

UNITED NATIONS

**ADVISORY COMMITTEE ON
ADMINISTRATIVE
AND BUDGETARY QUESTIONS**

**SECOND REPORT OF 1950
TO THE GENERAL ASSEMBLY**



**GENERAL ASSEMBLY
OFFICIAL RECORDS : FIFTH SESSION
SUPPLEMENT No. 7 (A/1312)**

Lake Success, New York

1950

NOTE

All United Nations documents are designated by symbols, i.e., capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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FOREWORD

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

“(a) To examine and report on the Budget submitted by the Secretary-General to the General Assembly;

“(b) To advise the General Assembly concerning any administrative and budgetary matters referred to it;

“(c) To examine on behalf of the General Assembly the administrative budgets of specialized agencies and proposals for financial arrangements with such agencies;

“(d) To consider and report to the General Assembly on the auditors' reports on the accounts of the United Nations and of the specialized agencies.”

The members of the Committee are:

Mr. Thanassis Aghnides (Chairman)
Mr. André Ganem
Mr. William O. Hall
Dr. C. L. Hsia
Mr. V. Kabushko
Mr. O. P. Machado
Sir William Matthews
Dr. Jan Papanek
Mr. N. Sundaresan.

The Advisory Committee has held two sessions at Lake Success since the close of the fourth session of the General Assembly. Among the numerous important matters considered by the Committee, attention is drawn to the following principal items:

- (i) The budget estimates of the United Nations for 1951; and
- (ii) The report of the Committee of Experts on Salary, Allowance and Leave Systems.

The observations of the Advisory Committee on the latter item are set forth in a separate report.*

It appears to the Committee, from its review of the work of the Organization during the past twelve months, that marked improvements have been effected in various fields within the Secretariat. The transfer to the permanent Headquarters and the decisions which the General Assembly may take at its forthcoming session regarding conditions of service and related matters mark the close of a formative period. That period has been fraught with many difficulties. Many of these have been successfully surmounted. The Committee is confident that new conditions in which to work and the expectation of a greater stability will make of the Secretariat an organ worthy in every way of the high cause to which it is dedicated.

The Committee wishes to acknowledge the valuable assistance of the Secretary-General, the Assistant Secretary-General for Administrative and Financial Services and their associates, whose unfailing co-operation greatly facilitated the Committee's task.

Finally, the Committee also wishes once again to place on record its high appreciation of the competence and devotion displayed by its indefatigable Secretary in the discharge of his duties. It also records its sincere thanks for the valuable assistance extended during the summer session by the Executive Officer of Administrative and Financial Services.

Th. AGHNIDES
Chairman

4 August 1950

* First report of 1950 (A/1313) in *Official Records of the fifth session of the General Assembly*, Supplement No. 7A.

PART ONE

**Report to the General Assembly on the budget estimates
for 1951 and the Working Capital Fund**

Chapter I

APPRAISAL OF THE BUDGET ESTIMATES FOR 1951

APPRAISAL OF THE ESTIMATES

1. The budget estimates submitted by the Secretary-General for the year 1951¹ amount to a gross total of \$45 450 800.² Miscellaneous income is estimated at \$6 007 500, the net budget figure being thus established at \$39 443 300.

2. The 1951 budgets of seven^{2a} specialized agencies have been submitted to the Advisory Committee and will be the subject of a special report to be submitted by the Committee to the General Assembly in Sep-

tember. If the figures in these budgets are added to the United Nations total, Member States will be asked to appropriate in respect of 1951 a total of approximately \$78 350 000 for the administrative budgets of these organizations, an increase of \$2 400 000 over the corresponding figure for 1950. The total figure of assessments to be made against Member States in 1951 is \$70 515 936 as against \$69 764 880 to be assessed in 1950, or a net increase of \$751 056. The estimated 1951 expenditure of each agency compared with 1950 appropriations and actual expenditure for 1948 and 1949 is shown in the following table:

	1948 actual expenses \$	1949 actual expenses \$	1950 appro- priations (gross) \$	1951 appro- priations (gross) \$
United Nations	37 623 365	42 575 368	41 641 773 ^a	45 450 800
International Labour Organisation.....	4 147 703	5 034 154	6 023 526	6 269 506
United Nations Educational, Scientific and Cultural Organization	7 136 265	7 757 194	8 000 000	8 200 000
Food and Agricultural Organization.....	4 182 185	5 000 000 ^b	5 000 000	5 000 000 ^c
International Civil Aviation Organization....	2 284 865	2 554 935	2 937 607	3 000 000
World Health Organization.....	4 442 874	4 396 744	7 501 500	7 630 164
International Refugee Organization (admin- istrative) ^d	3 457 306	4 797 800	4 500 000	2 506 893
Universal Postal Union ^e	209 336	297 388	332 964	291 305
Total of administrative budgets or actual ex- penses	63 483 899	72 413 583	75 937 370	78 348 668

^a Excluding \$8 000 000 approved for the establishment of an international regime in Jerusalem.

^b Appropriations.

^c Estimated ceiling of expenditure approved by FAO Council.

^d Financial year runs from 1 July to 30 June.

^e Ceilings for ordinary budget are approved by Universal Postal Congress. Extraordinary expenses approved by Executive and Liaison Committee.

¹ See A/1267 in *Official Records of the fifth session of the General Assembly*, Supplement No. 5.

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

^{2a} The budget estimates for 1951 of the International Telecommunication Union have not yet been received by the Secretary-General.

3. The decrease of approximately \$1 400 000 in the administrative budgets of the seven specialized agencies is wholly due to the anticipated reduction in the activities of the International Refugee Organization whose administrative expenses are expected to be some \$2 000 000 less than in 1950. In assessing the total demand on Member States in 1951, allowance must also be made for the operational budget of IRO, which increases this total by approximately \$42 000 000 (a reduction of \$99 000 000 in the 1950 figure). As regards other agencies, estimates for the Food and Agriculture Organization remain the same, while those for the World Health Organization and the International Civil Aviation Organization, the United Nations Educational, Scientific and Cultural Organization and the International Labour Organisation, show increases of the order of 2 - 4 per cent.

4. Besides these obligatory expenses, account should also be taken of the voluntary contributions which Member States have been asked to make for military aid to the Republic of Korea; towards the expanded programme of technical assistance, for which \$20 000 000 is to be provided over the next eighteen months; and to the United Nations Relief and Works Agency for Palestine Refugees in the Near East, for which contributions equivalent to \$55 000 000 are being sought. In addition, Member States have been requested to assist in the provision of relief aid to the civilian population of Korea, pursuant to the resolution adopted by the Security Council on 31 July 1950. In view of discussions under way at the eleventh session of the Economic and Social Council, it seems likely that the activities of the International Children's Emergency Fund will be continued on a voluntary basis.

5. The estimates for 1950 originally submitted by the Secretary-General totalled \$44 348 363. The 1950 budget was approved by the General Assembly at \$41 641 773 (exclusive of \$8 000 000 specifically provided for an international regime for Jerusalem), or, after deduction of estimated revenue (\$5 120 290), at a net amount of \$36 521 483.

6. The budget estimates for the United Nations for 1951 have been submitted by the Secretary-General in the net amount of \$39 443 300. The Board of Auditors has certified a balance of \$784 165 in savings on accounts of previous years; that sum is available for adjustment of Members' assessments for 1951. The estimates of expenditures and revenues proposed by the Secretary-General result therefore in assessments of \$38 659 135 against Member States in 1951, subject to further adjustment for savings during 1950 in liquidation of obligations of prior years, and for supplementary estimates for 1950 and 1951.

7. The Secretary-General's proposals for 1951 exceed the 1950 appropriations by \$3 809 027 on a gross basis. The Secretary-General, in his foreword to the budget estimates, observes that the major portion of this increase is accounted for by certain inescapable items of expenditure to which the General Assembly is already committed, including the following:

	\$
First instalment on the \$65 000 000 Headquarters loan	1 000 000
Increase in the payment for League of Nations assets	116 000
Remodelling of the library building at permanent Headquarters	500 000
Moving expenses, Lake Success to Manhattan	537 000
Increase of Headquarters maintenance in the new location	800 000
The refugee programme approved for 1951 by the fourth session of the General Assembly	300 000

8. The Committee agrees that appropriate provision for these items of expenditure is unavoidable. It does not believe, however, that the provision required in 1951 need in all cases be on the scale proposed. This observation applies particularly to the remodelling of the library building at the permanent Headquarters and to expenses relating to the move from Lake Success to Manhattan, for which provision is made in section 18a of the budget estimates. In the Committee's opinion, experience is likely to show the necessity, at least in the latter case, of substantially modifying certain of the assumptions on which the estimates were originally based. Furthermore, it seems probable that some part of the expenditure for which provision is made in the estimates for 1951, will in fact be incurred during the current financial year, and will therefore be reflected, in so far as it cannot be met from savings, in supplementary estimates for 1950.

9. As regards the large increase requested for Headquarters maintenance at the permanent site, as well as similar increases attributable to equipment and staff required in connexion with the new building, the Committee cannot be certain that budgetary provision will in fact be required to the extent requested. Since it is not, at this time, in possession of the necessary facts on which to base definitive recommendations, the Committee intends to keep the position under continuous review and to undertake a special inquiry into these expenditures as soon as sufficient experience in the operation of the permanent Headquarters has been gained.

10. The estimate submitted for the Office of the High Commissioner for Refugees (\$300 000) is a token provision only which, together with the provision proposed (prior to 25 June 1950) under section 5 of the budget for investigations and inquiries (\$2 500 000) and the related estimate in section 5a (\$300 000) for the operation of the United Nations Field Service, has been included for the purpose of assisting in the over-all appraisal of anticipated 1951 requirements. The Committee has been informed that precise estimates will be presented in the course of the fifth regular session of the General Assembly in the light of decisions which it is required that the Assembly itself first make. The Committee is accordingly reserving its comments on these sections of the budget until actual needs can be more clearly foreseen.

