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Dual DistributionSixth Session  
Agenda item 41

## BUDGET ESTIMATES FOR THE FINANCIAL YEAR 1952

Supplementary report of the Fifth Committee

Rapporteur: Mr. Radik ASHA (Syria)

1. The Fifth Committee submits to the sixth session of the General Assembly a supplementary report on the budget estimates for the financial year 1952. This report covers the specific recommendations of the Committee on certain aspects of the 1952 estimates upon which no final decision was reached when the General Assembly, at its 357th plenary meeting on 21 December 1951, adopted the appropriation resolution for the financial year 1952.<sup>1/</sup> This resolution authorized a total budget for 1952 of \$48,096,780 gross, which was recommended by the Committee in its earlier report of 20 December 1951 (A/2022).
  2. The main items dealt with in this supplementary report relate to the 1952 budgetary provisions for which the General Assembly approved a total provisional appropriation of \$5,500,000. These items include the field missions, a cost of living adjustment for Headquarters staff, a provision for additional construction costs of the permanent Headquarters building, estimates for the Office of the High Commissioner for Refugees and items referred to the Fifth Committee by other Committees of the General Assembly.
- Cost-of-living allowance for the Headquarters staff of United Nations
3. At its 325th to 327th meetings, the Committee considered the question of a cost-of-living allowance for the Headquarters staff on the basis of a report from the Secretary-General (A/C.5/468, and Corrs. 1 and 2) and the second report of 1952 of the Advisory Committee on Administrative and Budgetary Questions (A/2039) on this matter.

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4. The three essential elements in the plan presented by the Secretary-General were as follows:

(a) A temporary non-pensionable cost-of-living adjustment should be at the rate of 7.5 per cent of the gross annual salary, subject to normal deductions under the United Nations Staff Assessment Plan;

(b) This allowance should apply to all grades, subject to minimum and maximum annual adjustments of \$300 and \$750 gross respectively;

(c) There should be an escalator clause permitting subsequent half-yearly adjustments either upwards or downwards should conditions so warrant.

5. In connexion with the Secretary-General's proposals, the Advisory Committee had made the following recommendations:

(a) The cost-of-living allowance should be at a flat rate of 5 per cent;

(b) It should be granted only to Headquarters staff in receipt of a base salary of less than \$7,000 gross per annum, provided no staff member received an allowance of less than \$200 a year gross;

(c) There should be no automatic adjustments at half-yearly intervals.

6. At the outset of its discussions, the Fifth Committee had before it a draft proposal submitted jointly by Colombia, Denmark, Ecuador, Iren, Pakistan and Turkey (A/C.5/L.158) in three operative paragraphs which, following the proposals of the Secretary-General, would provide:

(i) For an allowance effective 1 January 1952 at the rate of 7.5 per cent of gross salary;

(ii) For payment of this allowance without limitation on level of income, with a minimum of \$300 and a maximum of \$750 gross per annum, and

(iii) Authorization for subsequent allowance of 5 per cent or multiples thereof of gross salary based on the average percentage variation compared with May 1950 in the cost of living during the last six months prior to the adjustment date.

7. The Secretary-General and the Chairman of the Advisory Committee made detailed statements to the Committee (A/C.5/L.160, 161). The Secretary-General explained why he could not concur in the modification of his proposals suggested by the Advisory Committee. The Chairman of the Advisory Committee explained the reasons which had motivated that Committee in framing its specific recommendations

8. The Committee was generally agreed that the rise in the cost of living which had taken place in the New York area justified a compensatory allowance to some categories of staff. Discussion in the Committee therefore was focussed, in the main, on certain specific points - at what rate should the allowance be established and which categories of staff members should benefit. The question of any subsequent automatic adjustment to take account of changes in the cost-of-living index, although related to these issues, appeared to the Committee to be a separate question.

9. In considering the question of the rate at which a cost-of-living allowance should be established, the Secretary-General recalled that, between May 1946 and November 1951, the cost of living in the New York area had risen by more than 36 per cent. Under the new salary system effective 1 January 1951, the cost-of-living allowance previously received by staff members whose maximum salary did not exceed \$7,000 had been incorporated into the gross salary.

The Secretary-General pointed out to the Committee that no official General Assembly document contained mention of any date which might be considered as placing the Committee under any juridical obligation towards the staff. The Committee of Experts' report had stated that from May 1946 to August 1949, the cost of living in the New York area had risen more than 25 per cent and after that date had shown a tendency to level off.

By 15 September 1950, however, there was an increase of 3.4 per cent over May 1950. The Experts had stated that the proposed salary scale should be revised following significant variations in the level of prices and wages, but in December 1950, no increase was warranted, nor was it considered when the General Assembly adopted the new salary system. Between May 1950 and November 1951, the Secretary-General stated, the cost-of-living index in the New York area had increased by 10.8 per cent; if he was suggesting an allowance of only  $7\frac{1}{2}$  per cent, it was because the citizens of many States were obliged to pay heavier taxes than heretofore, and he considered that the staff of the United Nations should not receive preferential treatment.

10. The Chairman of the Advisory Committee stated that his Committee could not agree that any calculation of the cost of living should be based upon the date May 1950 proposed by the Secretary-General, since it could not be presumed that the General Assembly itself had not acted with full knowledge of the facts relating to an adequate salary scheme at the time it had approved, in December 1950, a new scale

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of salaries and allowances. One representative considered that, if the Committee did not accept December 1950 as a basis, this would amount to a vote of no confidence in the judgment of the General Assembly, the Fifth Committee and the eleven-nation special sub-committee which had examined the new salary scheme.

11. The opinion of the members of the Fifth Committee upon this basic question were somewhat divided.

Some considered that the Secretary-General's case was sound and that May 1950 was a reasonable date. Others, notably the representative of Greece, considered that September 1950 was more appropriate since this was the time when the General Assembly had first considered the final report of the Experts on the new salary scheme. Noting the rise in the cost-of-living index figure for New York as some 6 per cent between that date and November 1951, he thought that the allowance should be of that order. Other members considered the increase in the cost-of-living index, as given by the U.S. Bureau of Labour Statistics, justified fully the proposal of the Secretary-General. Several members of the Committee were of the opinion that too much importance could be given to the selection of a base date for calculation of the amount of a cost-of-living adjustment and that this particular question should not be made an exclusive criterion. They thought that in its consideration of this particular point the Committee should be guided by considerations of commonsense.

