this increase results from plus and minus components, notably a decrease in ECE absorbed by a rise in ECA, while the planned reduction of \$24,450 for the Department of Trusteeship and Information from Non-Self Governing Territories is more than offset by the increase proposed for the Department of Economic and Social Affairs. By far the highest expenditure (about \$359,000) under chapter II is understandably due to the latter Department and it has been constantly growing.

250. The Advisory Committee subjected the estimates for recurrent publications to special scrutiny. It would seem that the Secretariat has achieved some limited success in its attempt at reducing the frequency of publications, so that some publications are now being issued only once a year instead of twice. Nevertheless, much remains to be done in this direction and the Advisory Committee is confident that the Secretary-General can take the initiative in securing the concurrence of the various organs concerned.

251. The sheer number of publications listed in chapter II of section 11 of the budget estimates would by itself call for a reappraisal of the whole programme. While it has been represented to the Advisory Committee that all recurrent publications are due to resolutions of the General Assembly or other policy-making bodies and therefore cannot be discontinued without the approval of the organs concerned, the Advisory Com-

mittee would suggest that not only the present budgetary stringency but also the continued growth of the list of publications, makes it advisable for the Secretariat to take stock as it were and to determine which publications have lost their usefulness or become redundant. The Secretary-General might then submit to the appropriate organs suggestions for the elimination, the consolidation or the reduction in frequency of these publications. Furthermore the Advisory Committee would point out that the mass of United Nations publications, added to the great number of other materials coming from specialized agencies and international organizations, is becoming such that a substantial portion may well remain unread. In conclusion, it is the Advisory Committee's opinion that some pruning of the list of publications is desirable for financial and other reasons.

252. On the basis of these considerations and in the hope that a beginning can be made in 1963 towards this goal of rationalization, the Advisory Committee would recommend that the estimate for chapter II be limited to the 1962 level, namely \$627,350, representing a reduction of \$12,450 in the amount proposed by the Secretary-General.

253. The only other chapter on which the Advisory Committee wishes to comment is chapter VII (Deduction for internal reproduction) in the amount of \$425,000, an increase of \$29,400 over the 1962 figure. This includes about \$6,000 corresponding to a rise in outside printing costs (mainly labour costs in the New York area) reducing the increase to some \$23,400 at constant prices. The volume of the work to be done at Geneva in 1963 is expected to be \$110,000 corresponding to full utilization of capacity (6,000 pages) for the printing of official records in Russian. At its Geneva session, the Advisory Committee enquired into the many factors which have repeatedly delayed this operation originally established in 1959 and it has been informed that the last difficulties have been solved and that, with additional staff and equipment, full capacity production would be reached in the course of 1962. The Advisory Committee understands that, even with the possibility of printing Russian official records backlog in the USSR as mentioned in paragraph 243 above, there is enough work to keep the Geneva unit fully occupied for at least five years.

254. This year, a new item has been included in chapter VII under the title "Reprints of United Nations publications for official purposes and for sales" in the amount of \$38,790. Although the item itself is new, reprint work has been done in the past but it has now reached such a volume that the Secretary-General believes that it should be shown under a separate heading. The Advisory Committee understands that a growing number of older United Nations publications are now running out of print. As some of those publications remain relevant to the consideration of current questions, second runs are produced by offset from the original printed copy in the Secretariat workshop at a relatively low cost.

255. The Advisory Committee has also considered the question of the optimum level of internal reproduction work and more particularly whether a new expansion should be contemplated. It would appear that, assuming no revolutionary advance in printing processes takes place, the present level is the optimum one. Internal printing is a by-product of the activities of

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the United Nations and the present capacity has been achieved so far without any increase in staff or space requirements, the only additional need being for machinery. The Advisory Committee has been given to understand that any further expansion would require the setting up of an independent printing capacity with its own personnel, equipment and space, tantamount to a commercial operation which naturally implies the need to cover all the overhead costs. This would require operating at capacity all the year round and it may be that the printing requirements of the United Nations are too irregular to guarantee such capacity production. There would still be need for recourse to outside printers in peak periods while the Organization would have idle capacity in slack periods. This problem is being studied closely by the responsible officials in the Secretariat.

256. In the light of the preceding observations, the Advisory Committee recommends an appropriation of \$1,350,750 for section 11, representing a reduction of \$48,650 in the amount proposed by the Secretary-General.

Recapitulation of reductions recommended:

	\$
Chapter I. Official records	36,200
Chapter II. Recurrent publications	12,450

PART IV. SPECIAL EXPENSES

SECTION 12. SPECIAL EXPENSES

	\$
Estimate submitted by the Secretary-General	125,000
Estimate recommended by the Advisory Committee	125,000
1961 (actual expense)	184,769 ^a
1962 (appropriation)	194,600 ^b

^a Includes \$83,001 for expenses incurred in connexion with the death of the late Secretary-General.

^b Comprises \$74,600 for the United Nations Memorial Cemetery under chapter I, \$70,000 for a grant to the United Nations International School under chapter II and \$50,000 for the special educational and training programmes for South West Africans under chapter IV.

257. The estimate submitted for chapter I of this section relates to the United Nations Memorial Cemetery in Korea. Under chapters II and III provision is included *pro memoria* for, respectively, a grant to the United Nations International School, reimbursement to the Working Capital Fund for such awards as may be made for the International encouragement of scientific research into the control of cancerous diseases. Chapter IV, which was introduced for the first time in the 1962 budget provides for Special educational and training programmes for South West Africans. The history of these various activities is summarized in detail in the text of the budget estimates which also mentions the relevant resolutions. A *pro memoria* provision is included under chapter V for the payments due on the United Nations Bond Issue as explained in paragraph 260 below.

258. The provision of \$75,000 for the United Nations Memorial Cemetery in Korea under chapter I represents an increase of \$600 over the 1962 appropriation. The Advisory Committee notes that it is proposed to maintain the annual level of expenditure at approximately \$75,000 in the next few years including an

amount not to exceed \$20,000 for the financing of a capital improvement programme including the replacement of wooden markers with headstones of marble, the erection of an inter-faith chapel as well as the erection of a permanent fence. This last operation is to be carried out in 1962. The Advisory Committee would therefore recommend approval of the estimates submitted by the Secretary-General under chapter I.