11. The recommendations of the Advisory Committee regarding the sessions of the General Assembly, the Councils and their commissions and subsidiary bodies are based on the information available at the time of the budget examination. For that reason, many of these recommendations are also provisional in character and subject to reconsideration during the Committee's autumn session, when detailed estimates, based on the decisions of the General Assembly, will be available.

12. In his foreword to the budget estimates, the Secretary-General has expressed the view that, since the early months of 1951 will be a difficult period for the Secretariat, it would be to the interest of the Organization if, wherever possible, the number of sessions of commissions and committees were kept at the very minimum, and if sessions which cannot be eliminated entirely for 1951 were deferred to the second half of the year. The Advisory Committee concurs in the Secretary-General's proposal which, if adopted, would be of advantage not only to the Secretariat but to the Member States. The growing number of such sessions imposes an appreciable burden on the personnel resources of Governments and involves a heavy financial outlay, both direct and indirect.

STRUCTURE OF THE SECRETARIAT

13. The Secretary-General's proposals for 1951 reflect a number of changes in the organic structure of the Secretariat, the more important of these being the establishment of a Technical Assistance Administration in anticipation of an enlargement of United Nations activities in this field; a re-grouping of the functions of the Department of Conference and General Services, particularly within the Language Services of the Bureau of Documents; and the consolidation, in a United Nations Field Service, of Headquarters staff and duties concerned with the administration and servicing of field missions, responsibility for which, together with Buildings Management, has been transferred to the Department of Administrative and Financial Services.

14. The transfer to a separate Technical Assistance Administration, under a Director-General with a status and salary equivalent to that of an Assistant Secretary-General, of functions formerly vested in the Department of Economic Affairs and the Department of Social Affairs, raises a number of questions concerning lines of authority and responsibility to which no satisfactory answers appear, as yet, to be available. It seems to the Committee that this development serves also to focus attention on other existing problems affecting organic and functional relationships within the Organization, particularly with respect to the residual activities of the Departments of Economic Affairs, and of Social Affairs. The Committee further believes that these relationships are such as to warrant serious consideration being given to the desirability of effecting possible consolidations in the interest of administrative and functional efficiency. In this connexion also, the Committee has become aware of the administrative dangers and organizational difficulties inherent in the establishment of units and offices relatively independent of the Secretariat, such as the United Nations International Children's Emergency

Fund, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, the Office of the High Commissioner for Libya and the Office of the High Commissioner for Refugees. It stresses in particular the need for a precise definition of lines of administrative and financial responsibility up to the Secretary-General and the General Assembly itself.

WORK OF THE SECRETARIAT

15. The Committee observes that, excluding the Buildings Management Service, the number of established posts requested for the Secretariat at Headquarters in 1951 is decreased by eleven as compared with the previous year. It trusts that this reflects a conscious policy towards stabilization, and that the improvements effected during the past year will make it possible for urgent or important new activities to be assumed without increases in establishment. In this connexion, it is observed that for the substantive Departments generally, and for the Departments of Economic Affairs, and of Social Affairs particularly, including the regional economic commissions, the description given of proposed 1951 work programmes suggests that too much is being attempted too quickly. The Committee appreciates the fact that many of the activities to be undertaken derive from resolutions passed or requests made by the Councils and their commissions and committees during the past four years. It suggests, however, that these could equally well be cited as justifying a staff many times larger. Sooner or later, therefore, a decision must be taken to stabilize at some reasonable level not merely in terms of posts and expenditures but more importantly in terms of work programmes. This in turn makes it imperative continuously to review the status of current programmes on the basis of an established system of priorities. The Committee believes that this requirement applies with special force in the fields of economic and social affairs where, perhaps more than in any other, the number of potentially useful activities which the United Nations might undertake is virtually without limit.

16. Both in the economic and the social fields, despite an extensive growth in the activities of the specialized agencies and the regional organizations, no corresponding diminution in functions and responsibilities at Headquarters is observed. On the contrary, the Committee notes a process of devolution of responsibilities unaccompanied by a reduction in Headquarters staff. The problem is, in the opinion of the Committee, of an important and urgent character, the solution of which depends in large measure on the extent to which Member States themselves are able to pursue consistent and co-ordinated policies in the various governing bodies and councils of the organizations concerned.

17. During the course of the past year, the Secretariat has gained useful experience in the operation of its field offices and mission activities. While noting the improvement that has occurred in the administration of these important services, the Committee would stress the continuing need for giving close attention to the quality and maturity of judgment of officials who are sent on

mission assignments. Since such officials will be looked upon by the peoples with whom they come in contact as representatives, in a very real sense, of the organization they are serving, it is essential that their conduct and performance be above reproach.

FORM OF THE BUDGET

18. The Committee has been somewhat handicapped in its consideration of the 1951 estimates for personnel costs by their presentation on the basis of the salary and allowance system recommended by the Committee of Experts, whose proposals, together with those of the Secretary-General, were referred by the General Assembly to the Advisory Committee for examination and report back to the Assembly at its fifth regular session. The Committee has considered these proposals at length in the course of its spring and summer sessions and is reporting separately on the conclusions it has reached.³ It is therefore refraining from again commenting in detail on those features of the 1951 estimates which are directly based on the recommendations of the Committee of Experts as accepted by the Secretary-General. These features relate particularly to the proposed new salary scales, a modification of the allowance structure and suggested increases in termination benefits.

19. The Committee suggests that the possibility should be considered of submitting a very much shorter and simpler budget document in 1951, omitting much of the textual description under the various chapters. Details of organic structure and functions of different Departments, Divisions and Services could be relegated to the manual on organization which, it is understood, is in course of preparation. Only changes of major importance occurring within the preceding twelve months would need to be the subject of special comment in the budget text. The desirability of a shortened and simplified presentation of manning tables might also be considered. In the Committee's opinion, for example, it would be sufficient to show the number of posts proposed and their total salary cost, for each salary level, omitting the present detailed listing of posts by step-rates. Full information regarding the salary scales in force, including rates of increments and proposed staff numbers, would, of course, need to be given, preferably at the beginning of the information annexes.

20. While suggesting these improvements in the form of budget presentation, the Committee wishes to state that it has found the information and policy guidance contained in the Secretary-General's foreword most helpful. It would urge that this section of the budget document be continued and expanded. The Committee has also appreciated the greater use of workload informa-

³ See the first report of 1950 (A/1313) in *Official Records of the fifth session of the General Assembly*, Supplement No. 7A.

tion in budgeting for expenditures of the Department of Conference and General Services and the Department of Administrative and Financial Services; the Committee recommends that an effort be made to extend this method of budgeting in so far as practicable, to other Departments.

WORKING CAPITAL FUND

21. The Secretary-General has requested the maintenance of the Working Capital Fund at \$20 000 000, the level established in 1947 and maintained in the years 1948 to 1950. The Committee concurs in this proposal, as well as in the further proposal that the Secretary-General again be authorized to expend from the Working Capital Fund, if necessary, further sums not exceeding \$2 000 000, to meet such unforeseen and extraordinary expenses as he certifies to relate to the maintenance of peace and security or to urgent economic rehabilitation. Certain amendments which the Committee recommends in the texts of the proposed draft resolutions will be found in appendices II and III.

22. The Committee has been pleased to observe that, despite the great difficulties of a political character with which the Organization has been confronted during the past year, the Secretary-General has successfully continued his efforts to improve the working of the Secretariat.

SUMMARY OF PROPOSED REDUCTIONS

23. The table below shows, for each part and section of the 1951 estimates, the amounts which the Committee recommends that the General Assembly should appropriate, as compared with the original estimates submitted by the Secretary-General. In addition to these amounts, the Committee proposes on the basis of its recommendations in chapter II, concerning methods of assimilation to new salary scales, a global reduction of \$100 000 in the over-all estimates for established posts. Recommendations, to be found in the Advisory Committee's separate report on salaries and allowances, while important, are unlikely to result in any appreciable budgetary reductions for 1951 although, if accepted, they would produce substantial long-term savings. In so far as the General Assembly may see fit, after considering these recommendations, to modify the basis on which certain of the estimates for staff costs have been prepared, consequential adjustments, additional to those referred to above, will be necessary.

24. The Committee considers that provision for unforeseen expenses should again be made by separate resolutions of the General Assembly. Draft resolutions to give effect to the recommendations are set forth in appendices I, II and III.

	Secretary-General's budget esti- mates for 1951	Advisory Committee's recommen- dations <i>(Dollars U.S.)</i>	Decrease
A. THE UNITED NATIONS			
PART I. Sessions of the General Assembly, the Councils, commissions and committees			
<i>Section</i>			
1. The General Assembly, Commissions and Committees.....	738 200	700 000	— 38 200
2. The Security Council, commissions and committees.....	—	—	—
3. The Economic and Social Council, commissions and committees	228 200	228 200	—
(a) Permanent Central Opium Board and Narcotic Drugs Supervisory Body	22 900	22 900	—
(b) Regional economic commissions.....	61 300	57 300	— 4 000
4. The Trusteeship Council, commissions and committees.....	91 800	85 000	— 6 800
	1 142 400	1 093 400	— 49 000
PART II. Investigations and inquiries			
<i>Section</i>			
5. Investigations and inquiries.....	2 500 000	2 500 000	—
(a) United Nations Field Service.....	300 000	300 000	—
	2 800 000	2 800 000	—
PART III. Headquarters, New York			
<i>Section</i>			
6. Executive Office of the Secretary-General.....	484 200	484 200	—
(a) Library	465 300	450 000	— 15 300
7. Department of Security Council Affairs.....	758 700	758 700	—
8. Military Staff Committee secretariat.....	129 600	129 600	—
9. Technical Assistance Administration.....	300 000	300 000	—
10. Department of Economic Affairs.....	2 129 000	2 085 000	— 44 000
11. Department of Social Affairs.....	1 594 300	1 550 000	— 44 300
12. Department for Trusteeship and Information from Non-Self-Governing Territories	883 600	865 000	— 18 600
13. Department of Public Information.....	2 804 000	2 726 000	— 78 000
14. Department of Legal Affairs.....	431 800	430 000	— 1 800
15. Conference and General Services.....	7 156 200	7 096 000	— 60 200