12. The Committee noted that, with the discontinuance of the expatriation and rental allowances, the net earnings of a considerable number of staff members had been decreased. As a rule most staff members benefited by the system of annual increments which was an integral part of the new salary scheme but, generally speaking, the Committee recognized the fact that these increments were not granted to enable staff members to meet increases in the cost of living but in recognition of the quality and duration of their service.

Several representatives considered that the observations of the Advisory Committee in its report were pertinent; a repatriation grant had been substituted for the expatriation allowance and this, in the form of compulsory savings, constituted a significant factor in the emoluments of many staff members; also, since the rental allowance had been instituted on a temporary basis only, it would have been discontinued in any case by the end of 1951 independently of the general review of the allowance system.

13. It was with these considerations in mind that the Committee approached the question of the rate at which any cost-of-living adjustment should be fixed and whether any practical proposal offering a compromise between the Advisory Committee's proposals and those of the Secretary-General would provide a satisfactory answer.

14. The Committee also considered thoroughly which categories of staff should benefit by a cost-of-living allowance.

The representative of the United States of America recalled that the General Assembly had established fundamental principles in matters of payment of salaries and that these principles had been substantially adopted by a number of the specialized agencies. The salary rates of members of the General Service category were to be based on the best prevailing rates in the area for similar work; the salaries of internationally recruited staff were to be related to the best rates paid in foreign and home services of the Governments of Members - these two principles to be applied to all organizations wherever their headquarters might be. In consequence, any decision affecting these principles would have serious repercussions on co-ordination of salary policy between the United Nations and the specialized agencies.

A number of delegations considered it essential to observe and retain these uniform principles which were an integral part of the system of remuneration which the General Assembly had adopted, and there was a wide measure of agreement that as far as salaries of the General Service category staff were concerned they should be kept in line with the best prevailing salaries or wages for similar work paid in the New York area. The Secretary-General had informed the Committee that, in his opinion, an allowance of 7.5 per cent for this staff was necessary to bring their salaries into line.

15. The representative of the United States of America proposed (A/C.5/L.159/Rev.2) (a) that a cost-of-living allowance should be granted to the Headquarters General Service category at a rate required to bring gross salaries into line with the best prevailing salaries or wages in the Headquarters area, provided that no staff member should receive less than \$200 gross per annum; and (b) that all other Headquarters staff earning up to \$15,000 gross should receive 5 per cent of gross salaries with a maximum of \$500 gross.

16. On the general issue, several different opinions were expressed. A number of representatives considered that the allowance should be paid to all staff members without distinction since all were affected by the rise in the cost of living, and the necessity of recruiting and retaining highly qualified staff required that the remuneration of all grades of staff should be satisfactory. The representative of the United Kingdom did not consider that, at their existing salary levels, there was any hardship for members in the upper salary grades and in the present exceptional period of financial stringency a degree of sacrifice was called for from those whose remuneration was sufficient to enable them to absorb a strain which was borne most heavily by lower paid staff. While recognizing that an increase for some categories was justified, he considered a maximum of 5 per cent adequate for higher paid staff and that a more appropriate point to stop at in the salary range would be \$12,000 gross; he was prepared to move a formal proposal to this end.

17. The representative of India stated that it was the practice of many governments to scale down a cost-of-living adjustment for the higher grades. He regarded this as a sound principle and it was one of the aims of the proposal he submitted (A/C.5/L.162) which drew a dividing line between staff earning less or more than \$7,000 gross per annum, and would allow for the former category an allowance at the rate of 7.5 per cent (\$200 gross minimum and \$350 gross maximum a year), and for the latter category an allowance of 5 per cent (subject to a maximum of \$500 gross a year).

18. Although opinions in the Committee were divided on the question of a sliding scale intended to deal with future changes in the cost-of-living index, the majority of the Committee considered that the time was not ripe to reach a final decision upon this question, since the General Assembly could adjust annually any allowance agreed to if it were necessary to do so.

The Secretary-General had proposed this system (A/C.5/468, paragraph 3(c)) to give staff members a feeling of security and to make it unnecessary for the Advisory Committee and Fifth Committee continually to debate and reconsider salary questions. Such a system would be in line with that prevailing in a number of national administrations; it would, however, be subject to annual revision by the General Assembly.

19. Several representatives saw merit in the proposal for such an automatic adjustment, since this would enable the Secretary-General to solve problems as they arose and ensure that difficult situations in the matter of adequate remuneration would not arise during the course of the year in various parts of the world in which United Nations offices were situated. The institution of this sliding scale would enable the allowance to be adjusted when adjustment was necessary and, being automatic, would not throw an additional burden of detailed review on the organs of the Assembly concerned with the financial control of the Organization's funds.

20. A considerable number of representatives considered that the introduction of a sliding scale would have an effect on the United Nations budget which could not be assessed at the present time, and that any automatic adjustment following fluctuations in the price index would not only affect budgets of the United Nations, but, in due course, those of the specialized agencies as well. They pointed out that this arrangement would impose obligations on future sessions of the General Assembly, a principle which should be avoided since it was essential that in the question of provisions of funds the position of each General Assembly should be safeguarded. The point was also stressed that to provide for adjustments at six-monthly intervals was not called for; an adjustment at yearly intervals would not only obviate any budgetary complications but would enable the Fifth Committee to consider the question of a cost-of-living adjustment each year on its merits, having regard to relative changes in the cost of living and to all other pertinent factors.

The representative of Canada suggested that as an alternative to automatic adjustments the Committee should accept the Advisory Committee's recommendation that the cost-of-living trend should be kept under continuous review and that the Secretary-General should take the initiative in proposing any adjustment to the General Assembly whenever he thought that this was necessary to maintain an efficient staff.

21. Summing up the Committee's discussion on this question, the representative of France considered that it would be preferable, until the situation was clearer, that any decision concerning the introduction of a sliding scale for automatic adjustment should be left to the General Assembly at its seventh session when the practical value of its introduction might be more apparent. He made a formal proposal to this effect.