259. The only other chapter for which an estimate is submitted at the present time is chapter IV (Special educational and training programmes for South West Africans). It is recalled that, by resolution 1705 (XVI) of 19 December 1961, the General Assembly decided to establish a special training programme including technical education, education for leadership and teacher training. This programme is at present in an early stage of development. Accordingly a *pro forma* provision for 1963 is made at the figure approved for 1962. The level of future requirements will be reflected in the progress report which the Secretary-General will submit to the General Assembly at its seventeenth session. Meanwhile, the Advisory Committee would recommend approval of the \$50,000 estimate submitted by the Secretary-General under chapter IV.

260. A new chapter, chapter V (United Nations Bond Issue), has been included in the 1963 budget estimates under the terms of resolution 1739 (XVI) of 20 December 1961 by which the General Assembly, *inter alia*, authorized the Secretary-General to issue United Nations bonds in accordance with the terms and conditions set forth in the annex to the resolution in question and decided to include annually in the regular budget of the United Nations, beginning with the budget for the financial year 1963, an amount sufficient to pay the interest charges on such bonds and the instalments of principal due on the bonds. According to the annex to the resolution, the aggregate principal amount of the bonds is limited to the equivalent of US\$ 200 million. The amount to be provided under this chapter will be determined by the value of the bonds sold in 1962 and, therefore, the Secretary-General has only made a *pro memoria* provision at this time. As at 9 July 1962, the face value of the bonds sold was \$26,190,000. Amortization in 1963 of the principal on these bonds, at the rate of 3.1 per cent, will require \$811,890, and the interest due in 1963, at the rate of 2 per cent on the principal amount outstanding and unpaid, will require \$367,086.

261. As regards the estimates submitted at this time under section 12 for 1963, the Advisory Committee recommends an appropriation of \$125,000, as proposed by the Secretary-General.

PART V. TECHNICAL PROGRAMMES (SECTIONS 13-17)

GENERAL

262. The Secretary-General has submitted 1963 estimates for sections 13 to 17 which would carry forward the level of appropriations approved for 1962. It is his judgement that far-reaching gains result from technical aid under the regular budget, that the requests from newly independent and emerging countries are now in almost all cases soundly conceived, and that implementation of all the requests being received would require even larger sums than those appropriated for the current year. He therefore concludes that the General

Assembly may now reasonably establish as the new "norm" for direct budgetary financing of technical aid projects, the level of \$6.4 million. This sum includes an amount of \$3,355,000 representing the 1962 component of the special sum of \$5,000,000 provided for the biennium 1961-1962 under the terms of General Assembly resolution 1527 (XV).

263. In its analysis of his present proposals, the Advisory Committee has noted the following:

(a) The 1962 level of appropriations comprises: (i) a continuing sum of \$75,000 for narcotic drugs control projects (section 17); (ii) an amount for human rights advisory services (section 15) of \$140,000, reflecting the decision of the General Assembly to make provision, as from 1962, for the prior activities, to which an annual appropriation of \$100,000 had attached as well as for a new, small programme of fellowship awards; (iii) \$850,000 for the OPEX programme (chapter II of section 16), so as to finance that programme on a continuing basis at the level achieved for 1962; and (iv) sums which total \$5,335,000 for economic activities (section 13), social activities (section 14) and public administration training, consultation and research (chapter I of section 16).

(b) Contrary to the position for sections 15, 17 and chapter II of section 16, the element of continued augmentation under the terms of General Assembly resolution 1527 (XV) which is included in the proposed amounts of \$5,335,000 for the remaining sections do not have prior policy sanction. The element of augmentation included in the sum of \$5,335,000 is \$3,355,000, which repeats in the 1963 estimates the 1962 portion of the special budgetary credit of \$5,000,000 voted for the 1961-1962 biennium. The total additional credit of \$5,000,000, covering the two years, 1961 and 1962, was an emergency action to recognize the technical assistance requirements of newly independent and emerging States without reductions in the aid to other developing States. Within that \$5,000,000 total for the two years was a component which permitted the level of the OPEX programme to be established at \$850,000 per annum. (See paragraphs 250 and 251 of the Advisory Committee's report on the 1962 estimates.) No such understanding was reached concerning continuation of the newly achieved levels for sections 13, 14, and chapter I of section 16, and a specific decision on the desired levels for these sections awaits action of the General Assembly.

(c) In the absence of any augmentation such as that which was provided under General Assembly resolution 1527 (XV), the amounts for these sections would revert to the 1960 appropriation levels, which were: for section 13 (economic activities), \$480,000 rather than the \$2,135,000 proposed by the Secretary-General; for section 14 (Social activities), \$1,200,000, rather than the proposed estimate of \$2,105,000; and for chapter I of section 16 (Public administration training, consultation and research), \$300,000 rather than \$1,095,000.

264. The Advisory Committee is aware that many declarations of policy by programming bodies of the United Nations have intervened since the 1962 appropriations were adopted. An example of these in General Assembly resolution 1710 (XVI) following which the Secretary-General and the executive heads of the specialized agencies have issued a statement on proposed measures by which the United Nations family of organizations may contribute to the Decade of Development (E/3613). In the analysis above, the Committee has expressly drawn attention to the absence of any specific General Assembly decisions which could provide a prior policy basis for certain of the recommendations under the technical programmes part of the 1963 estimates. At the same time, it understands that the Secretary-General is submitting country, regional and inter-regional projects to TAC for review and approval which will demonstrate that serious practical difficulties, involving delicate problems of equity of treatment as among countries and regions of the world, would arise if any sharp reduction were to occur in the level of funds against which the regular programme of United Nations Technical Assistance is currently being administered. The General Assembly should in any event receive relevant views from the Economic and Social Council and its Technical Assistance Committee on these matters.

265. In the circumstances, the Advisory Committee would defer making any recommendations concerning the estimates proposed by the Secretary-General for sections 13, 14 and 16 (chapter I), pending the General Assembly's own consideration of the level of appropriations to be provided under part V for the coming year. Final decisions in this regard are necessarily a policy matter for the General Assembly.