	Secretary- General's budget esti- mates for 1951	Advisory Committee's recommen- dations (Dollars U.S.)	Decrease
A. THE UNITED NATIONS (continued)			
16. Administrative and Financial Services.....	2 976 100	2 920 000	— 56 100
17. Common staff costs.....	4 345 100	4 164 100	—181 000
18. Common services	2 887 500	2 810 000	— 77 500
(a) Transfer to the permanent Headquarters.....	537 300	200 000	—337 300
19. Permanent equipment	1 173 600	1 100 000	— 73 600
	<u>29 056 300</u>	<u>28 068 600</u>	<u>—987 700</u>
PART IV. United Nations Office at Geneva			
<i>Section</i>			
20. United Nations Office at Geneva (excluding direct costs, chapter III, secretariat of the Permanent Central Opium Board and Narcotic Drugs Supervisory Body).....	4 320 400	4 169 800	—150 600
Chapter III, joint secretariat of the Permanent Central Opium Board and Narcotic Drugs Supervisory Body.....	56 200	56 200	—
(a) Office of the High Commissioner for Refugees.....	300 000	300 000	—
	<u>4 676 600</u>	<u>4 526 000</u>	<u>—150 600</u>
PART V. Information centres			
<i>Section</i>			
21. Information centres (other than information services in Geneva)	871 600	840 000	— 31 600
PART VI. Regional economic commissions (other than the Economic Commission for Europe)			
<i>Section</i>			
22. Economic Commission for Asia and the Far East.....	830 000	825 000	— 5 000
23. Economic Commission for Latin America.....	508 800	503 800	— 5 000
	<u>1 338 800</u>	<u>1 328 800</u>	<u>— 10 000</u>
PART VII. Hospitality			
<i>Section</i>			
24. Hospitality	40 000	20 000	— 20 000

	Secretary- General's budget esti- mates for 1951	Advisory Committee's recommen- dations <i>(Dollars U.S.)</i>	Decrease
A. THE UNITED NATIONS (continued)			
PART VIII. Contractual printing			
<i>Section</i>			
25. Official Records (excluding chapter VI, Permanent Central Opium Board and Narcotic Drugs Supervisory Body).....	909 600	856 800	— 52 800
Chapter VI, Permanent Central Opium Board and Narcotic Drugs Supervisory Body.....	13 200	13 200	—
26. Publications	1 093 100	900 000	—193 100
	<u>2 015 900</u>	<u>1 770 000</u>	<u>—245 900</u>
PART IX. Technical programmes			
<i>Section</i>			
27. Advisory social welfare functions.....	610 500	610 500	—
28. Technical assistance for economic development.....	479 400	479 400	—
29. International centre for training in public administration...	145 000	145 000	—
	<u>1 234 900</u>	<u>1 234 900</u>	<u>—</u>
PART X. Special expenses			
<i>Section</i>			
30. Transfer of the assets of the League of Nations to the United Nations	649 500	649 500	—
31. Amortization of the Headquarters construction loan.....	1 000 000	1 000 000	—
	<u>1 649 500</u>	<u>1 649 500</u>	<u>—</u>
B. THE INTERNATIONAL COURT OF JUSTICE			
PART XI. The International Court of Justice			
<i>Section</i>			
32. The International Court of Justice.....	<u>624 800</u>	<u>595 800</u>	<u>— 29 000</u>
C. SUPPLEMENTARY PROVISIONS			
PART XII. Supplementary provisions			
<i>Section</i>			
33. Global reduction on the provision for established posts.....	—	—100 000	—100 000

25. The table below shows expenditure by Departments during the years 1948 to 1951, together with its approximate percentage distribution in relation to the total budget for each of those years.

EXPENDITURE BY DEPARTMENTS AND ITS APPROXIMATE PERCENTAGE DISTRIBUTION, 1948-1951

Department	Expenditure by Departments				Distribution of expenditure by Departments in percentage of total budget			
	1948 (actual) \$	1949 (actual) \$	1950 (estimates) \$	1951 (estimates) \$	1948 %	1949 %	1950 %	1951 %
Executive Office of the Secretary-General	323 859	414 072	478 640	484 200	0 84	0 97	0 97	1 07
Library Services	a	456 577	437 870	465 300	-	1 07	0 88	1 02
Security Council Affairs	596 553	689 093	774 800	758 700	1 55	1 62	1 56	1 67
Military Staff Committee secretariat	142 113	139 224	128 510	129 600	0 37	0 33	0 26	0 29
Technical Assistance Administration	-	-	-	300 000	-	-	-	0 66
Economic Affairs	1 542 996	1 855 564	2 130 200	2 129 000	4 02	4 36	4 29	4 68
Social Affairs	1 009 027	1 268 071	1 464 750	1 594 300	2 63	2 98	2 95	3 51
Trusteeship and Information from Non-Self-Governing Territories..	637 815	769 350	833 100	883 600	1 66	1 81	1 68	1 94
Public Information	3 221 908	2 628 946	2 709 310	2 804 000	8 39	6 18	5 46	6 17
Legal Affairs	364 389	372 231	403 840	431 800	0 95	0 87	0 81	0 95
Conference and General Services...	6 596 319	8 103 818	7 169 200	7 156 200	17 18	19 04	14 44	15 75
Administrative and Financial Services	1 772 057	1 480 794	2 751 240	2 976 100	4 62	3 48	5 54	6 55
Geneva (excluding the Economic Commission for Europe).....	1 498 574	3 117 956	3 069 910	3 365 700	3 90	7 32	6 19	7 41
Economic Commission for Europe	1 712 992	975 321	1 044 000	1 010 900	4 46	2 29	2 10	2 22
Office of the High Commissioner for Refugees	-	-	-	300 000	-	-	-	0 66
Economic Commission for Asia and the Far East	305 995	529 338	674 390	830 000	0 80	1 24	1 36	1 83
Economic Commission for Latin America	136 183	390 455	507 710	508 800	0 36	0 92	1 02	1 12
Information centres	511 071	683 964	794 520	871 600	1 33	1 61	1 60	1 92
Common staff costs, common services and permanent equipment..	6 936 581	8 587 988	7 196 510	8 406 200	18 07	20 17	14 50	18 49
Transfer to permanent Headquarters	-	-	-	537 300	-	-	-	1 18
Other parts of the Budget:								
Part I (Sessions of the General Assembly, the Councils, commissions and committees).....	3 490 566	1 644 629	1 173 500	1 142 400	9 09	3 86	2 36	2 51
Part II (Investigations and Inquiries)	5 129 024	5 397 701	11 679 700	2 800 000	13 36	12 68	23 53	6 16
Part VII (Hospitality).....	18 321	14 518	20 000	40 000	0 05	0 03	0 04	0 09
Part VIII (Contractual Printing)	-	1 747 227	1 841 700	2 015 900	-	4 10	3 71	4 43
Part IX (Technical Programmes)	544 909	720 024	1 232 490	1 234 900	1 42	1 69	2 48	2 72
Part X (Special Expenses).....	533 767	-	533 768	1 649 500	1 39	-	1 08	3 63
Part XI (International Court of Justice)	596 658	588 512	592 115	624 800	1 56	1 38	1 19	1 37
Others	765 849	-	-	-	2 00	-	-	-
Adjustment for conversion of expenses to even dollar amounts...	+ (5)	(-5)						
	\$38 387 531	42 575 368	49 641 773	45 450 800	100 00	100 00	100 00	100 00

^a Included under Department of Public Information.

Appendix I

DRAFT APPROPRIATION RESOLUTION FOR THE FINANCIAL YEAR 1951
(submitted by the Advisory Committee)

The General Assembly

Resolves that for the financial year 1951:

1. Appropriations totalling US \$43 827 000 are hereby voted for the following purposes:

A. UNITED NATIONS

	<i>Amount in US dollars</i>	
PART I. Sessions of the General Assembly, the Councils, Commissions and Committees		
<i>Section</i>		
1. The General Assembly, commissions and committees.....	700 000	
2. The Security Council, commissions and committees.....	—	
3. The Economic and Social Council, commissions and committees	228 200	
(a) Permanent Central Opium Board and Narcotic Drugs Supervisory Body	22 900	
(b) Regional economic commissions.....	57 300	308 400
4. The Trusteeship Council, commissions and committees.....	85 000	
TOTAL, PART I		1 093 400
PART II. Investigations and inquiries		
<i>Section</i>		
5. Investigations and inquiries.....	2 500 000	
(a) United Nations Field Service.....	300 000	
TOTAL, PART II		2 800 000
PART III. Headquarters, New York		
<i>Section</i>		
6. Executive Office of the Secretary-General.....	484 200	
(a) Library	450 000	934 200
7. Department of Security Council Affairs.....		758 700
8. Military Staff Committee secretariat.....		129 600
9. Technical Assistance Administration.....		300 000
10. Department of Economic Affairs.....		2 085 000
11. Department of Social Affairs.....		1 550 000
12. Department for Trusteeship and Information from Non-Self-Governing Territories		865 000
13. Department of Public Information.....		2 726 000
14. Department of Legal Affairs.....		430 000
<i>Carried forward</i>	9 778 500	3 893 400