22. Following its discussion of the principal issues involved, the Committee considered that the specific proposals before it formed individually coherent

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wholes, although certain parts of different proposals made different recommendations on certain of the main issues. The Committee decided, however, not to treat these proposals piecemeal, but to consider and vote on, as far as this proved necessary, individual proposals in order. Throughout its discussion it had taken note of the financial implications of various proposals. The specific proposals were as follows:

- (a) A joint proposal of Colombia, Denmark, Ecuador, Iran, Pakistan and Turkey, referred to in paragraph 6 above (A/C.5/L.158);
- (b) The revised Indian amendment to this joint proposal referred to in paragraph 17 above (A/C.5/L.162);
- (c) The French proposal regarding the sliding scale referred to in paragraph 21 above;
- (d) The United States proposal referred to in paragraph 15 above (A/C.5/L.159/Rev.2);
- (e) The oral proposal of the United Kingdom referred to in paragraph 16 above;
- (f) The oral proposal by the representative of Greece for a cost of living allowance of 6 per cent paid to all officials in New York without salary limitation, referred to in paragraph 11 above.

23. The Committee voted in the first instance on the first two operative paragraphs of the joint proposal - Paragraph 1 was adopted by 33 votes to 15, with 8 abstentions. Paragraph 2 was adopted by 32 votes to 14, with 10 abstentions.

The result of these particular votes implied the rejection by the Committee of other proposals on the same subjects; accordingly these were not put to the vote.

The Committee adopted, by 34 votes to 14, with 6 abstentions, the French proposal that consideration of the question of the "sliding scale" raised in paragraph 3 of the joint proposal be postponed until the General Assembly's next session.

24. In accordance with these decisions the Fifth Committee recommends that a cost-of-living allowance for the Headquarters staff be established for 1952 at the rate of 7.5 per cent of gross salary and that it be granted without limitation in level of income, provided no staff member shall receive an allowance smaller than \$300 gross or larger than \$750 gross.

To provide for the necessary payment it was further decided, by 34 votes to 10, with 12 abstentions, that an appropriation not exceeding \$1,330,000 be allocated between the various sections of the budget concerned and that the appropriation provisionally approved under section 33 be correspondingly reduced.



Control and limitation of documentation

25. During the examination of the estimates for section 18 - Common Services the Committee decided, at its 296th meeting, to consider later in the session a suggestion of the representative of Australia recommending that the General Assembly request delegations to co-operate with the Secretary-General to effect economies in the number and size of documents.

At its 324th meeting, the Committee took as a basis for its further discussion of this item a draft resolution submitted by the Secretary-General (A/C.5/L.155), in accordance with the Committee's instructions.

26. The Assistant Secretary-General for Conference and General Services explained that a resolution in the terms proposed would help the Secretary-General to exercise a wider measure of discretion than had been possible hitherto, to restrict production of unnecessary documents and to enjoin upon delegations to exercise restraint in the number of copies they required. He further pointed that in compliance with previous requests internal distribution within the Secretariat had been reduced by one-third. Although delegations were required to purchase additional copies of printed documents, further steps should be envisaged to control free distribution of mimeographed documents; the draft resolution was framed partly with this intention.

27. The representative of Australia, in commenting on the draft resolution, felt sure that all Member States would co-operate to achieve the purpose for which it was designed. His understanding of paragraph 1(a)(i), which was confirmed in subsequent discussion, was that the preparation of detailed studies should be confined to exactly what was required and that any organ requesting such studies should indicate clearly the type of report it wished to see produced.

In connexion with this particular paragraph, several representatives stressed the point that it was not their intention to limit in any way production of reports essential to the full review by an organ of the question before it, nor to restrict the scope of these reports. The Committee understood generally that the intention was to avoid wastage of paper and Secretariat effort by urging organs clearly to indicate their requirements, so that distribution of documentation which was sometimes voluminous and not essential to governments could be avoided.

28. Several representatives made certain practical suggestions aimed to secure economy in distribution, which warranted further study by the Secretary-General; e.g. the provision of delegation lockers in the Headquarters building; advice to delegations on the organization of document files, especially during those periods when the General Assembly was convened away from Headquarters; prior discussion with organs as to which of the mimeographed documents before them should be printed.

29. While accepting the underlying implications of the draft resolution it was understood by the Committee that its adoption would in no sense modify the rules established by the General Assembly concerning the translation of documents.

30. On the proposal of the representatives of Australia and India, it was agreed that the points itemised in operative paragraphs 2 and 3 of the original text should be combined into a single paragraph with an introductory phrase "requests the Secretary-General". By 41 votes to none, with 5 abstentions, the Committee adopted the draft resolution so amended.

31. In accordance with this decision, the Fifth Committee recommends that the General Assembly approve draft resolution IV on control and limitation of documentation included in the present report.

Operational programmes under the responsibility of the United Nations financed by voluntary contributions

32. At its 323rd meeting, the Committee had before it a draft resolution submitted by Brazil (A/C.5/L.120) with the purpose of emphasizing the Secretary-General's responsibility to the General Assembly for the administrative expenditures relating to operational programmes financed by voluntary contributions, and the Committee's responsibility for the annual examination of the administrative aspects of these programmes. The proposal was aimed to afford the governments of Member States who provide the considerable funds involved an opportunity to review these activities on the basis of annual reports from the Advisory Committee on Administrative and Budgetary Questions, and to ensure that the administrative costs of these operational programmes would be subject to the same scrutiny as was normally applied to similar expenses under the regular budget of the United Nations.

33. The United States of America proposed an amendment (A/C.5/L.142) to the Brazilian draft resolution, which was accepted by the sponsor at the

outset of the debate. This amendment specifically provided that the administrative part of the technical assistance programme financed by voluntary contributions and executed by the United Nations should be subject to the same scrutiny by the Advisory Committee as was given to expenses under the regular budget, and requested the Advisory Committee to comment on the administrative practices and expenses of authorized operational programmes financed from extra-budgetary funds in its annual report to the General Assembly on the audited accounts of those programmes.