266. In terms of the 1963 estimates as submitted, the comparative position for 1960, 1961, 1962 and 1963 is:

Section	1960 expenditures \$	1961 expenditures \$	1962 appropriations \$	1963 estimates \$
13. Economic development	480,000	1,125,000	2,135,000	2,135,000
14. Social activities	1,200,000	1,375,000	2,105,000	2,105,000
15. Human rights activities.....	99,790	79,836	140,000	140,000
16. (I). Public administration (General activities)	300,000	541,875	1,095,000	1,095,000
16. (II). Public administration (OPEX)	209,644	333,125	850,000	850,000
17. Narcotic drugs control.....	49,188	73,696	75,000	75,000
TOTAL	2,338,622	3,528,532	6,400,000	6,400,000

267. Special reference is made by the Secretary-General to the fact that, for 1961 and again for 1962, the General Assembly has approved the policy of

reappropriation to the next year of unspent funds in so far as the appropriations under sections 13, 14 and both chapters of section 16 are concerned. He recom-

Detailed recommendations on the budget estimates

mends that this policy be continued in respect of future appropriations to these sections. To the Advisory Committee it appears that the reappropriation policy, which was suited to the biennium, 1961 and 1962, during which General Assembly resolution 1527 (XV) was applicable, might not be suitable any longer if the Secretary-General's recommended estimates for 1963 were to be voted by the General Assembly. Approval of total credits of \$6.4 million in 1963 might be intended by the General Assembly to establish that magnitude of programme as the new "norm" in the light of which future appropriation requests would be evaluated. If such funds as remain unspent at the end of 1962 are not to be surrendered, then the new norm for budgetary support of technical programmes would not be \$6.4 million but some larger figure. The Advisory Committee believes that, if the General Assembly takes a policy decision to establish a new level of annual appropriations for sections 13, 14 and 16 (chapter I), the normal practice for surrender of unobligated balances at year's end should become applicable again to these particular sections.

268. As was done in presenting the 1961 estimates, recommendations are made, in connexion with the estimates for 1963, that there be an extension to budgeted funds of the financial procedures for the treatment of "savings" in the liquidation of prior years' obligations and for the prolongation of the validity of obligations for fellowships which are already applicable to Expanded Programme funds. These steps require an exception to the United Nations Financial Regulations already granted in the case of Expanded Programme funds administered by the United Nations. Inasmuch as these recommendations are being submitted in the first instance to the Technical Assistance Committee and such views as that Committee may formulate will be communicated to the General Assembly later in the year, the Advisory Committee is not called upon at present to offer comments.

SECTION 13. ECONOMIC DEVELOPMENT

	\$
Estimate submitted by the Secretary-General	2,135,000
Estimate recommended by the Advisory Committee	—
1961 (actual expense)	1,125,000
1962 (appropriation)	2,135,000

269. For the reasons stated in paragraph 265 above, the Advisory Committee would refrain from making any recommendation at this time concerning the estimate submitted by the Secretary-General for section 13.

SECTION 14. SOCIAL ACTIVITIES

	\$
Estimate submitted by the Secretary-General	2,105,000
Estimate recommended by the Advisory Committee	—
1961 (actual expense)	1,375,000
1962 (appropriation)	2,105,000

270. For the reasons stated in paragraph 265 above, the Advisory Committee would refrain from making any recommendation at this time concerning the estimate submitted by the Secretary-General for section 14.

SECTION 15. HUMAN RIGHTS ACTIVITIES

	\$
Estimate submitted by the Secretary-General	140,000
Estimate recommended by the Advisory Committee	140,000
1961 (actual expense)	79,836
1962 (appropriation)	140,000

271. The 1963 estimate under section 15 will provide for the continuation at the level approved for 1962 of the programme of advisory services in the field of human rights established under General Assembly resolution 926 (X) of 14 December 1955. The amount of \$140,000 will cover three regional human rights seminars (in Australia, Colombia and Senegal) as well as the cost of approximately ten human rights fellowships under the terms of General Assembly resolution 1679 (XVI) of 18 December 1961.

272. The Advisory Committee recommends an appropriation under section 15 for 1963 in the amount of \$140,000 proposed by the Secretary-General.

SECTION 16. PUBLIC ADMINISTRATION

	<i>Chapter I Training, consultation and research</i> \$	<i>Chapter II OPEX</i> \$
Estimate submitted by the Secretary-General	1,095,000	850,000
Estimate recommended by the Advisory Committee	—	850,000
1961 (actual expense)	541,875	333,125
1962 (appropriation)	1,095,000	850,000

273. The provision under section 16 (Public administration), falls under two chapters:

(a) Chapter I provides for the programmes 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;

(b) Chapter II covers the provision of operational, executive and administrative personnel (OPEX) under General Assembly resolutions 1256 (XIII) of 14 November 1958 and 1530 (XV) of 15 December 1960.

274. For the reasons stated in paragraph 265 above, the Advisory Committee would refrain from making any recommendation at this time concerning the estimate submitted by the Secretary-General for chapter I of section 16.

275. The provision of \$850,000 requested under chapter II is intended to permit the continuation at the level approved for 1961 and 1962 of the OPEX programme in terms of General Assembly resolution 1530 (XV) of 15 December 1960. As regards chapter II of section 16, the Advisory Committee recommends an appropriation for 1963 in the amount of \$850,000 proposed by the Secretary-General.

SECTION 17. NARCOTIC DRUGS CONTROL

	\$
Estimate submitted by the Secretary-General	75,000
Estimate recommended by the Advisory Committee	75,000

Detailed recommendations on the budget estimates

	\$
1961 (actual expense)	73,696
1962 (appropriation)	75,000

276. The programme for technical assistance in the field of narcotic drugs control was instituted in 1960 pursuant to General Assembly resolution 1395 (XIV) of 20 November 1959, at an initial level of \$50,000. The provision was increased to \$75,000 for 1961 and maintained at that level for 1962. The same level is proposed for 1963.

277. The Advisory Committee recommends an appropriation under section 17 for 1963 in the amount of \$75,000 proposed by the Secretary-General.

PART VI. SPECIAL MISSIONS AND RELATED ACTIVITIES

SECTION 18. SPECIAL MISSIONS

	\$
Estimate submitted by the Secretary-General	2,612,400
Estimate recommended by the Advisory Committee	2,450,000
1961 (actual expense)	2,809,739
1962 (appropriation)	2,490,650

278. Chapters I to VI of this section provide for the maintenance of existing special missions. Chapter VII makes provision for replacement of staff assigned to field missions.

279. The total estimate under this section is in the amount of \$2,612,400. In order to indicate the full cost of each mission, the budget text includes a statement of the related additional expenditures included in sections 3, 4 and 19 for the salaries and allowances of staff detailed from the regular establishment for service with the missions (\$1,515,200), as well as an indication of revenue arising from the operation of the missions and included in the income estimates (\$271,960). Thus, the total net estimates for the special missions provided for under section 18 amount to \$3,855,640.