	<i>Amount in US dollars</i>	
<i>Brought forward</i>	9 778 500	3 893 400
15. Conference and General Services.....	7 096 000	
16. Administrative and Financial Services.....	2 920 000	
17. Common staff costs.....	4 164 100	
18. Common services	2 810 000	
(a) Transfer to the permanent Headquarters.....	200 000	3 010 000
19. Permanent equipment	1 100 000	
TOTAL, PART III		28 068 600
 <i>PART IV. United Nations Office at Geneva</i>		
<i>Section</i>		
20. United Nations Office at Geneva (excluding direct costs, chapter III, secretariat of the Permanent Central Opium Board and Narcotic Drugs Supervisory Body).....	4 169 800	
Chapter III, joint secretariat of the Permanent Central Opium Board and Narcotic Drugs Supervisory Body.....	56 200	4 226 000
(a) Office of the High Commissioner for Refugees.....		300 000
TOTAL, PART IV		4 526 000
 <i>PART V. Information centres</i>		
<i>Section</i>		
21. Information centres (other than information services in Geneva)		840 000
TOTAL, PART V		840 000
 <i>PART VI. Regional economic commissions (other than the Economic Commission for Europe)</i>		
<i>Section</i>		
22. Economic Commission for Asia and the Far East.....		825 000
23. Economic Commission for Latin America.....		503 800
TOTAL, PART VI		1 328 800
 <i>PART VII. Hospitality</i>		
<i>Section</i>		
24. Hospitality		20 000
TOTAL, PART VII		20 000
 <i>PART VIII. Contractual printing</i>		
<i>Section</i>		
25. Official Records (excluding chapter VI, Permanent Central Opium Board and Narcotic Drugs Supervisory Body).....	856 800	
<i>Carried forward</i>	856 800	38 676 800

	<i>Amount in US dollars</i>	
<i>Brought forward</i>	856 800	38 676 800
Chapter VI, Permanent Central Opium Board and Narcotic Drugs Supervisory Body.....	13 200	870 000
26. Publications		900 000
TOTAL, PART VIII		1 770 000
 <i>PART IX. Technical programmes</i>		
<i>Section</i>		
27. Advisory social welfare functions.....		610 500
28. Technical assistance for economic development.....		479 400
29. International centre for training in public administration....		145 000
TOTAL, PART IX		1 234 900
 <i>PART X. Special expenses</i>		
<i>Section</i>		
30. Transfer of the assets of the League of Nations to the United Nations		649 500
31. Amortization of the Headquarters construction loan.....		1 000 000
TOTAL, PART X		1 649 500
 B. THE INTERNATIONAL COURT OF JUSTICE		
 <i>PART XI. The International Court of Justice</i>		
<i>Section</i>		
32. The International Court of Justice.....		595 800
TOTAL, PART XI		595 800
		43 927 000
 C. SUPPLEMENTARY PROVISIONS		
<i>Section</i>		
33. Global reduction on the provision for established posts.....		—100 000
GRAND TOTAL		\$43 827 000

2. The appropriations voted by paragraph 1 shall be financed by contributions from Members after adjustment as provided by the Financial Regulations. For this purpose, miscellaneous income for the financial year 1951 is estimated at US\$.

3. The Secretary-General is authorized:

(i) To administer as a unit the appropriations provided under section 3 (a), section 20, chapter III, and section 25, chapter VI;

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

4. In addition to the appropriations voted by paragraph 1, an amount of US\$14 000 is hereby appropriated for the purchase of books, periodicals, maps and library equipment, from the income of the Library Endowment Fund, in accordance with the objects and provisions of the endowment.

Appendix II

DRAFT RESOLUTION RELATING TO UNFORESEEN AND EXTRAORDINARY EXPENSES
(submitted by the Advisory Committee)

The General Assembly

Resolves that, for the financial year 1951,

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

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

(b) Such commitments as may be necessary to provide for reasonable expenses for the proposed Economic Commission for the Middle East, should the Economic and Social Council decide that this Commission shall be created in 1951;

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

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

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

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

and which do not exceed \$24 000, \$25 000 and \$75 000 respectively, under each of these three headings.

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

Note: It will be noted that the above draft resolution involves the following change in the draft resolution proposed by the Secretary-General, viz:

The omission of paragraph (b) of the Secretary-General's text, which reads:

"Such commitments as relate to expenses occasioned by an eventual second session of the Economic Commission for Europe, of the Economic Commission for Asia and the Far East and the Economic Commission

for Latin America not to exceed \$5 100, \$14 240 and \$25 900 respectively under each of these three headings, on approval of such sessions by the Economic and Social Council;"

The General Assembly concurred, as regards the corresponding 1950 resolution, in a similar recommendation, which was based on the view that special treatment of the existing regional economic commissions did not appear necessary. In the opinion of the Committee, a similar consideration applies for the year 1951.

Appendix III

DRAFT RESOLUTION RELATING TO THE WORKING CAPITAL FUND
(submitted by the Advisory Committee)

*The General Assembly**Resolves that:*

1. The Working Capital Fund shall be maintained to 31 December 1951 at the amount of US\$20 000 000;
2. Members shall make advances to the Working Capital Fund in accordance with the scale adopted by the General Assembly for contributions of Members to the sixth annual budget;
3. There shall be set off against this new allocation of advances the amounts paid by Members to the Working Capital Fund for the financial year 1950; provided that, should the advance paid by any Member to the Working Capital Fund for the financial year 1950 exceed the amount of that Member's advance under the provision of paragraph 2 hereof, the excess shall be set off against the amount of contributions payable by that Member in respect of the sixth annual budget, or any previous budget;
4. The Secretary-General is authorized to advance from the Working Capital Fund:
 - (a) Such sums as may be necessary to finance budgetary appropriations pending receipt of contributions; sums so advanced shall be reimbursed as soon as receipts from contributions are available for the purpose;
 - (b) Such sums as may be necessary to finance commitments which may be duly authorized under the provisions of the resolution relating to unforeseen and extraordinary expenses. The Secretary-General shall make provision in the budget estimates for reimbursing the Working Capital Fund;
 - (c) Such sums as, together with net sums outstanding for the same purposes, do not exceed \$250 000 to con-

tinue the revolving fund to finance miscellaneous self-liquidating purchases and activities. Advances in excess of the total of \$250 000 may be made with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions. The Secretary-General shall submit, with the annual accounts, an explanation of the outstanding balance of the revolving fund at the end of each year;

(d) Loans to specialized agencies and preparatory commissions of agencies to be established by inter-governmental agreement under the auspices of the United Nations to finance their work, pending receipt by the agencies concerned of sufficient contributions under their own budgets. In making such loans, which shall normally be repayable within two years, the Secretary-General shall have regard to the proposed financial resources of the agency concerned, and shall obtain the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions for any cash issues which would increase the aggregate balance outstanding (including amounts previously advanced and outstanding) at any one time to an amount in excess of \$3 000 000, and for any issue which would increase the balance outstanding (including amounts previously advanced and outstanding) in respect of any one agency to an amount in excess of \$1 000 000;

(e) Such sums as, together with the sums previously advanced and outstanding for the same purpose, do not exceed \$500 000 to continue the Staff Housing Fund in order to finance advance rental payments, guarantee deposits and working capital requirements for housing the staff of the Secretariat. Such advances shall be reimbursed to the Working Capital Fund following the recovery of rental advances, guarantee deposits and working capital advances.

Note: It will be noted that the above draft resolution involves the following change in the draft resolution proposed by the Secretary-General, viz:

The insertion in paragraph (d) of the Secretary-General's text of the word "normally" after the words "In making such loans, which shall . . ." In recom-

mending this amendment, the Committee has had regard to the decision taken by the General Assembly at its fourth session to the effect that an extension of one year should be granted to the Interim Commission of the International Trade Organization for the repayment of the 1948 loans (General Assembly resolution 358 (IV) paragraph (d)).

Chapter II

STAFF COSTS

SUMMARY OF STAFF COSTS

26. The salary costs of the United Nations as submitted for 1951 amount to \$23 754 670 on a gross basis. This figure comprises:

Established posts	\$22 298 350
Consultants	\$283 420
Temporary assistance	\$897 290
Overtime and night differential.....	\$275 610

Common staff costs (recruitment and termination expenses; staff benefits and allowances; staff training, health and welfare) account for an additional \$5 288 070. In all, these costs amount to \$29 042 740 or 64 per cent of the total budget on a gross basis. Offsetting revenue from staff assessments is estimated at \$4 732 680. The number of established posts proposed in the 1951 estimates has fallen to 3 701 for all United Nations offices

as compared with 3 801 authorized in 1950. This apparent decrease is largely accounted for by the fact that the estimates as presented for 1951 contain only lump-sum provisions for manual workers and casual labour, while in previous years some manual workers were included under established posts. The table below shows the number of posts Department by Department, for the years 1948 to 1951, together with the percentage ratios of these posts to the totals. In comparing the 1951 figures with those of previous years, allowance should, of course, be made for organizational changes that have occurred, including in particular the transfer of the Buildings Management and Field Services from Conference and General Services to Administrative and Financial Services, and of certain staff from the Department of Economic Affairs and the Department of Social Affairs to the new Technical Assistance Administration.

TABLE SHOWING BY DEPARTMENTS THE APPROXIMATE NUMBER AND PERCENTAGE DISTRIBUTION OF POSTS
(excluding Assistant Secretaries-General and Principal Directors)

Department or Office	Number of posts				Percentage distribution of posts			
	1948	1949	1950	1951	1948	1949	1950	1951
Executive Office of the Secretary-General	40	52	52	49	1 10	1 41	1 38	1 33
Library	64	67	83	83	1 75	1 81	2 20	2 26
Security Council Affairs.....	94	94	96	94	2 58	2 54	2 54	2 56
Military Staff Committee secretariat..	29	29	21	21	0 80	0 79	0 56	0 57
Economic Affairs	250	259	306	284	6 85	7 01	8 10	7 73
Technical Assistance Administration..	—	—	—	38	—	—	—	1 03
Social Affairs	158	176	202	214	4 29	4 76	5 35	5 82
Trusteeship and Information from Non-Self-Governing Territories ...	101	109	109	115	2 77	2 95	2 88	3 13
Public Information	305	309	300	307	8 36	8 36	7 94	8 35
Legal Affairs	47	49	50	50	1 29	1 33	1 32	1 36
Conference and General Services ^a	1 508	1 525	1 603	1 246	41 33	41 27	42 43	33 90
Administrative and Financial Services ^a Geneva (excluding the Economic Commission for Europe).....	283	213	217	413	7 75	5 77	5 74	11 23
Economic Commission for Europe....	480	499	451	458	13 15	13 50	11 94	12 46
Economic Commission for Europe....	158	174	171	156	4 33	4 71	4 53	4 24
Economic Commission for Asia and the Far East	28	31	23	45	0 77	0 84	0 61	1 22
Economic Commission for Latin America	36	36	19	27	0 99	0 97	0 50	0 74
Information centres	69	73	75	76	1 89	1 98	1 98	2 07
	3 650	3 695	3 778	3 676	100	100	100	100
Assistant Secretaries-General	9	8	8	9				
Principal Directors	11	14	15	16				
	3 670	3 717	3 801	3 701				

^a During 1950, 167 posts (4.62 per cent) were transferred from Conference and General Services to Administrative and Financial Services.