The representative of the United States of America explained that the purpose of this amendment was to establish a distinction between the administrative part of the technical assistance programme already covered in some measure in certain sections of the United Nations regular budget, and the administrative expenses of other special operational programmes authorized by the General Assembly.

34. The Chairman of the Advisory Committee pointed out that the basic question at issue was whether some legislative control should be exercised over extra-budgetary funds. The Advisory Committee had set forth its views in its seventh report of 1951 when dealing with the administrative budgets of the specialized agencies, (A/1971, paragraphs 13 - 17), in which it had stated that, with two or three exceptions, no provision existed for an examination of these special projects by the conference of an agency, approval of projects being required only at the secretariat level. In the Advisory Committee's opinion that procedure seemed contrary to national practices, and the General Assembly might wish to consider whether the existing system should not be modified.

35. The representative of Australia, bearing in mind particularly that the Executive Board of the United Nations International Children's Emergency Fund had been appointed by the General Assembly to scrutinize and control the administrative expenditures of that agency's programmes, considered that it was important to avoid conflict of jurisdiction which would arise if some of the functions which the General Assembly had already entrusted to the Executive Board of the United Nations International Children's Emergency Fund were transferred to another body, and he doubted whether it was wise to include the United Nations International Children's Emergency Fund within the scope of the draft resolution.

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It was nevertheless the sense of the Fifth Committee as a whole that Committee's observations and recommendations on the operational programmes financed by voluntary contributions after it had examined both the requested report of the Advisory Committee and the Board of Auditors' report on the accounts relating to operational programmes, would help contributing governments to frame their policy towards these programmes. Accordingly, the Committee decided unanimously to recommend the adoption by the General Assembly of draft resolution V included in this report.

Appropriation provisionally approved under section 33 of the 1952 budget

36. The appropriation resolution for the financial year 1952 adopted by the General Assembly at its 357th plenary meeting on 21 December 1951 approved a provisional credit of \$5,500,000 in a new section of the 1952 budget - Part XII, section 33 (Investigations, Inquiries and other activities).

Paragraph 3 of this resolution states:

"No expenditures shall be made from the funds appropriated under Part XII until the General Assembly has specifically approved them under the provision of Article 18, paragraph 2 of the Charter, except that expenditures not in excess of one-twelfth of the amounts expended in the fiscal year 1952 for investigations and inquiries and the United Nations Field Service may be expended without such authorization by the General Assembly and provided further that the appropriation in Part XII shall not in any way prejudice any future decision of the General Assembly".

Paragraph 6 of the same resolution states:

"In the event the General Assembly fails to confirm or reduces any appropriation herein voted, the Member States shall receive a proportionate credit on contributions due or a proportionate refund of contributions paid".

In accordance with paragraph 3 of this resolution, the Committee undertook a careful examination of the budgetary requirements for a number of activities for which it had previously agreed no specific provision. Details of the Committee's decisions in these matters are included under the separate section headings of the present report.

37. The individual amounts involved are consolidated below, showing the purposes for which the estimates were approved and the respective amounts involved.

<u>Section</u>	<u>Purpose</u>	<u>Amount Dollars (US)</u>
1.	International Commission to investigate possibility of free elections throughout Germany	17,100
	Ad Hoc Commission on Prisoners of War	25,000
3.	Group of Experts on Road Signs and Signals	9,970
5.	Military Observer Group in India and Pakistan	680,000
	Advisory Council for Italian Somaliland	160,000
	United Nations Commissioner in Eritrea	135,000
	United Nations Commissioner in Libya	83,000
	United Nations Tribunal: Libya	125,900
	Special Committee on the Balkans	85,000
	Korean Service Medals	327,500
	Conciliation Commission and Truce Supervisory Organization in Palestine	545,000
	United Nations Tribunal: Eritrea	28,900
	Commission for the Unification and Rehabilitation of Korea	150,000
	Repatriation of Greek children	30,000
5(a)	United Nations Field Service	510,000
16.	Additional Security Guard requirements at Headquarters	100,000
20.	Additional Provision (Geneva office) for Common Staff Costs: Office of the High Commissioner for Refugees	20,000
20(a)	Additional Provision: Office of the High Commissioner for Refugees	139,100
25.	Official Records:	
	Report of the Advisory Council for Italian Somaliland	3,000
	Report of United Nations Commission for Eritrea	3,000
	Report of United Nations Commission in Libya	7,500
	Report of the Ad Hoc Commission on Prisoners of War	5,000
	Report of the Conciliation Commission for Palestine	5,000
31(a)	Permanent Headquarters Construction Costs	1,000,000
34.	Cost of Living Adjustment at Headquarters	1,330,000
	<b>Total</b>	<b>\$ 5,524,970</b>

38. The above appropriations will be financed up to the limit of \$5,500,000 from the appropriation provisionally approved under section 33 of the 1952 budget. The Committee was informed that the Secretary-General would endeavour to cover the balance, currently estimated at \$24,970, by transfers between other sections of the 1952 budget.

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Should the General Assembly confirm the estimates recommended in the present report, the assessment of Member States based on total estimates approved in the General Assembly resolution of 21 December 1951 would require no modification as was envisaged in paragraph 6 of that resolution.

Section 1 - The General Assembly, Commissions and Committees

39. (a) At its 357th plenary meeting, the General Assembly approved an appropriation of \$59,100 for a session at Headquarters of the International Law Commission of eleven weeks duration.

The Committee examined revised estimates for this Commission for a session at Geneva of ten weeks duration based upon the recommendation of the Advisory Committee in its fourteenth report of 1952 (A/2073).

The representative of the Union of Soviet Socialist Republics considered that if the tempo of its meetings were quickened the duration of the Commission's session could be shortened. He also agreed with the observation of the Advisory Committee that, having regard to the eminence of the Commission's members, assistance from more highly qualified members of the Secretariat should not normally be required. He proposed a reduction in the estimates of \$10,000 below the sum recommended by the Advisory Committee. Several members stated that the Commission's achievements could not be measured by the number of regular meetings it held, the complexity of the tasks requiring a number of sub-committees and intensive research periods. While there was agreement that the Advisory Committee's recommendations regarding the number of staff to be detailed from Headquarters could be adopted without detriment to the Commission's work, the Committee considered that the sum recommended by the Advisory Committee was the minimum possible to ensure a satisfactory session.