280. The estimate for the section as a whole shows an increase of \$121,750 compared with the 1962 appropriation. However, in view of the fact that the 1962 figure includes an amount of \$46,000 for the United Nations Special Committee for South West Africa established under General Assembly resolution 1702 (XVI), the net increase under section 18 for 1963 is in the amount of \$167,750, including \$250 for chapter VII, Replacement of staff assigned to field missions, and the balance of \$167,500 for the continuing missions covered in chapters I to VI. It should be noted that the Office of the Special Representative of the Secretary-General in Amman which was included in chapter VII (Other missions) in the 1962 budget is now provided for in a separate chapter, chapter VI.

281. In addition to the appropriation of \$2,490,650 approved for this section for 1962, the Secretary-General, in terms of paragraph 1 of General Assembly resolution 1735 (XVI) relating to unforeseen and extraordinary expenses for the financial year 1962, has sought and obtained the concurrence of the Advisory Committee in the following commitments: Commission for Ruanda-Urundi, established under resolution 1743 (XVI)—\$300,000; United Nations Conciliation Commission for Palestine (UNCCP)—\$84,000; Special Committee on the situation with regard to the

implementation of the declaration on the granting of independence to colonial countries and peoples, established under resolution 1654 (XVI)—\$135,000; Special Committee on Territories under Portuguese Administration, established under resolution 1699 (XVI)—\$39,750; Sub-Committee on Angola, established under resolution 1742 (XVI)—\$43,000; continuation in 1962 of the Commission for Ruanda-Urundi, established under resolution 1579 (XV)—\$9,000; Commission appointed under resolution 1628 (XVI) to carry out an international investigation into the conditions and circumstances resulting in the death of the late Secretary-General and party—\$69,000. The latter requirements will be included in the supplementary estimates for 1962.

282. The Advisory Committee would recall that, after an exhaustive consideration of the estimates included under section 18 of the 1962 budget estimates, it expressed the following observations: "In examining the estimates for the special missions provided for in this section, the Advisory Committee has borne in mind that these operations owe their existence to decisions of the Security Council and the General Assembly. Pending a decision by the appropriate organ that a mission should be discontinued or that the scope of its functions should be changed, it is the responsibility of the Secretary-General to ensure that each mission is maintained at a level commensurate with the adequate fulfilment of the purposes for which it was set up. Within this framework, the Advisory Committee has always felt free to scrutinize and comment upon the Secretary-General's proposals with a view to ensuring that the activities concerned were being administered in the most economical and effective manner. To the same end, the Committee would point to the need, especially in the case of missions which have been in existence for some time and are likely to continue, for a periodic review of administrative and organizational requirements in the light of developing circumstances."²²

283. Attention should also be called to the following statement appearing in the Fifth Committee's report to the General Assembly on the 1962 budget estimates: "... it was the consensus of opinion of the Committee that the observations of the Advisory Committee in paragraph 259 of its report should be endorsed, and that due regard should be paid by the appropriate organs to the administrative and budgetary considerations set out therein, as well as to the discussion of the matter held in the Committee".²³ In view of the endorsement of the Fifth Committee, the Advisory Committee expresses the hope that its observations quoted in the preceding paragraph will receive active consideration.

284. The net increase of \$167,500 for the older continuing missions in 1963 as compared with the 1962 appropriation is arrived at as follows:

	Increase or (decrease) \$
United Nations Truce Supervision Organization in Palestine	179,200
United Nations Conciliation Commission for Palestine	(47,100)

²² *Ibid.*, para. 259.

²³ *Ibid.*, Sixteenth Session, Annexes, agenda item 54, document A/5075, para. 32.

	<i>Increase or (decrease) \$</i>
United Nations Military Observer Group in India and Pakistan	31,000
United Nations Representative for India and Pakistan	1,600
United Nations Commission for the Unification and Rehabilitation of Korea.....	(400)
Office of the Special Representative of the Secretary-General in Amman.....	3,200

285. Of the increase of \$179,200 under chapter I for the United Nations Truce Supervision Organization in Palestine, \$109,300 relate to the additional responsibilities placed on UNTSO under the terms of Security Council resolution of 9 April 1962 (S/5111). Implementation of this resolution has necessitated the appointment in 1962, and retention in 1963, of eight new Field Service Officers whose remuneration is charged to section 19 (see para. 296 below), eight locally recruited staff and six military observers. In addition, existing requirements have resulted in the recruitment of another eight local manual workers. Finally there has been a net increase of eight staff members detailed to the mission from the regular establishment. All this accounts in the main for the increases in items (i), Salaries and wages of staff recruited for the mission, (ii) Subsistence and travel of staff recruited and detailed, and (iii) Subsistence and travel of military observers.

286. The largest individual increase (\$56,100) is in item (iii), Subsistence and travel of military observers. It appears however that, in view of information which came to the knowledge of the Secretary-General only after the preparation of the budget estimates, the provision under this item should be reduced by \$23,000 to \$504,800. This includes a sum of some \$90,500 for travel costs resulting from the need to replace approximately two-thirds of the present observer strength on expiration of their one-year tours of duty during 1963. While the decision relating to rotation falls wholly within the competence of the Governments contributing military observers to the mission, the Advisory Committee would suggest that appreciable savings would be realized if these Governments could see their way to modifying the annual pattern so that the observers could serve for a longer period.

287. The operation and purchase of vehicles (items (v) and (ix)) accounts for an expenditure of \$302,000, or an increase of \$44,300 to which must be added freight charges of \$30,000 for transportation of the new vehicles to the mission area. Compared with 1961 expenditures of \$210,700, the increase under items (v) and (ix) is no less than 43 per cent and while the Advisory Committee is aware that the replacement policy aims at avoiding excessive expenditure on maintenance and spare parts, it nevertheless expresses the hope that a strict degree of control on utilization will make it possible to keep the needs under this heading to a minimum.

288. The estimate submitted for the United Nations Conciliation Commission for Palestine in chapter II is reduced to \$34,400 and provides merely for salaries and related expenditures for the winding-up of the Commission's work on identification and evaluation of Arab refugee immovable properties, which is now

anticipated for the early part of 1963. The relevant provisions have therefore been based on costs to cover a period of four or six months.