APPLICATION OF PROPOSED NEW SALARY SYSTEM

27. The estimates, as submitted, reflect certain principles and procedures which the Secretary-General has recommended should be followed in effecting a transition from the existing salary system to a new one. Since these principles and procedures will have an important bearing on the budgetary provision required not only in 1951 but also in future years, the Advisory Committee finds it necessary to make the following comments.

28. The Committee of Experts has recommended, and the Secretary-General accepts, that a staff member should not suffer a reduction in his existing salary as a result of re-classification. The Secretary-General has further proposed that, in addition, the staff member's existing salary ceiling (i.e. grade maximum) should not be lowered.

29. The Advisory Committee has had regard in this connexion to the fact that the present staff regulations were approved by the General Assembly on a purely provisional basis, and that it is expressly laid down in these regulations that pending the adoption of a permanent classification plan, the salaries of the staff members are to be determined by the Secretary-General, "within a range between the salary adopted by the General Assembly for the post of Director and the best salaries and wages paid for stenographic, clerical, and manual work at the seat of the United Nations".

30. In the view of the Advisory Committee, moreover, it would not be equitable, either on moral or administrative grounds, to employ staff for the performance of identical work on differing scales of remuneration, except for a limited transitional period. Such a course would not only lead to an increase in administrative work but also to staff discontent. The Committee does not therefore consider either of the proposals referred to in paragraph 28 above to be fully justifiable.

31. If nevertheless the General Assembly should reach the conclusion that, in the interest of staff morale, a transitional period is desirable, the Advisory Committee would suggest an arrangement on the following basis:

Staff members whose existing salaries or salary ceilings may be adversely affected as a result of re-classification in terms of the proposed new salary plan fall into two broad categories:

(i) Those who are proceeding to a maximum on their present grade higher than the maximum of the appropriate new salary level, e.g., a staff member now at step III of grade 14 (\$7 000 net) would have a maximum expectation, at that grade, of \$8 300. If assimilated to the proposed new scales at the Intermediate Officer (F) level, his new maximum, at that level, would be reduced to \$7 500.

This category will include a number of staff members who, while not yet at their grade maximum, are in receipt of salaries exceeding the maxima of the new levels to which their posts may be assigned, e.g. a clerk now at step V of grade 6 with a net salary, including cost-of-living allowance, of \$3 650 (and a maximum expectation, at that grade, of \$3 990), who following

re-evaluation of the functions and responsibilities of the post, is classified as an Intermediate Clerk (level C), for which his proposed maximum would be \$3 500;

(ii) Those already at the maximum of their present grade who are assimilated to the proposed new scales at a level carrying a lower maximum, e.g., a staff member now at step VII of grade 10 (\$5 850 net including cost-of-living allowance) who is assimilated at the Administrative Assistant level, the maximum of which would be \$5 400.

32. The Advisory Committee's proposal is that, subject to efficiency, staff members falling within category (i) above should continue to receive increments on the basis of the proposed new scales until they have reached a point equal to the maximum of their present grade; those falling within category (ii) above should retain their present maximum. In both cases that part of the salary which exceeds the maximum of the new salary level would be considered as a pensionable personal allowance; provided, however, that

(a) Such allowance shall cease upon expiration of the staff member's contract or after one year from the date on which new salary scales may enter into force, whichever period is the shorter;

(b) In the case of staff members having temporary indefinite appointments, such allowance shall cease after the expiration of a period of one year from the date on which new salary scales may come into force.

33. The estimates submitted for 1951 provide a total amount of \$144 190 for payment of personal allowances (amount of \$150 198 less 4 per cent adjustment for turnover). The adoption of the above formula would not result in appreciable savings in 1951; but as from 1952 the full amount of the 1951 provision for personal allowances would be saved and larger amounts in succeeding years. It is pertinent to note, in this connexion, that under the Secretary-General's proposals, the ultimate theoretical cost of personal allowances for Headquarters staff alone is \$700 000. This figure would not, of course, ever be reached, even if no limitations on payment were to be imposed, since many potentially eligible staff members would, in the course of normal events, be promoted to higher levels or be separated by resignation, termination, retirement, etc.

INCREMENTS

34. In assimilating existing staff to the proposed new salary scheme for the purposes of the 1951 budget estimates, the Secretary-General has adhered strictly to the principle suggested by the Committee of Experts that "each staff member would receive a rate at least equivalent to his present salary plus cost-of-living allowance. Furthermore, service credit already earned toward a salary step increase should be taken into account in determining the appropriate new rate". The Secretary-General's interpretation of this principle does, in fact, give to every staff member whose present salary falls within one of the proposed salary levels the next higher step on 1 January 1951. The same staff members will in some cases be increased by one step or more in the new

scale on the date their increments would become due in 1951 under the old system. In the opinion of the Committee, this transition procedure adds unnecessarily to the cost of assimilation.

35. As an alternative and more economical method of assimilation, the Committee recommends that staff members should not automatically be moved on to the new salary scale as of 1 January 1951. Only those who have earned the next higher step rates would be transferred as of that date. For other staff members, service credits earned under the old salary system could be calculated up to 1 January 1951; service credits after 1 January 1951 would then be calculated on the basis of the new system.

36. This procedure would have the advantage of securing equity at no additional cost to the Organization. It would eliminate unnecessary salary increases which would accrue to certain staff members purely on the basis of chance, as a consequence of the transition from the one salary system to the other. To the extent that the date of transition to the new scales might be delayed, there would be a saving in 1951, as well as in future years, since the anniversary dates of the annual

increments would come later in the year so long as a staff member remained at the same salary level.

37. It is estimated that adoption of the procedure recommended would result in savings of \$100 000 (gross) in 1951, if applied on a global basis to all United Nations staff.

38. On the basis of the above proposals, the Advisory Committee recommends that, apart from the specific savings proposed in chapter III of the present report, a global reduction of \$100 000 be made in the over-all estimates for established posts, this reduction to be applied as appropriate to the relevant sections of the 1951 budget.

GRADING

39. The Committee has previously drawn attention to the question of grading and to the need for reducing the high proportion of senior posts throughout the Secretariat. The following table shows, by comparison with 1950, the proposed distribution of senior posts at Headquarters for which provision is made in the 1951 budget estimates.

	Headquarters								
	1950 authorized posts				1951 budgeted posts				
	Top-ranking Director	Grade 19 with representation allowance	Grade 19 without representation allowance	Grade 18	Total grade 18 and above	Principal Director	Director	Principal Officer	Total Principal Officers and above
Executive Office of the Secretary-General	2	2	1	5	2	2	4		
Library		1		1			1	1	
Security Council Affairs.....	1	2	5	8	1	2	6	9	
Technical Assistance Administration						1	1	2	
Economic Affairs	1	2	3	11	17	1	3	6	10
Social Affairs	1	2	3	8	1	3	5	9	
Trusteeship and Information from Non-Self-Governing Territories	1	1	3	5	1	1	2	4	
Public Information	1	1	7	11	1	2	5	8	
Legal Affairs	1	2	2	6	1	2	2	5	
Conference and General Services	1	2	6	14	1	2	5	8	
Administrative and Financial Services	2	1	3	9	2		6	8	
TOTAL	11	13	41	84	12	15	41	68	

40. Although, on the basis of the proposed new salary levels, the number of senior posts (at Principal Director, Director and Principal Officer levels) shows an appreciable reduction in comparison with the number of posts at a roughly equivalent level under the present scheme (i.e. at the levels of Top-ranking Di-

rector and of grades 19 and 18), the Committee is of the opinion that such posts are still too numerous, particularly in certain Departments. It trusts that the situation will be closely and continuously watched with a view to further improvement in numbers and distribution.

41. The effect of the new classification proposals, as shown in the budget, on the number of posts and their total salary costs which fall within certain salary ranges

is illustrated in the following table showing Headquarters posts authorized for 1950 and to be continued in 1951:

Net salary range \$	Headquarters established posts					
	Present scheme			Proposed scheme		
	Number of posts	Salaries for group \$	Per cent of total salaries	Number of posts	Salaries for group \$	Per cent of total salaries
2 000 - 4 000.....	1 539	5 023 730	35 20	1 506	4 954 920	34 06
4 001 - 6 000.....	535	2 705 540	18 96	560	2 874 920	19 76
6 001 - 8 000.....	551	3 792 470	26 57	559	3 899 870	26 81
8 001 - 10 000.....	203	1 769 000	12 39	203	1 824 500	12 54
10 001 - 12 000.....	43	449 200	3 15	40	429 400	2 95
12 001 - 14 000.....	13	174 000	1 22	16	211 500	1 46
Over 14 000	19	358 000	2 51	19	352 000	2 42
	<u>2 903</u>	<u>14 271 940</u>	<u>100 00</u>	<u>2 903</u>	<u>14 547 110</u>	<u>100 00</u>

42. On the evidence of the above figures, the application of the new classification and salary plan, as provided for in the 1951 budget estimates, is not calculated to have much effect on what the Committee feels to be a lack of balance in the distribution of posts and salary costs between lower, intermediate and senior levels. It will be observed in this connexion that approximately 6 per cent of the total salary cost shown is attributable to posts carrying a net salary in excess of \$10 000 and a further 39 per cent to posts falling within a net salary range of \$6 000-\$10 000.