Having rejected the proposal of the Union of Soviet Socialist Republics by 21 votes to 5, with 10 abstentions, the Committee approved, by 33 votes to none, with 5 abstentions, the recommendation of the Advisory Committee that the appropriation be maintained at the figure of \$59,100 as already approved by the General Assembly.

(b) At its 323rd meeting, the Committee considered the necessary budgetary provisions for the Ad Hoc Commission on Prisoners of War. The Secretary-General had proposed estimates totalling \$32,000. In its first report of 1952 (A/2033) the Advisory Committee proposed total estimates of \$30,000, which sum the Secretary-General accepted on the understanding that he would have freedom of action within this limit. The representative of the Union of Soviet Socialist Republics stated that his delegation was opposed in principle to the establishment of the Ad Hoc Commission as contrary to Article 107 of the Charter; he would therefore vote against the recommended provisions.

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By 39 votes to 5, the Committee approved the recommendation of the Advisory Committee for an appropriation of \$25,000 for section 1, chapter IV, and of \$5,000 for section 25 (Official Records) with a corresponding reduction of \$30,000 in section 33 of the 1952 budget.

(c) At its 337th meeting, the Committee examined the budgetary provision in connexion with the appointment of an impartial international commission under United Nations supervision to carry out a simultaneous investigation in the Federal Republic of Germany, in Berlin and in the Soviet Zone of Germany in order to determine whether existing conditions there made it possible to hold genuinely free elections throughout those areas.

The representative of the Union of Soviet Socialist Republics stated that his delegation had opposed the inclusion of this item in the agenda of the General Assembly's sixth session; he would therefore vote against any appropriation requested.

By 23 votes to 5, with 4 abstentions, the Committee approved the recommendations in the ninth report of 1952 (A/2048) of the Advisory Committee for a budgetary provision of \$17,100 under section 1, chapter VIII, with a corresponding reduction in the appropriation provisionally approved for section 33 of the 1952 budget.

By 23 votes to 5, with 4 abstentions, the Committee also agreed that additional requirements, if any, for this commission should be financed by means of an advance from the Working Capital Fund as constituting a commitment relating to the maintenance of peace and security.

### Section 3 - Economic and Social Council, Commissions and Committees

40. (a) At its 337th meeting, the Committee considered the estimates for the 1952 sessions of the Ad Hoc Committee on Forced Labour based upon a report of the Secretary-General (A/C.5/485) and the eleventh report of 1952 of the Advisory Committee (A/2064).

In view of an arrangement concluded with the International Labour Organization which would bear 50 per cent of the cost, the Secretary-General proposed that the provision to be made should be limited to the amount already appropriated in the 1952 budget. For the purpose of consolidating all expenditures for the Ad Hoc Committee, the Secretary-General further proposed the transfer of \$9,500 from section 11, to section 3, chapter XV. The Advisory Committee had concurred with these proposals which would cover the Ad Hoc Committee's programme to be undertaken in 1952. The Advisory Committee also proposed, subject to a careful review of

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travel of staff between Headquarters and Geneva or when accompanying the Committee members during possible on the spot inquiries, and to the recruitment of additional language staff with strict regard to actual needs, that the Secretary-General be authorized to finance that part of the Ad Hoc Committee's programme which it might be possible to implement during 1952 by advance from the Working Capital Fund.

The representative of the Union of Soviet Socialist Republics stated the opposition of his delegation to the appropriations requested since his delegation considered that the Ad Hoc Committee was not a representative body and so not therefore in a position to reach any satisfactory solution of the question at issue.

By 31 votes to 5, the Committee agreed to the transfer of \$9,500 from section 11 (Department of Social Affairs - Temporary Assistance) to section 3, chapter XV. It also decided to recommend to the General Assembly the insertion of an additional sub-paragraph in the resolution relating to unforeseen and extraordinary expenses adopted by the General Assembly on 21 December 1951<sup>2/</sup>, as noted in draft resolution II of the present report, authorizing the Secretary-General to provide for reasonable additional expenses to implement the programme of the Ad Hoc Committee on Forced Labour within an additional provision not exceeding \$72,000.

(b) At its 337th meeting, the Committee approved, by 29 votes to none, with 5 abstentions, the recommendation of the Advisory Committee in its tenth report of 1952 (A/2056) for an appropriation of \$9,970 under section 3, chapter XVI of the 1952 budget for a third session at Headquarters of the Group of Experts on Road Signs and Signals, with a corresponding reduction in the appropriation provisionally approved for section 33 of the 1952 budget.

#### Section 4 - Trusteeship Council, Commissions and Committees

41. At its 337th meeting, the Committee considered the necessary budgetary action following the adoption by the General Assembly, at its 361st plenary meeting, of the resolution presented by the Fourth Committee on the Ewe and Togoland unification problem<sup>3/</sup>. The Committee approved unanimously a proposal of the Secretary-General, with which the Advisory Committee had concurred, which would authorize him to draw from the Working Capital Fund sums not exceeding \$41,000 to implement any decision the Trusteeship Council might reach at its next session regarding a special mission



to the Trust Territories of Togoland. In reaching this decision the Committee further approved the recommendation to supplement the text of the resolution relating to unforeseen and extraordinary expenses adopted by the General Assembly on 21 December 1951, by an appropriate additional sub-paragraph noted in draft resolution II included in the present report.

Section 5- Investigations and Inquiries

42. At its 324th meeting, the Committee examined the necessary budgetary provision for a number of field missions, based upon separate reports from the Advisory Committee in each case.