289. The increase of \$31,000 under chapter III (United Nations Military Observer Group in India and Pakistan), is due in the main to the first three items: (i) Salaries and wages of staff recruited for the mission; (ii) Subsistence and travel of staff recruited and detailed; and (iii) Subsistence and travel of military observers. The budget estimates indicated that the political situation in the area has made it necessary to raise the number of observers from 29 to 36 in the course of 1962. The increased costs resulting from this strengthening of the observer corps would seem to give special pertinence to the suggestion expressed in paragraph 286 above. The Advisory Committee believes that some savings could also be achieved on the other items, in particular vehicles, communications, freight, supplies and services.

290. The estimate for chapter V (United Nations Commission for the Unification and Rehabilitation of Korea) is \$400 below the 1962 appropriation, but higher than the 1961 expenditure by more than \$23,000. The budget text indicates that, before 1960, the Commission met once a year in Seoul, but that it now holds four sessions a year, two in Seoul and two in Tokyo. The Advisory Committee has been given to understand that some \$4,500 could be saved under item (iii), Subsistence and travel of members of the Commission, by reverting to the previous pattern of an annual session.

291. Chapter VI (The Office of the Special Representative of the Secretary-General in Amman), shows an increase of \$3,200 spread under various items. The Advisory Committee feels that in the case of this mission, as well as that of the other missions which have been in existence for some time, continuous efforts should be made to keep costs within stable limits. It would accordingly suggest that it should be possible to maintain the 1963 estimate for chapter VI at approximately the 1961 expenditure level of \$45,000.

292. The estimate under chapter VII for replacement of staff detailed to missions from the regular establishment is in the amount of \$115,000, compared with an appropriation of \$114,750 in 1962 and an actual expenditure of \$100,493 in 1961. In support of this estimate, attention has been drawn to the significant drain on key administrative and financial control staff at established offices as a result of the large number of special missions and operations. The Advisory Committee recognizes the strains imposed in certain areas by current requirements in the field. It would however recall that, in the past two years, it expressed the opinion that replacements should be limited, on a strictly selective basis, to essential needs, having regard to the short term nature of the absences of the staff in question. It notes therefore with satisfaction the assurance given by the Secretary-General that the number of replacements of detailed staff is held to the bare minimum and that all requests for replacement are subject to the closest scrutiny at the highest level. In the view of the overall need for economy, the Advisory Committee believes that this control procedure should enable the Secretary-General to keep costs under chapter VII within the limits of the 1961 expenditure of some \$100,000.

293. The adoption of the revised standards of travel accommodation would result in a saving of some \$50,000 under section 18 (see para. 62 above).

294. In the light of the observations and suggestions set out above, the Advisory Committee would recommend a total appropriation under section 18 for 1963 in an amount of \$2,450,000, representing a reduction of \$162,400 in the estimate submitted by the Secretary-General.

Reduction recommended:

Section 18. Special missions..... \$162,400

SECTION 19. UNITED NATIONS FIELD SERVICE

	\$
Estimate submitted by the Secretary-General	1,458,100
Estimate recommended by the Advisory Committee	1,403,000
1961 (actual expense)	1,219,748
1962 (appropriation)	1,357,000

295. This section provides for a field service of 208 members, excluding 67 such members currently assigned to the United Nations Emergency Force, 122 to the United Nations Operation in the Congo and 8 serving in the field offices of the Technical Assistance Board, the costs of the latter 197 individuals being met from the budgets of the operations concerned. Of the 208 provided for, two radio operators are at present assigned to UNRWA on a reimbursable basis.

296. The total increase of \$101,100 in the provision requested for this section includes \$64,600 under chapter I for established posts. This figure comprises \$31,600 attributable to the eight additional posts established to meet the expanded activities of the United Nations Truce Supervision Organization in Palestine, pursuant to the Security Council resolution of 9 April 1962, already referred to in the Advisory Committee's comments on chapter I of section 18 (see para. 285 above), and \$33,000 due to normal increments and other factors.

297. The estimate for chapter I has been calculated on the basis of a 4 per cent deduction for turnover. It appears however that the Field Service, by its very nature, is one where turnover of staff is particularly substantial and the Advisory Committee is of the opinion that a higher deduction—at least of the order of 5 per cent—could well be applied.

298. Chapter II (Common staff costs) shows an increase of \$35,500, including \$14,000 for home leave travel. The Advisory Committee understands that, in order to take account of turnover, changes of duty station and deferments, voluntary or otherwise, the home leave estimate has already been reduced by more than 38 per cent as compared with the amount which would be required, were all entitlements to be exercised.

299. It would seem however that the other items included in chapter II, which depend on the establishment provided for in chapter I, should be susceptible of reduction. Attention is called in particular to the proposed increase of \$16,000 for item (i) (Dependency allowance); this represents an advance of more than 16 per cent over the 1962 appropriation, whereas the corresponding increase in the number of posts is merely 4 per cent. More generally, it should be noted that the estimates for the various items under chapter II are said to be based on the number of claims or entitlements

expected in 1963. The Advisory Committee would point out that the increase in turnover referred to in paragraph 297 above should reduce the number of such claims and entitlements and thereby the relevant expenditures.

300. The adoption of the revised standards of travel accommodation would result in a saving of some \$30,000 under section 19 (see para. 62 above).

301. In the light of the preceding observations, the Advisory Committee recommends an appropriation under section 19 of \$1,403,000, or a reduction of \$55,100 in the estimate submitted by the Secretary-General.

Reduction recommended:

Section 19. United Nations Field Service..... \$55,100

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

SECTION 20. OFFICE OF THE HIGH COMMISSIONER FOR REFUGEES

	\$
Estimate submitted by the Secretary-General	2,494,000
Estimate recommended by the Advisory Committee	2,400,000
1961 (actual expense)	2,234,342
1962 (appropriation)	2,525,800

302. The estimate of \$2,494,000 under this section represents a decrease of \$31,000 as compared with the 1962 appropriation. The estimated grant-in-aid to the regular budget from voluntary funds at the disposal of the High Commissioner, as shown in income section 2, has been reduced from \$650,000 in 1962 to \$600,000 in 1963.

303. Were it not for a decrease of \$94,600 in chapter IX (Indemnification of refugees persecuted under the National Socialist régime by reason of their nationality) due to the fact that this operation is nearing completion, section 20 would show a considerable increase.