43. The Committee is conscious of the efforts made to assimilate staff to the proposed new salary scales at levels commensurate with the functions and responsibilities involved and at the same time to ensure equality of treatment between comparable posts throughout the Secretariat. The Committee believes it desirable, however, to call attention once more to the fact that the personal qualifications of a staff member filling a post should not in themselves be used as a justification for overpaying the duties of that post.

Chapter III

DETAILED RECOMMENDATIONS ON THE BUDGET ESTIMATES

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

Section 1. The General Assembly, commissions and committees

Estimate submitted by the Secretary-General	\$ 738 200
Estimate recommended by the Advisory Committee	\$ 700 000
1949 (actual expense)	\$1 274 656 ⁴
1950 (approved estimate)	\$ 765 955 ⁵

44. The estimate for this section is based on the assumption that the 1951 session of the General Assembly will be held in New York and will be of ten weeks' duration. The estimate for 1950 was approved on the basis of a session of eleven weeks, while the 1949 figures reflect actual expenditures in respect of a session of eleven and one-half weeks.

45. While the total for chapter I (General Assembly session) shows, by comparison with the previous year, a reduction of approximately \$22 000, the 1951 provision for overtime and night differential, at \$50 000, exceeds the 1950 estimate by \$10 000 and the actual expenditure for 1949 by \$8 500. In view of the fact that the Secretary-General's estimate is based on the actual figures of previous years, the Committee recommends a reduction of \$8 000 to \$42 000, an amount which should prove ample for a session of shorter duration.

46. Similarly, the provision in chapter I for travel and subsistence of staff appears excessive in relation to the appropriation for 1950, when a sum of \$9 000 was authorized to cover the recruitment costs of twenty verbatim reporters and typists. A reduction of \$2 200 is recommended.

47. As regards chapter IV, the proposed provision covers two sessions of the International Law Commission. The estimate should, in the opinion of the Advisory Committee, be limited, as in previous years, to a single session, at a saving of approximately \$28 000.

48. The Committee accordingly recommends that the appropriation for section 1 be reduced by \$38 200 and approved at the figure of \$700 000.

Section 2. The Security Council, commissions and committees

Estimate submitted by the Secretary-General \$.

49. Section 2 is maintained in the budget document because of the possibility of the Security Council's holding a session away from Headquarters.

⁴ This figure includes an amount of \$540 700 in respect of items for which no provision is requested in 1951.

⁵ This figure includes an amount of \$23 980 in respect of items for which no provision is requested in 1951.

50. In view of the fact that estimates for contractual printing have been consolidated under part VIII of the budget estimates, no provision is requested under this section. Estimated costs of the official records of the Security Council, the Atomic Energy Commission and the Commission for Conventional Armaments are shown in section 25, chapter II.

Section 3. The Economic and Social Council, commissions and committees

Estimate submitted by the Secretary-General	\$228 200
Estimate recommended by the Advisory Committee	\$228 200
1949 (actual expense)	\$261 878
1950 (approved estimate)	\$218 550

51. In his foreword to the budget estimates, the Secretary-General has suggested that, in view of the difficulties consequent upon the removal to the new Headquarters, it would be to the interest of the Organization if, wherever possible, commissions and committees of the Council did not meet during 1951, and if sessions which could not be eliminated entirely for 1951 were deferred to the second half of that year.

52. Having regard to the proposed increase in the subsistence allowance to members of expert bodies,⁶ which has a direct bearing on many of the chapters in section 3, the Committee considers that the total appropriation may be recommended for provisional approval as submitted, subject to appropriate adjustment in respect of sessions which may be eliminated or curtailed.

53. As regards the sessions of the Economic and Social Council itself, for which a provisional estimate has been submitted, the Committee will in due course call for detailed figures (including the estimated duration of the 1951 Geneva session), based on the decisions of the Council and the General Assembly.

54. Accordingly, the Committee recommends a provisional appropriation of \$228 200 for section 3.

Section 3a. Permanent Central Opium Board and Narcotic Drugs Supervisory Body

Estimate submitted by the Secretary-General	\$22 900
Estimate recommended by the Advisory Committee	\$22 900
1949 (actual expense)	\$13 534
1950 (approved estimate)	\$21 900

55. The proposed provision of \$22 900 relates to the sessions of both bodies. Further expenditure for the secretariat of the Board and the Supervisory Body is estimated under section 20, chapter III, at \$56 200. Contractual printing is estimated under section 25 at \$13 200.

⁶ See paragraphs 322 to 328 below.

56. The Committee recommends the approval of the proposed appropriation of \$22 900.

Section 3b. Regional economic commissions

Estimate submitted by the Secretary-General	\$61 300
Estimate recommended by the Advisory Committee	\$57 300
1949 (actual expense)	\$49 462
1950 (approved estimate)	\$32 980

57. The increase over last year's appropriation for section 3b is due to the fact that the Economic Commission for Asia and the Far East, which held its 1950 session at its regional headquarters in Bangkok, proposes to meet in 1951 at Lahore, Pakistan, involving an estimated additional expenditure (mainly on account of travel and subsistence of staff) of \$34 000. The Committee notes, however, that the Pakistan Government will consider the extent to which it can contribute towards the cost of holding this session at Lahore, and that information which may be received on this matter will be placed before the General Assembly. Any sum so contributed will be credited as miscellaneous revenue.

58. It is observed in this connexion that the estimates for travel and subsistence of staff provide for the expenses of thirty staff members from Bangkok, representing approximately two-thirds of the ECAFE secretariat. In the Committee's opinion, this number is excessive, and a reduction of \$4 000 is recommended in the provision for travel and subsistence of staff.

59. The Committee was informed that the Economic Commission for Latin America had agreed, at its last session, that the Commission should meet in 1951 in Mexico City. Some adjustment of the estimates, which are based on the assumption that the Commission will meet at its regional headquarters at Santiago, may therefore be necessary, although it is understood that a decision to meet at Mexico City is unlikely to entail any appreciable increase in costs.

60. The Committee recommends that, with respect to the regional economic commissions, a regular procedure be established whereby any proposal to meet outside the regional headquarters of a commission should be accompanied by a prior estimate of the additional costs involved, and that such estimate should take account of any voluntary contribution, in terms either of facilities or of money, to be offered by the host Government.

61. Attention is drawn to the fact that the future of the regional commissions is to be reviewed by the Economic and Social Council in 1951.

62. In the light of the foregoing observations, the Advisory Committee recommends that the estimates for section 3b be reduced by \$4 000, to a total of \$57 300, and that approval be given to an appropriation in this amount.

Section 4. The Trusteeship Council, commissions and committees

Estimate submitted by the Secretary-General	\$ 91 800
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Estimate recommended by the Advisory Committee	\$ 85 000
1949 (actual expense)	\$ 45 099
1950 (approved estimate)	\$134 115 ⁷

63. As regards chapter I (sessions of the Trusteeship Council), the estimate for the Geneva session is based "on the assumption that the Trusteeship Council will not have to deal with special problems such as those of Jerusalem and the former Italian colonies". The estimated duration of ten weeks accordingly appears excessive by comparison with the actual duration of the sixth session in Geneva (ten and one-half weeks).

The Committee considers that greater efforts might be made to hold concurrent meetings of the Council and of its committees and working groups so as to reduce the length of sessions and thereby lighten the budgetary load.

64. On the details of the estimates, the Committee notes that thirty-six staff members, including seventeen substantive officials, are proposed to be assigned from Headquarters to the Geneva session, and that further provision, to an amount of \$145 000, is included in section 20 for temporary assistance in connexion with one session each of the Economic and Social Council and of the Trusteeship Council. In the opinion of the Committee, the amount proposed under chapter I of section 4 is excessive and a reduction of \$6 800 is recommended.

65. As regards chapter II, the Secretary-General has submitted a token estimate of \$50 000 in respect of the 1951 Visiting Mission. The Committee proposes to review this estimate when a final decision is taken on the region to be visited and the itinerary of the Mission.

66. The Committee recommends that the proposed provision for section 4 be reduced by \$6 800 and approved at the figure of \$85 000.

PART II. INVESTIGATIONS AND INQUIRIES

Section 5. Investigations and inquiries

Estimate submitted by the Secretary-General	\$2 500 000
Estimate recommended by the Advisory Committee	\$2 500 000
1949 (actual expense)	\$5 397 701
1950 (approved estimate)	\$3 342 700

67. The provision made for political missions⁸ under section 5, which represents a substantial reduction in relation to 1949 and 1950, is merely a token figure included to assist the Members in their over-all appraisal of the expected gross total of the 1951 budget. It seems to the Committee, however, that this provision may not be adequate.

⁷ The 1950 figure includes \$12 500 in respect of the 1949 Visiting Mission and \$7 970 in respect of items for which provision in 1951 has been made under section 20 (e.g., communications services).

⁸ See Detailed Schedule on pages 8 to 11 of the budget estimates for a list of these missions and of the respective 1950 appropriations.

68. Detailed estimates, based on the decisions to be taken by the General Assembly and the Security Council, will be presented during the fifth regular session of the Assembly, at which time the Advisory Committee will offer its comments on the proposed appropriations in relation to the circumstances as they may then exist.

Section 5a. United Nations Field Service

Estimate submitted by the Secretary-General	\$300 000
Estimated recommended by the Advisory Committee	\$300 000
1949 (actual expense)	-
1950 (approved estimate)	\$337 000

69. A provisional estimate of \$300 000 has been submitted for the operation in 1951 of the United Nations Field Service established by General Assembly resolution 297 (IV) of 22 November 1949.

70. The Secretary-General proposes to submit a detailed estimate for this section, as soon as the requirements of the political missions under section 5 are determined. The Committee will at that stage review the proposed provision.