- (a) Under chapter I the Committee approved, by 41 votes to 5, estimates totalling \$680,000 for the Military Observer Group in India and Pakistan.
- (b) Under chapter II the Committee approved, by 41 votes to 5, estimates totalling \$160,000, with an additional provision of \$3,000 under section 25 (Official Records) for the Advisory Council for the Trust Territory of Somalia under Italian Administration.
- (c) Under chapter III the Committee approved, by 36 votes to 5, estimates totalling \$135,000, with an additional provision of \$3,000 under section 25 (Official Records) for the United Nations Commissioner in Eritrea.
- (d) Under chapter IV the Committee approved two separate estimates:
  - (i) By 41 votes to 5, with 2 abstentions, a provision of \$125,900 in respect of the United Nations Tribunal in Libya;
  - (ii) By 37 votes to 5, a provision of \$83,000 with an additional provision of \$7,500 under section 25 (Official Records) to cover estimated expenditure on liquidation costs in view of the discontinuance of the office of the Commissioner in Libya as from the end of December 1951.
- (e) Under chapter V the Committee approved, by 33 votes to 5, two separate actions in respect of the United Nations Special Committee on the Balkans:
  - (i) A provision of \$85,000 to cover estimated expenditure for the liquidation of the activities of the Special Committee;
  - (ii) The recommendation of the Advisory Committee that any expenditure arising from actions taken by the Balkan Sub-Commission of the Peace Observation Commission be met by advances from the Working Capital Fund as a commitment relating to the maintenance of peace and security.

/(f) Under

- (f) Under chapter VII the Committee, at its 323rd meeting, approved by 38 votes to 5, with 1 abstention, a budgetary credit in the amount of \$327,500 to cover the cost of the Korean Service Medals.
- (g) Under chapter VI the Committee, at its 338th meeting, approved by 34 votes to 5, estimates totalling \$545,000, with an additional provision under section 25 (Official Records) for the United Nations Conciliation Commission for Palestine and the Truce Supervision Organization.
- (h) Under chapter IV the Committee, at its 338th meeting, approved by 35 votes to 5, estimates totalling \$28,900 for the establishment of a United Nations Tribunal in Eritrea.
- (i) Under chapter IX the Committee, at its 339th meeting, approved unanimously estimates in an amount of \$30,000 to cover reimbursement of expenses to be incurred by the International Committee of the Red Cross and the League of Red Cross Societies in implementation of the resolution proposed by the Ad Hoc Political Committee (A/2104) on the repatriation of Greek children.
- (j) Under chapter VIII the Committee, at its 341st meeting, approved, by 30 votes to 5, the recommendations of the Advisory Committee for an appropriation of \$150,000 to permit continuation of the activities of the Commission for the Unification and Rehabilitation of Korea at its existing level during the early part of 1952.

The Committee also concurred with the recommendation of the Advisory Committee that pending a final decision on this matter to be taken by the General Assembly, the Secretary-General be authorized to finance the activities of the Commission on a month-to-month basis, at the same level, by advances from the Working Capital Fund as a commitment relating to peace and security, when the credit of \$150,000 was exhausted.

In approving the above items the Committee concurred in the specific recommendations noted in the appropriate reports of the Advisory Committee, and approved in consequence a reduction in section 33 of the 1952 budget of the total amount of the credits noted above allocated to the various chapters of sections 5 and 25.

Headquarters buildings of expenditure for guards engaged in fire control duties.

It was pointed out in the discussion of the item that the Secretary-General had undertaken to keep under continuous review the policy of self-insurance for the Organization, and also that, bearing in mind the complexity of the questions involved, it was desirable and necessary for the Secretary-General, in consultation with the Advisory Committee, to continue further the study of the relationship between the Field Service and the Headquarters security guards.

By 31 votes to 5, the Committee approved the recommendation of the Advisory Committee for an increase of \$100,000 in the appropriation for this section, with a corresponding reduction in the appropriation provisionally approved for section 33.

Section 20(a) - Office of the High Commissioner for Refugees.

45. At its 3<sup>rd</sup> meeting on 13 December 1951, the Fifth Committee undertook a provisional examination of the budget estimates for the Office of the High Commissioner for Refugees. Following a general discussion, a provisional estimate of \$500,000 for section 20(a) was recommended for approval, on the understanding that the estimates would be discussed in detail at a later stage, in the light of any observations on the activities of the High Commissioner's Office which the Third Committee might wish to make. This decision was recorded in section 20(a) of the Fifth Committee's report on the 1952 budget estimates (A/2022).

At its 328th and 329th meetings on 17 January 1952, the Fifth Committee re-examined the budget estimates for the Office of the High Commissioner for Refugees, on the basis of the views expressed in the report of the Third Committee to the General Assembly (A/2084).

46. In introducing the budget estimates, the High Commissioner emphasized that since 1952 would be the first full year of operation of the Office, it would seem unreasonable to expect the stabilization of the budget on the 1951 figure. The estimates for 1951 had not been based on a full year's operation and, furthermore, took account in some measure of the existence of the International Refugee Organization. He concluded his statement by declaring that, in a spirit of compromise, he would reduce his estimate from a total figure of \$803,000 (including common staff costs, common services and contractual printing at the Office's headquarters - A/C.5/L.125) to \$751,000.

/47. During

47. During the ensuing discussion on the estimates, a number of comments on the activities of the Office and the estimates were made by various delegations. The need for a definition of administrative and operational expenses in the field of assistance to refugees was underlined, in view of the policy of some governments that activities of an operational nature should be financed solely on the basis of voluntary contributions, and also bearing in mind the text of paragraph 20 of the Statute of the Office of the High Commissioner, which provides that:

"The Office of the High Commissioner shall be financed under the budget of the United Nations. Unless the General Assembly subsequently decides otherwise, no expenditure, other than administrative expenditures relating to the functioning of the Office of the High Commissioner, shall be borne on the budget of the United Nations, and all other expenditures relating to the activities of the High Commissioner shall be financed by voluntary contributions".

This problem of definition had already arisen in connexion with the preliminary discussion of the estimates, and it was agreed that, in accordance with the request already included in the Fifth Committee's report to the General Assembly on the 1952 budget estimates (A/2022; section 20(a)), the Advisory Committee on Administrative and Budgetary Questions would report on a possible definition at a subsequent session of the General Assembly.

48. The number and staffing pattern of branch offices was questioned, particularly in view of the existence of agencies already dealing with the problem in various countries supported by appropriate national legislation. The High Commissioner explained to the Committee that the justification for branch offices lay primarily in the need for daily contact with various judicial, local, social and other authorities. Branch offices would be engaged in assisting governments, and not in any activities at variance with the policy of those governments.