304. The largest rise of nearly \$79,000 occurs under chapter I for salaries and wages. This results from an increase of almost \$127,000 for established posts partly offset by a decrease of about \$48,000 for temporary assistance and consultants. The increased estimate for established posts is mainly due to: (i) the establishment of a new post of Senior Director (D-2) to assist the High Commissioner in the over-all policy direction of the Office; (ii) the upgrading of the post of his Legal Adviser from Senior Officer (P-5) to Principal Officer (D-1); (iii) the upgrading of a post assigned to the Chief of the new Finance Control Unit from Associate Officer (P-2) to First Officer (P-4); (iv) the transfer of 2 General Service posts from the European Office. While considering that a shift in the High Commissioner's programme from direct aid projects to co-ordination and guidance activities may justify this strengthening of the higher levels of the manning table, the Advisory Committee believes that the resulting increase in costs should be offset by the elimination of some subordinate posts. In fact, some net reduction in the number of established posts should be possible in view of the contemplated contraction of activities in the branch offices in Germany and Austria as well as in Morocco and Tunisia. Therefore, the Advisory Com-

mittee would have expected a smaller rather than a larger estimate under chapter I.

305. The Advisory Committee understands that there is in fact an over-all reduction in the total staff because some 3 or 4 operational personnel paid out of project funds are being progressively included in the regular establishment as posts in the latter become vacant. While it appears that the High Commissioner's intention is to limit this transfer to strictly administrative staff, leaving case-workers and other operational personnel in their present positions, the Advisory Committee would invite the attention of the General Assembly to the impact of even this limited practice on the level of appropriations under section 20.

306. On a point which has been the subject of repeated comments by the Advisory Committee, it should be noted that the turnover adjustment applied to the costs for professional staff and above in section 20 is only 2 per cent, whereas a figure of 3 per cent has been used in section 3 for the United Nations Secretariat. On the basis of past experience, the Advisory Committee suggests that, given a manning-table of nearly 100 posts in the professional and higher categories, a 3 per cent deduction for turnover could not be considered excessive.

307. Finally, it should be recalled that, under the terms of its resolution 1165 (XII) of 26 November 1957, the General Assembly will reconsider "the arrangements of the Office of the High Commissioner with a view to determining whether the Office should be further continued beyond 31 December 1963". In the circumstances, there would seem to be a special need to observe budgetary restraint pending the decision of the General Assembly in this regard.

308. In the light of the preceding observations, the Advisory Committee recommends an appropriation under section 20 of \$2,400,000, representing a reduction of \$94,000 in the estimate submitted by the Secretary-General.

Reduction recommended:

Section 20. Office of the United Nations High Commissioner for Refugees..... \$94,000

PART VIII. INTERNATIONAL COURT OF JUSTICE

SECTION 21. INTERNATIONAL COURT OF JUSTICE

	\$
Estimate submitted by the Secretary-General	921,300
Estimate recommended by the Advisory Committee	914,300
1961 (actual expense)	761,990
1962 (appropriation)	926,600

309. The decrease of \$5,300 under this section as a whole is due to various minor changes. The establishment of the registry is maintained at the 1962 level of 30 posts although, because of recruitment difficulties, 1 post of library assistant is to be upgraded from the General Service category to the Assistant Officer level. The change in the post adjustment for professional staff from class A (minus 5 per cent) to class O (no differential) effective 1 May 1962 at the Hague accounts for more than half of the increase of some \$8,200 for established posts (chapter I, item (i)). The

Advisory Committee understands that the reduction of \$4,000 for temporary assistance (chapter I, item (ii)) has been made possible by the filling of existing vacancies in the permanent establishment. The Registrar has indicated, however, the further recourse to temporary assistance would have to be made, should the number of cases to be heard by the Court in 1963 exceed that at present forecast.

310. The Advisory Committee notes that, although no percentage deduction for turnover of staff has been applied to the provision for established posts as is done in the case of the United Nations Secretariat under section 3, the 1963 estimates for section 21 are based on the approved appropriation for 1962 which itself includes a turnover deduction recommended by the Advisory Committee.

311. On the basis of the actual expenditures for 1961, the Advisory Committee believes that there is an adequate margin for possible savings totalling about \$7,000 under the various chapters of section 21. As in previous years, it is of the opinion that, despite the relatively small staff involved, some vacancies are likely to occur resulting in lessened expenditure. It would also seem reasonable, on the basis of experience, to expect that the provisions for travel of judges and members of the Registry and their dependents as well as other entitlements which are provided for in full, may not be completely utilized.

312. In the light of the preceding observations, the Advisory Committee recommends an appropriation under section 21 of \$914,300, or a reduction of \$7,000 in the estimate submitted by the Secretary-General.

Reduction recommended:

Section 21. International Court of Justice..... \$7,000

Estimates of income

PART I. INCOME FROM STAFF ASSESSMENT

Income section 1. Staff assessment income

	\$
Estimate submitted by the Secretary-General	8,800,000
Estimate recommended by the Advisory Committee	8,700,000
1961 (actual income)	6,998,075
1962 (estimated income)	8,670,250

313. The estimate under this section relates to anticipated revenue from assessments levied on salaries and emoluments paid to staff in accordance with regulation 3.3 of the Staff Regulations. The full amount of this revenue will be credited to the Tax Equalization Fund and distributed from that Fund to the Member States in accordance with General Assembly resolution 973 (X) of 15 December 1955.

314. The estimate of \$8,800,000 for 1963 is \$129,750 higher than the estimate approved for 1962.

315. Income from staff assessment is in direct relation to salaries and certain common staff costs provided for in sections 3, 4, 18, 19, 20 and 21 of the budget. The reductions recommended by the Advisory Committee in the corresponding expenditure estimates would result in a decrease of staff assessment income by some \$100,000.

316. Accordingly, the Advisory Committee recommends a figure of \$8,700,000 as estimated revenue under income section 1.

PART II. OTHER INCOME

Income section 2. Funds provided from extra-budgetary accounts

	\$
Estimate submitted by the Secretary-General	1,784,700
Estimate recommended by the Advisory Committee	1,784,700
1961 (actual income)	1,835,600
1962 (estimated income)	1,666,800

317. The total estimate of \$1,784,700 covers the following anticipated contributions to the regular budget:

(a) \$981,600 from the Special Account of the Expanded Programme of Technical Assistance, consisting of: (i) \$936,600 as a contribution towards administrative and operational services costs incurred by the United Nations as a participating organization; and (ii) \$45,000 as a contribution towards the costs of central administrative and financial services rendered by the United Nations in connexion with the Special Account;

(b) \$600,000 from the voluntary funds at the disposal of the High Commissioner for Refugees as a grant-in-aid of the administrative costs provided in section 20 of the budget for the operation of the various related refugees programmes;

(c) \$203,100 from the United Nations Joint Staff Pension Fund towards the expenses of this activity which are provided for in the regular budget.