PART III. THE SECRETARIAT: HEADQUARTERS

Section 6. Executive Office of the Secretary-General

Estimate submitted by the Secretary-General	\$484 200
Estimate recommended by the Advisory Committee	\$484 200

71. The provision for established posts in the Executive Office of the Secretary-General in the budgets for 1949, 1950 and 1951 is shown in the following table:

		<i>Budget amounts (total for section)</i>
1949: posts authorized	55	\$414 072
		(actual expense)
1950: posts authorized	55	\$478 640
1951: posts requested	52	\$484 200
1951: posts recommended by the Advisory Committee	51	\$484 200

72. In its review of the estimates for section 6, the Committee examined the working of the new arrangements in the Executive Office of the Secretary-General which were instituted towards the end of 1948. The extent to which the revised structure constitutes an effective instrument for co-ordinating activities with the specialized agencies and within the Secretariat itself was the subject of particular consideration.

73. The Committee was informed that the relationship between the Executive Office and the various Departments of the Secretariat under the new organization has produced satisfactory results, particularly as regards the expeditious performance of their respective functions. The Committee was further assured that the line of administrative responsibility in respect of political missions, whether created by the General Assembly or the Security Council, is clearly delimited, the internal servicing of the Council and of the various

commissions being entrusted to the Department of Security Council Affairs, while the Executive Office is responsible for the over-all co-ordination of activities, in conjunction with the Missions Co-ordination Committee.

74. At this stage, the Committee offers no comments on the administrative arrangements outlined above. It has, however, given consideration to certain of the budgetary consequences. Thus, the Committee notes that for the servicing of the plenary meetings of the Interim Committee of the General Assembly, additional provision is requested under temporary assistance in this section to the amount of \$18 500, while the proposed staffing of the Department of Security Council Affairs comprises an Interim Committee Group of nine posts, including one principal officer, two senior officers and one officer, whose main duties consist in the general servicing of the sub-committees and working parties of that Committee.

75. As regards the work of co-ordination between the United Nations and the specialized agencies, for which sixteen posts in the Executive Office are again proposed for 1951, the Committee observes that liaison functions with the agencies are included in the budget justification for many of the substantive Departments. Although the Committee has reached no final views on the working of the Specialized Agencies Section, which will be the subject of further consideration in connexion with the 1952 estimates, it believes, on the available evidence, that a relatively greater measure of co-ordination can now be achieved at the technical level, through the medium of direct consultations between officials in the substantive Departments and corresponding officials in the specialized agencies.

76. The establishment on a permanent basis of an additional post of intermediate officer in the Protocol and Liaison Section, which already comprises seven posts, does not appear to be adequately justified. The Committee proposes that, instead, the necessary provision be made by the transfer of \$7 000 from established posts to temporary assistance.

77. Accordingly, the Committee recommends that the proposed appropriation for section 6 be approved at the figure of \$484 200.

Section 6a. Library

Estimate submitted by the Secretary-General	\$465 300
Estimate recommended by the Advisory Committee	\$450 000

78. The provision for established posts in the Library in the budgets for 1949, 1950 and 1951 is shown in the following table:

		<i>Budget amounts (total for section)</i>
1949: posts authorized	67	\$456 577
		(actual expense)
1950: posts authorized	83	\$437 870
1951: posts requested	83	\$465 300
1951: posts recommended by the Advisory Committee	80	\$450 000

79. Apart from the above figure of \$465 300, which relates to direct staffing costs, further provision for the Library is proposed under the following sections of the budget estimates:

Section 19 (Permanent equipment)

Library books and maps	\$ 38 000
Library equipment	\$ 65 000
Conversion of the present Manhattan Office (Outbuilding): (non-recurring expenditure)	\$500 000

Section 26 (Publications)

80. In reviewing the estimates submitted for section 6a, the Committee gave due weight to the problems arising out of the transfer to the permanent Headquarters and the installation of the Library in a separate building. The Secretary-General has proposed that "the Library be kept at its present strength as far as established posts are concerned and that the situation be reviewed in the light of actual experience when estimates for 1952 are made".

81. While the Committee appreciates that uncertainty regarding the staffing of the new Library must necessarily exist, it desires, nevertheless, to point out that a staff increase was authorized for 1950 as a purely temporary measure pending the transfer to Manhattan. The Committee has accordingly reached the conclusion that the provision for 1951 should not exceed the figure of \$450 000. A reduction of \$15 300 is recommended in the item for established posts.

82. The Committee offers the following comments on particular aspects of the Library activities:

(i) Consideration should be given to the possibility of reducing, and ultimately eliminating, the branch libraries maintained in certain of the Departments. Sufficient space will be available in the new Library building for specialized material in the main fields at present covered by the departmental libraries, and while the library staff will thus keep in close touch with the work of a particular Department, an appreciable economy in the matter both of staffing and of acquisitions should ensue through the concentration of the relevant material at a single point. It may be noted in this connexion that the existing system has led to expenditure for duplicate copies.

(ii) The machinery for screening requests for the purchase of new publications should be strengthened, with a view to investing the Librarian with wide discretion, particularly as regards requests submitted by individual officers of the Secretariat.

(iii) In the selection of senior Library staff, technical qualifications should take precedence over any other consideration, due regard being had to the character of the Library, which is intended to be a specialized library directly and exclusively related to the work of the United Nations, and in no sense a general reference library.

83. The Committee directs attention to the generous gift to the United Nations of the entire collection of the Woodrow Wilson Memorial Library, comprising

over 16 000 volumes on international affairs, and particularly on the League of Nations.

84. The Committee recommends that the proposed provision for section 6a be reduced by \$15 300 and approved at a figure of \$450 000.

Section 7. Department of Security Council Affairs

Estimate submitted by the Secretary-

General	\$758 700
Estimate recommended by the Advisory Committee	\$758 700

85. The provision for established posts in this Department in the budgets for 1949, 1950 and 1951 is shown in the following table:

		Budget amounts (departmental total)
1949: posts authorized	96	\$689 093 (actual expense)
1950: posts authorized	98	\$774 800
1951: posts requested	96	\$758 700
1951: posts recommended by the Advisory Committee	96	\$758 700

86. In its reports on the budget estimates for 1949 and 1950, the Committee recommended that the structure of the Department should be the subject of revision, to provide for the changing emphases in the political work of the Organization (A/598, paragraph 82; A/934, paragraph 76). For 1951, a total reduction of eight posts is proposed in the General Political Division, the Armaments and Enforcement Measures Section and the Atomic Energy Commission Group.

87. Nevertheless, provision is made for a substantial increase in the staffing of the Administrative and General Division, through the transfer of seven posts from other departmental units. While the Committee notes that the Division is now responsible for the general servicing of the sub-committees and working groups of the Interim Committee, it doubts whether, looking to the level of the workload in other fields, so sharp an increase is fully justified. In view, however, of the heavy workload at present before the Security Council and the Interim Committee, the Advisory Committee has refrained from recommending staff reductions in this Department, but urges that the number and grading of posts in the Administrative and General Division and the organization of the Department be the subject of an early and careful review.

88. The Committee was informed that the services of consultants, for which a sum of \$4 000 is provided, are principally required for the extensive bibliography on atomic energy which is now in course of preparation. Since further provision for printing costs is required (section 26), the Committee trusts that, in the interest of economy, the work will be done on a strictly selective basis.

89. After consideration of all the facts, the Committee recommends that the estimate be approved at the figure of \$758 700.

Section 8. Military Staff Committee secretariat

Estimate submitted by the Secretariat-

General	\$129 600
Estimate recommended by the Advisory Committee	\$129 600

90. The provision for established posts in the secretariat of the Military Staff Committee in the budgets for 1949, 1950 and 1951 is shown in the following table:

		Budget amounts (total for section)
1949: posts authorized	29	\$139 224
		(actual expense)
1950: posts authorized	21	\$128 510
1951: posts requested	21	\$129 600
1951: posts recommended by the Advisory Committee	21	\$129 600

91. The relationship of the secretariat of the Military Staff Committee, and more particularly of its interpreters and translators, to the Headquarters Secretariat was the subject of consideration by the Fifth Committee in 1949. An assurance was then given that, to the extent that the work of the Military Staff Committee permitted, the members of its secretariat would at all times be at the disposal of other Departments.

92. The Committee is confident that the housing of the Military Staff Committee in the same building as the Headquarters Departments will lead to a greater utilization of the staff of its secretariat on the general work of the Organization, particularly in matters of interpretation and translation. The Advisory Committee has, however, felt precluded at the present time from recommending a complete integration of the language services of the Military Staff Committee with those of Conference and General Services.

93. Subject to the above observations, the Committee recommends the approval of the proposed provision of \$129 600.

Section 9. Technical Assistance Administration

Estimate submitted by the Secretary-General	\$300 000
Estimate recommended by the Advisory Committee	\$300 000

94. The proposed provision for a Technical Assistance Administration under this section covers the direct staffing expenses of a new organizational unit responsible for the following programmes:

Advisory social welfare functions (section 27), established by General Assembly resolution 58 (I);

Economic development of under-developed countries (section 28), established by General Assembly resolution 200 (III);

Training in Public Administration (section 29), established by General Assembly resolution 246 (III).

95. The Committee has concurred in a transfer of funds between sections of the 1950 budget for the establishment during 1950 of the Technical Assistance Administration on the basis of the following transfers of posts:

⁹ One post of principal officer is re-classified as principal director.

¹⁰ In the 1950 budget, the provision for this unit was authorized under section 16 (Administrative and Financial Services). The five posts were subsequently transferred to the Department of Economic Affairs, with the concurrence of the Advisory Committee.

	Posts
From Department of Economic Affairs	
Division of Economic Stability and Development....	22 ⁹
Public Administration Unit: ¹⁰	5
From Department of Social Affairs	
Division of Social Welfare.....	12
	TOTAL 39

One additional post for the Director-General of the Administration is proposed by the Secretary-General at the salary level of an Assistant Secretary-General.

96. It is proposed by the Secretary-General that the Departments of Economic Affairs, and Social Affairs should retain their responsibility for research work related to the above programmes and for the detailed elaboration of the relevant policy directives of the General Assembly and the Economic and Social Council.