49. The opinion that the Office of the High Commissioner for Refugees should be discontinued was shared by two representatives, who stated the opposition of their delegations to any appropriation of funds. A number of other delegations, while critical at times of the estimates as originally presented, paid tribute to the work undertaken by the Office.

50. During the debate, a suggestion was made to the effect that the appropriation for the Office of the High Commissioner for Refugees (section 20(a)) should be established, for the financial year 1952, at \$639,100, the amount for common staff costs under section 20, chapter V, in respect of the headquarters staff for this

Office being correspondingly adjusted. The High Commissioner, while expressing the view that the figure proposed would involve further sacrifices, accepted it in the hope that his agreement might be followed by a vote of encouragement, demonstrating the desire of the United Nations to support the refugees who placed their hopes in the Organization.

The suggestion having been formally introduced by the representative of Canada, the Fifth Committee approved, by 35 votes to 5, with 5 abstentions, an appropriation of \$639,100 for section 20(a) of the 1952 budget (Office of the High Commissioner for Refugees) and an increase by \$20,000 to a total of \$57,500 in respect of common staff costs for the Office, to be included in section 20, chapter V (United Nations Office at Geneva).

51. The Fifth Committee accordingly recommends additional appropriations of \$639,100 for section 20(a) and \$20,000 for section 20, with a corresponding reduction in section 33 of the 1952 budget of these two amounts.

#### Section 25 - Official Records

52. In accordance with the specific decisions of the Committee noted in the present report under sections 1 and 5, the appropriation for Official Records was increased from \$825,000 to \$948,500, with a corresponding reduction in section 33 of the 1952 budget.

#### Section 31(a) - Permanent Headquarters construction costs

53. As set out in its report to the General Assembly (A/2106) on agenda item 46 - "Headquarters of the United Nations: Report of the Secretary-General", the Committee recommends:

- (i) Approval of a provision under a new section of the budget of a sum not less than \$1,000,000 or such larger sum as may be available under the appropriation originally approved for section 33; and
- (ii) Authorization for the Secretary-General, as included in draft resolution III annexed to the present report, to advance from the Working Capital Fund amounts not exceeding the difference between the over-all requirement of \$3,000,000 and the amount appropriated under the new section referred to above.

#### Section 34: Cost-of-living adjustment at Headquarters

54. As noted in paragraphs 3 to 24 of the present report, the Committee recommends an appropriation of \$1,300,000 for a cost-of-living adjustment for the Headquarters staff.

Measures to limit the duration of the regular sessions of the General Assembly

55. At its 340th meeting, the Committee discussed a draft resolution submitted jointly by Burma, Cuba, Ecuador, Iceland and Norway, (A/C.5/L.173); which recommended the appointment of an ad hoc committee of nine Members to study ways and means of limiting the duration of the regular sessions of the General Assembly, if possible, to not more than seven weeks.

It was explained by one of the sponsors that the purpose of the draft resolution was to secure inclusion of this item in the agenda of the next regular session of the Assembly and to provide in the intervening period for an appropriate and detailed study of all aspects of the question. The draft resolution gave examples of particular points to which the ad hoc committee should address itself and requested the co-operation of all Member States to provide any information or concrete proposals they deemed necessary to assist in a careful study of the administrative problems to which long sessions of the General Assembly were giving rise.

56. While recognizing the need for the observance of strict economy in all matters pertaining to the Organization's affairs, several representatives, notably the representative of Uruguay, considered that discussion of so important a question should not take place in the Committee as incidental to a general budget item, and wished before they could express an opinion either way on the draft resolution before them for clarification not only on the legal aspects of the matter, but on the procedure which had been followed in bringing this particular question on the agenda of the Committee at this particular time. It was considered necessary to establish the Committee's competence to discuss a question which was so far-reaching in its implications and affected all Members of the Organization, and there existed some doubt on this point.

57. A number of other representatives thought that this particular issue could not be adequately discussed at so short notice; it required much more time than was possible at the present session.

Several representatives saw considerable merit in the joint draft proposal since the questions it raised must obviously be faced by the General Assembly, but while supporting the idea of a detailed study of these problems, they did not consider that any draft resolution which the Committee might adopt should attempt to stress in detail aspects of a question which covered so many and varying points.

58. The representative of the Secretary-General drew the attention of the Committee to resolution 362 (IV) on methods and procedures adopted by the General Assembly on 22 October 1949, paragraph 6 of which read:

"Requests the Secretary-General to carry out appropriate studies and to submit at such times as he may consider appropriate, suitable proposals for the improvement of the methods and procedures of the General Assembly and its committees, including proposals to extend the use of mechanical and technical devices".

59. In the light of the discussion the representative of Brazil, supported by the representative of the Dominican Republic, proposed that the Fifth Committee should recommend to the General Assembly that the question "measures to limit the duration of regular sessions of the General Assembly" should be included in the provisional agenda of its seventh regular session, and that meanwhile the Secretary-General, in consultation with the Advisory Committee, the permanent delegations and directly with member States having no permanent delegations, should prepare a working paper with appropriate comments and recommendations on this question, to be circulated as soon as possible in 1952 for consideration by the governments of Members. This proposal was acceptable to the sponsors of the joint draft resolution.

The representative of the Union of Soviet Socialist Republics considered that the basic question to which his delegation had objections could not be disposed of in this manner.

By 27 votes to 6, with 3 abstentions, the Committee decided that the text of the Brazilian proposal should be included in its report and brought to the attention of the General Assembly.

60. The Fifth Committee recommends to the General Assembly the adoption of the following resolutions:

RESOLUTION I

AUTHORIZATION OF EXPENDITURES FOR THE FINANCIAL YEAR 1952

The General Assembly,

1. Resolves that, in accordance with paragraph 3 of its resolution adopted on 21 December 1951,<sup>1/</sup> expenditures totalling \$US 5,524,970 for the financial year 1952 are hereby authorized in the amounts shown for the following sections:

<u>Section</u>	<u>A. United Nations</u>	<u>Dollars (US)</u>
1.	The General Assembly, Commissions and Committees	42,100
3.	The Economic and Social Council, Commissions and Committees	9,970
5.	Investigations and Inquiries	2,350,300
5(a)	United Nations Field Service	510,000
16.	Administrative and Financial Services	100,000
20.	United Nations Office at Geneva	20,000
20(a)	Office of the High Commissioner for Refugees	139,100
25.	Official Records	23,500
31(a)	Permanent Headquarters Construction Costs	1,000,000
34.	Cost of living adjustment at Headquarters	1,330,000
	Total	<u>\$ 5,524,970</u>

2. The Secretary-General is authorized:

- (i) To finance the expenditures authorized by paragraph 1 above up to \$5,500,000 by transfer from section 33 (Investigations, Inquiries and other activities) of the 1952 budget and for the balance, amounting to \$24,970, by transfer of credits from other sections of the 1952 budget;
- (ii) To transfer credits from section 34 (Cost-of-living adjustment at Headquarters) to the various sections concerned of the 1952 budget.