318. The 1963 estimate shows a net increase of \$117,900 as compared with the estimate approved for 1962, consisting of increases in the amount of \$167,600 in the contribution from the Special Account of Expanded Programme of Technical Assistance and \$300 in the contribution from the Pension Fund, offset by a decrease of \$50,000 in the grant-in-aid from the voluntary refugee funds.

319. The higher contribution from the Special Account is in accordance with the formula laid down in Economic and Social Council resolution 855 (XXXII) of 4 August 1961 for participating organizations in general. The title of item I (ii), "Contribution towards central administrative and financial services costs in connexion with the Special Account", for which an estimate of \$45,000 has been submitted, perhaps lacks precision. The Advisory Committee would suggest that, in the future, the title might possibly be changed to "Contribution towards central services costs in connexion with custodial functions related to the Special Account".

320. As regards the reduction in the grant-in-aid from the voluntary refugee funds, the Advisory Committee must again call attention to the comments it made on this point in its report on the 1962 budget estimates where it noted that the level of the grant-in-aid varies from year to year and would seem to be arrived at on an *ad hoc* basis, depending on the level of voluntary funds expected to be available for pro-

gramming.²⁴ The Advisory Committee suggested that the basis upon which the grant-in-aid is determined should be clarified so that the amounts can be evaluated with proper reference to the expenses to which the grant is intended to relate.

321. Attempts made by the Advisory Committee, during its spring session at Geneva, to obtain such a clarification were not successful. It is assumed that the Secretary-General will be prepared to explore with the High Commissioner the possibility of establishing a clear basis for identifying administrative costs and of achieving some satisfactory standard formula for determining the annual grant-in-aid figure.

322. On this understanding, the Advisory Committee recommends that an estimate of \$1,784,700 be approved under income section 2, as proposed by the Secretary-General.

Income section 3. General income

	\$
Estimate submitted by the Secretary-General	1,666,600
Estimate recommended by the Advisory Committee	1,750,000
1961 (actual income)	2,147,213
1962 (estimated income)	1,400,000

323. The estimated income under this section is \$266,600 over the approved estimate for 1962 but \$480,613 below the actual income in 1961.

324. The main changes as compared with 1962 occur in items (ii), Reimbursement of staff and services furnished to Specialized Agencies and others [\$220,000 increase] and (vi) Contributions from non-Member States [\$57,600 increase]. In the case of item (ii), this is due in large measure to the inclusion of \$193,000 for an estimated contribution by the Austrian Government towards the costs of the International Conference of Plenipotentiaries on Consular Relations to be held in Vienna in March 1963 at the invitation of that Government. In respect of item (vi), the main reason for the increase in the contribution to be received from non-Member States participating in certain United Nations activities is that the cost of these activities has risen substantially.

325. The Advisory Committee realizes that the primary reason for the very low level of the estimate submitted under item (iii), Income from interest and investments, is the fact that the cash position of the Organization may not permit any substantial income from bank-interest and short-term investments to be envisaged in 1963. It would nevertheless point out that, in 1961, actual income from that source was about \$328,300 whereas the approved estimate was only \$190,000. While the 1961 receipts have been due in part to a number of special market factors of which the Secretariat took full advantage and while it is true that such income is, in a sense, due to fortuitous circumstances such as the possibility of retaining a large contribution for a short period, the Advisory Committee believes that, with the sale of United Nations bonds in the latter part of 1962 and in the course of 1963, the United Nations Treasury should be in temporary possession of considerable sums in cash which it would be

²⁴ *Ibid.*, Sixteenth Session, Supplement No. 7 (A/4814), para. 300.

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able to invest profitably. Accordingly, the Committee expects that the \$25,000 figure approved for 1962 will be passed by a sizable margin.

326. It is therefore the opinion of the Advisory Committee that the Secretary-General's estimate for item (iii) is too conservative and that the actual income from interest and investments should be substantially higher in 1963. The Advisory Committee would accordingly recommend an amount of \$100,000, representing an increase of \$75,000 over the figure proposed by the Secretary-General for that item.

327. The reduction of \$8,500 or about 12 per cent under item (iv), (Sale of used office transportation and other equipment), would also appear to be on the low side and the Committee believes that better results can reasonably be expected. It would therefore recommend that the estimate of \$62,600 proposed for this item should not be reduced below \$60,000 in spite of the reduction it has recommended under section 8 as regards the purchase of various categories of permanent equipment.

328. Under the remaining items in this section, particularly (vii) (Revenue from television services and film distribution) and (viii) (Miscellaneous income), the Advisory Committee feels that the level proposed might well be exceeded in some measure.

329. Accordingly, the Committee recommends an estimate of \$1,750,000 for income section 3, or an increase of \$83,400 in the estimate submitted by the Secretary-General.

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

	\$
Estimate submitted by the Secretary-General	1,300,000
Estimate recommended by the Advisory Committee	1,300,000
1961 (actual income)	1,289,671
1962 (estimated income)	1,275,000

330. Net income from the sale of United Nations postage stamps is estimated at \$1,300,000 which represents an increase of \$25,000 above the approved 1962 estimate. Gross sales are estimated at \$1,800,000 which would be \$110,000 higher than the level approved for 1962. The deductions to be made in order to arrive at the net revenue are expected to consist of \$300,000 for payments to the United States Post Office for mail carrying and cancellation charges and \$200,000 for operational expenses charged against revenue. It should also be borne in mind that the costs of salaries for established posts and the common staff costs of the staff of the Postal Administration are provided for in the appropriate budget sections. These expenses are estimated for 1963 at \$281,800. On this basis, estimated actual excess of income from the sale of stamps over the expenses directly attributable to that activity is \$1,018,200.

331. In its reports on the 1961²⁵ and 1962²⁶ budgets, the Advisory Committee drew attention to the progres-

²⁵ *Ibid.*, Fifteenth Session, Supplement No. 7 (A/4408), paras. 304 and 305.

²⁶ *Ibid.*, Sixteenth Session, Supplement No. 7 (A/4814), para. 308.

sive reduction in the volume of gross sales from 1957 to 1959 and to the subsequent reversal of the trend:

	\$
1957 actual gross sales	1,869,639
1958 actual gross sales	1,601,961
1959 actual gross sales	1,392,190
1960 actual gross sales	1,562,964
1961 actual gross sales	1,810,764
1962 (estimated gross sales)	1,690,000
1963 (estimated gross sales)	1,800,000

It thus appears that income has tended to level off in recent years and the estimates have been prepared accordingly.