RESOLUTION II

UNFORESEEN AND EXTRAORDINARY EXPENSES

The General Assembly,

Resolves that the resolution on unforeseen and extraordinary expenses for the financial year 1952 adopted by the General Assembly at its 357th plenary meeting on 21 December 1951<sup>2/</sup> is supplemented by the following sub-paragraphs to be inserted before the last sentence of the resolution:

"(d) Such commitments not exceeding a total of \$72,000 which may be necessary to provide for reasonable additional expenses to implement the programme of the Ad Hoc Committee on Forced Labour;

"(e) Such commitments not exceeding a total of \$41,000 which may be necessary to provide for reasonable expenses for a visit to the Trust territories of Togoland".

RESOLUTION III

WORKING CAPITAL FUND

The General Assembly,

Resolves that paragraph 5 of the resolution on the Working Capital Fund adopted by the General Assembly at its 357th plenary meeting on 21 December 1951<sup>3/</sup> is supplemented by the following sub-paragraphs:

"(h) Such sums not exceeding \$2,000,000 as may be necessary to complete the permanent Headquarters of the United Nations;

"(i) With the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions, sums deemed to be available and not exceeding \$5,000,000 for the financing of operations under the terms of the resolution adopted by the General Assembly at its 365th plenary meeting on 26 January 1952 relating to assistance to Palestine refugees<sup>4/</sup>. Sums so advanced shall be repayable as may be practicable and in any event not later than 31 December 1952.

<sup>2/</sup> A/L.22.

<sup>3/</sup> A/L.23.

<sup>4/</sup> A/L.59.

RESOLUTION IV

CONTROL AND LIMITATION OF DOCUMENTATION

The General Assembly,

Noting the steps taken and the progress so far achieved in the organization of documentation and the stabilization of publication programmes,

Noting also, however, the continued increase in the volume of documentation requested by the various organs of the United Nations, and the ever-growing difficulty encountered by delegations in making the most effective use thereof,

Appreciating that, in order to be effective, further action to limit documentation costs must apply alike to the number of documents, to their individual bulk and to the number of copies issued,

1. Invites the governments of Member States:

(a) To assist in reducing the number and individual bulk of documents to a minimum by:

(i) Bearing in mind the desirability of ensuring that all draft resolutions which may call for studies and reports and for their dissemination clearly indicate the scope of such studies and reports;

(ii) Restricting both the number and the volume of the documents submitted for processing to what is strictly required by resolutions and other statutory decisions of a United Nations organ, or is clearly relevant to agenda items under discussion;

(b) To assist in reducing the number of copies of such documents as are issued by:

(i) Reviewing and reducing as far as possible their requests for documents issued in first distribution, and submitting to the Secretary-General their revised lists;

(ii) Avoiding as far as possible conference room requests for additional copies;

(iii) Reducing any other subsequent demands to a minimum, in particular refraining from requesting the repetition or reissuing of material readily available in other United Nations documents;

2. Requests the Secretary-General;

- (a) To exercise a strict control of documentation by refraining from publishing documents not called for by an organ of the United Nations or not necessary for the conduct of meetings or the proper exercise of the functions of the Secretariat;
- (b) To exercise discretion as to the disposition of material received from delegations which does not fall within the requirements of paragraph 1 (a) (ii) above;
- (c) To restrict to an essential minimum the free distribution of internally-processed publications and the distribution of documents which are still in draft form;
- (d) To submit to all organs of the United Nations, before the adoption of draft resolutions requiring documentation, an estimate of the cost and, if possible, an estimate of the off-setting sales revenue;
- (e) To strengthen the internal control of documentation by enforcing strict editorial policies to eliminate unnecessary and repetitious matter;
- (f) To make available to delegations the relevant services of the Secretariat for consultations in the matter of the organization of their documents files, with a view to avoiding as far as possible requests for redistribution.

RESOLUTION V

OPERATIONAL PROGRAMMES UNDER THE RESPONSIBILITY  
OF THE UNITED NATIONS FINANCED BY VOLUNTARY CONTRIBUTIONS

The General Assembly,

Considering that the system of voluntary contributions established to finance the various operational programmes executed under the direct authority of the United Nations cannot diminish the administrative responsibilities involved in such expenditures,

Considering, in consequence, that the administrative costs of such programmes should be subject to the same scrutiny as that applied to similar expenses under the regular budget of the United Nations,

Considering also that, under the system now in force and the related administrative machinery, no means exists of affording to the financing governments

/an opportunity

an opportunity to review such activities;

Considering further the fact that the majority of the governments contributing to such voluntary operational programmes are represented in the General Assembly of the United Nations, and

Considering, finally, that past experience, as well as the magnitude of the programmes and the diversity of the activities involved have shown it to be necessary and convenient to apply fuller administrative controls in the interest of co-ordination and with a view to securing specific guidance from the Governments of Member States in the implementation of such programmes,

1. Resolves that the administrative part of the technical assistance programmes financed by voluntary contributions and executed by the United Nations shall be subject to the same scrutiny on the part of the Advisory Committee on Administrative and Budgetary Questions as that applied to expenses proposed under the regular budget;

2. Requests the Advisory Committee on Administrative and Budgetary Questions, as part of its review of the accounts of the special operational programmes authorized by the General Assembly and financed from extra-budgetary funds, to pay special attention to the administrative practices and expenses of these programmes and to submit comments thereon as part of its reports to the General Assembly.