332. The Advisory Committee notes that this improvement has been due to a large extent to the special efforts made during the past three years to promote sales of United Nations stamp issues. In particular, it understands that efforts are now being made to enlarge the field of distribution, through governmental postal administrations, of United Nations stamps for philatelic purposes. Interest is also being stimulated by the distribution of exhibit materials as well as by participation in stamp exhibitions in a number of countries.

333. The Advisory Committee recommends that an estimate of \$1,300,000 be approved under income section 4, as proposed by the Secretary-General.

Income section 5. Sale of publications

	\$
Estimate submitted by the Secretary-General	541,000
Estimate recommended by the Advisory Committee	541,000
1961 (actual income)	413,573
1962 (estimated income)	375,000

334. This section relates to the sale of United Nations publications and information material, as well as publications of the specialized agencies.

335. The estimate of income for 1963 from the above sources is in the amount of \$541,000, representing an increase of \$166,000 over the level approved for 1962.

336. Gross sales in 1963 are estimated at \$1,020,000 compared with an estimate of \$792,000 for 1962 and actual revenue of \$779,152 in 1961. Deductions in 1963 are expected to consist of \$206,200 for costs of sales and discounts and \$272,800 for expenses charged against revenue. Net credit to income is therefore set at \$541,000, compared with an estimate of \$375,000 in 1962 and actual net revenue of \$413,573 in 1961. The increase in the net credit to income is lower than the increase in gross sales because the deduction for sales costs and discounts is \$22,000 higher than the 1962 allowance, while other expenses charged against revenue exceed the 1962 level by \$40,000.

337. Additional expenses related to this activity are included under regular budget appropriations for established posts and common staff costs for the sales units at Headquarters and Geneva (sections 3 and 4), for the run-on cost—cost of paper, presswork and binding—of producing sales copies of publications (section 11) and for utilities and maintenance of the

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Bookshop at Headquarters (section 9). These additional costs are estimated at \$303,400 compared with \$273,400 in 1962. On this basis, the actual excess of income over the expenses directly attributable to the sale of publications is estimated at \$237,600 for 1963 compared with \$101,600 for 1962.

338. As from 1 January 1961 the United Nations assumed direct responsibility for the sales activities in the United States, previously undertaken by a sales agent. It now appears that sales experience in 1961 has exceeded original expectations. The Advisory Committee would therefore commend the initiative taken in this matter and it trusts that this favourable trend in sales will continue as a result of the intensive promotional efforts now being made.

339. The Advisory Committee recommends that an estimate of \$541,000 be approved under income section 5, as proposed by the Secretary-General.

Income section 6. Services to visitors and catering services

	\$
Estimate submitted by the Secretary-General	731,500
Estimate recommended by the Advisory Committee	731,500
1961 (actual income)	804,156
1962 (estimated income)	675,000

340. The estimates under this section are presented in two chapters which 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 national representatives and United Nations staff in chapter II (catering services).

341. The 1963 estimates for the various services, as given in annex II to the income sections in the budget document, together with comparable figures for 1962 and 1961, may be analysed as follows:

SERVICES TO VISITORS (CHAPTER I) AND CATERING SERVICES (CHAPTER II): GROSS REVENUE^a AND NET INCOME^b

	1961 actual revenue		1962 estimates		1963 estimates	
	Gross \$	Net \$	Gross \$	Net \$	Gross \$	Net \$
<i>Headquarters</i>						
Guided tours	733,063	69,516	665,000	(28,300)	735,000	(30,250)
United Nations Gift Centre	346,468	175,713	350,000	184,000	351,000	181,000
Souvenir Shop	283,218	210,693	227,000	154,500	289,000	202,500
Catering services	1,119,875	(55,939)	1,024,000	(91,500)	1,123,000	(90,500)
<i>Geneva</i>						
Guided tours	33,740	(6,906)	38,000	600	38,000	(8,250)

^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.

342. It will be noted that the increase of \$70,000 in the gross revenue of the guided tours at Headquarters is expected to result in a \$1,950 rise in the net deficit of the operation, estimated at \$30,250. Guided tours at Geneva also show a deficit (\$8,250 as against an estimated profit of \$600 in 1962). On the other hand, the revenue from the United Nations Gift Centre is expected to be approximately maintained while the souvenir shop should improve its net profit by some 31 per cent.

343. As regards guided tours at Headquarters, the Advisory Committee notes that the 1963 estimates anticipate the continuation of the steady increase in the number of visitors which became evident in 1961. While this development is an encouraging one in itself in that it contributes to a wider understanding of the United Nations, the Advisory Committee has been given to understand that this remarkable increase in the number of visitors is beginning to strain the capacity of the Headquarters buildings. In particular, the Committee has reason to believe that the point is being reached where the administration of the whole operation needs certain adjustments. Attention has been called to the congestion caused by large parties of visitors at the various escalators and revolving doors, which

impede the normal movement of delegates and staff members at peak hours. In addition, the general overcrowding of the exits and lobbies in various parts of buildings is said to raise some problems of safety and security.

344. In conclusion, the Advisory Committee feels that it is too early for it to express an opinion as to what steps if any should be taken, but it hopes that the Secretary-General will study the problem and make any suggestions which he may consider appropriate in the light of the present situation. He will no doubt bear in mind the desirability of receiving as many visitors as possible with due regard to the need for avoiding any interference with the orderly functioning of the Organization.

345. The estimate for catering services at Headquarters under chapter II continues to show a large deficit each year. Thus, in 1963 directly attributable expenses are expected to exceed income by \$90,500 compared with an estimated \$91,500 in 1962 and an actual \$55,939 in 1961. As the Advisory Committee has stated in previous reports, the accepted approach to these services has always been that their primary purpose is to provide essential amenities to users of

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the building at a reasonable cost rather than to yield a profit. At the same time, in spite of some increases, the basic prices charged have not kept pace with the steady rises in the price of commodities as well as in wage rates and fringe benefits. The Advisory Committee views with some concern this continuing operating deficit and it expresses the hope that every effort

will be made to correct the present unsatisfactory situation without imposing an undue burden on the users of these facilities.

346. The Advisory Committee recommends that an estimate of \$731,500 should be approved under income section 6, as proposed by the Secretary-General.

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