97. The Committee did not have testimony available definitively establishing the relationships between the two substantive departments and the Technical Assistance Administration. It proposes therefore that the working of the proposed new arrangements, with particular reference to the division of responsibilities between the new Administration and the two substantive Departments, should be reviewed at an early date.

98. Subject to the above observations, the Committee recommends the approval of the proposed provision at the figure of \$300 000.

Section 10. Department of Economic Affairs

Estimate submitted by the Secretary-General	\$2 129 000
Estimate recommended by the Advisory Committee	\$2 085 000

99. The provision for established posts in this Department in the budgets for 1949, 1950 and 1951 is shown in the following table:

		Budget amounts (departmental total)
1949: posts authorized	261	\$1 855 564 ¹¹
		(actual expense)
1950: posts authorized	281 ¹²	\$1 951 000 ¹²
1951: posts requested	286	\$2 129 000
1951: posts recommended by the Advisory Committee	281	\$2 085 000

100. The estimates presented for 1951 show an increase of \$178 000 over the corresponding appropriation for 1950, allowance being made for the transfer of twenty-seven presently authorized posts to section 9 (Technical Assistance Administration). This increase, while mainly resulting from conversion to the proposed new salary system, including provision for increments, is also due, in part, to the addition of five new posts

¹¹ The figure of 1949 expenditure includes an amount of \$42 231 representing the salary costs of the nuclear staff connected with the administration of the programme of technical assistance for economic development.

¹² 1950 figures have been adjusted to exclude twenty-seven posts and \$179 000 salary costs attributable to administration of the Technical Assistance programme, including the International Centre for Training in Public Administration.

at an approximate cost of \$35 000, together with small increases, as compared with 1950, for consultants (\$3 000), temporary assistance (\$8 000), and overtime (\$1 000).

101. In reviewing the structure of this Department, the Committee observed that provision continues to be made for what appear to be unnecessarily large private offices attached to the Assistant Secretary-General and to certain of the Directors, notably in the Division of Economic Stability and Development. Although, in the former case, a nominal reduction has been effected by transferring elsewhere the secretariat of the Interim Co-ordinating Committee for International Commodity Arrangements, there still remains a total of nineteen posts comprising, besides an Assistant Secretary-General and a Principal Director, eight professional officers or assistants and nine secretarial or clerical personnel. The Committee is not satisfied that an establishment of this size is essential for the substantive and administrative direction and control of the work of the Department. In the case of the Division of Economic Stability and Development, a refashioning of its internal organization as a result of transfers has led to a reduction from twenty-one to twelve in the number of posts requested for the Office of the Director. Nevertheless, the position should be susceptible of further improvement as a result of the transfer elsewhere of a major responsibility of this Division, namely administration of technical assistance for economic development.

102. In reporting on the 1950 budget estimates (A/934, paragraph 88), the Committee expressed the view that "the secretariats of the regional economic commissions, with the help of the technical divisions at Headquarters, can satisfactorily service their commissions, and can furnish the necessary material to supplement Headquarters services for the *World Economic Report* without the maintenance at Headquarters of a large Geographic Area Units Section". The Committee is therefore concerned to note that the 1951 budget proposals anticipate the maintenance of this unit, as an Area Studies and Regional Liaison Section in the Division of Economic Stability and Development, at its full former strength of twenty-five posts, with the addition of two further posts transferred from the Office of the Divisional Director. In view of the fact that the staffing position of the regional commissions has continued to improve, and since certain of the work proposed to be undertaken by the Area Studies Section might equally well be handled elsewhere, for example, in the Economic Development Section, the Committee remains of the view that the number of area specialists can be substantially reduced. In the event of the Division's structure being further modified, consideration should be given to re-allocating the essential functions of the present Area Studies and Regional Liaison Section so as to ensure that staff is utilized to greater advantage. The Committee also suggests that the work of those engaged in "area studies" in the Departments of Economic Affairs and Trusteeship respectively, should be carefully reviewed with the object of ensuring that overlapping of responsibility and duplication of effort is avoided. Finally, with respect to the Area Studies and Regional

Liaison Section, the Committee questions the utility of posts established for the sole purpose of co-ordinating the activities of the regional economic commissions.

103. The Committee is of the opinion that such staff increases as may be required in some units of the Department to cope with new or more urgent tasks should be met by release of staff or transfer of posts from other units. If this were done, there should be ample possibility of providing for the five new posts requested for 1951 (two officers and one junior officer in the Current Trade Analysis Section and one senior officer and an assistant in the Economic and Social Council secretariat), within the currently authorized establishment. Accordingly, the Committee recommends that the number of posts be maintained at the 1950 level of 281 (exclusive of the twenty-seven transferred to the Technical Assistance Administration) at a saving of \$35 000 in the estimates as submitted.

104. The fact, moreover, that some 10 per cent of the staff of the Department will be transferred to a separate Technical Assistance Administration, should make possible a further saving, as compared to 1950, on such items as consultants, temporary assistance and overtime. The Committee recommends that the estimates as submitted (\$43 000 for consultants; \$35 000 for temporary assistance; and \$6 000 for overtime) be reduced by an aggregate amount of \$9 000 to be applied in the Secretary-General's discretion. The Committee desires to point out, furthermore, that the transfer of technical assistance staff and responsibilities should result also in a diminution in the administrative workload of the Department which might reasonably be expected to reflect itself in the staffing requirements of the Office of the Assistant Secretary-General.

105. As for the more general aspects of the Department's organization, the Committee understands that in the Secretary-General's opinion the division structure proposed for 1951 is well adapted to the requirements of the situation so far as they can be foreseen at this juncture. Nevertheless, the Committee continues to stress the general desirability of this problem of departmental organization and structure being kept under careful and continuous review, more especially as it relates to the functions and responsibilities, including those currently assigned to the Division of Economic Stability and Development and the Fiscal Division.

106. With reference to the work programme proposed in 1951, the Committee offers the following observations:

(i) Since the staff and resources at its disposal will always be limited in relation to the range of activities that might be laid upon the Organization, the Secretariat must be constantly alive to the necessity of warning the Councils and their commissions against too great a dispersal of activities in respect of new projects and priorities.

(ii) Certain of the specific projects listed for action by this Department appear to involve overlapping with responsibilities more appropriate to other Departments of the Secretariat or to other international agencies. The Committee was informed, for example, that the task

of publishing the list of multilateral conventions and agreements relating to transport and communications questions could readily be absorbed by the Legal Department as part of its regular treaty work. Similarly, the Committee questions the necessity, or indeed the propriety, of the Department of Economic Affairs concerning itself with legal studies of foreign investment, while the subject of international capital movements, as a special field of research, might more appropriately be left to such organizations as the International Bank and the International Monetary Fund.

(iii) In examining the current work programme of the Statistics Division, the Committee was struck by the increasingly voluminous and miscellaneous series of statistical data now being regularly collected and published, particularly when the parallel collections of the regional commissions are also taken into account. It does not question the undoubted interest to various Governments and institutions of much of the data now being compiled. It does, however, believe that the time is opportune for a critical appraisal of all currently published material with a view to ascertaining whether the expenditure incurred can be fully justified.

107. Certain recommendations relating to other aspects of the Department's publications programme are made in connexion with the Committee's review of the estimates submitted under section 26.

108. Meanwhile, the Committee proposes only a token reduction of \$44 000 in the estimates for this Department pending a review of the departmental structure, particularly with reference to the development of the technical assistance programme. The Committee therefore recommends that an appropriation for section 10 be approved in the amount of \$2 085 000.

Section 11. Department of Social Affairs

Estimate submitted by the Secretary-General	\$1 594 300
Estimate recommended by the Advisory Committee	\$1 550 000

109. The provision for established posts in the Department of Social Affairs in the budgets for 1949, 1950 and 1951 is shown in the following table:

		<i>Budget amounts (departmental total)</i>
1949: posts authorized	178 ¹³	\$1 268 071 ¹³
		(actual expense)
1950: posts authorized	192 ¹⁴	\$1 387 060 ¹⁴
1951: posts requested	216	\$1 594 300
1951: posts recommended by the Advisory Committee	209	\$1 550 000

110. After allowance is made for the cost of the twelve posts transferred to section 9 of the budget, the total estimated 1951 expenditure for this Department shows an increase of approximately \$207 000 over the

¹³ 1949 figures include posts and salary costs, estimated at approximately \$66 000 attributable to the administration of the Advisory Social Welfare Services.

¹⁴ 1950 figures have been adjusted to exclude twelve posts, at an estimated salary cost of \$77 690, which have been transferred during 1950 to the Technical Assistance Administration (section 9).

corresponding appropriation for 1950. While within-grade increments and the institution of the proposed new salary plan are partly responsible for the increase in the estimate for 1951, a more important factor is that twenty-five new posts are requested at an additional net cost of approximately \$130 000. Against this, one post provided for in 1950 is discontinued. Items other than established posts are maintained at the level of the corresponding 1950 appropriations, except in the case of travel on official business, for which an increase of \$6 250 is budgeted.

111. Thus, of the 192 posts in the 1950 budget, one has been discontinued, and twenty-five new posts added, these being distributed as follows:

(i) Office of the Assistant Secretary-General: 1 (secretarial and clerical).

(ii) Population Division: two (one officer; one junior officer).

(iii) Division of Narcotic Drugs: eight (three intermediate officers; one junior officer; one professional assistant; three secretarial and clerical).

(iv) Division of Social Welfare:

(a) Office of the Director: two (one principal officer; one officer);

(b) Planning, organization and administration for social welfare: one (intermediate officer);

(c) Community, family and child welfare: one (intermediate officer);

(d) Social conditions and development programmes: one (professional assistant);

(e) Housing and town and country planning: four (one intermediate officer; one junior officer; one professional assistant; one secretarial and clerical);

(f) Cartographic Unit: four (one senior officer; two junior officers; one secretarial and clerical);

(g) Secretarial pool: one (secretarial and clerical).

112. The Advisory Committee considers that, after more than four years of experience, regular Secretariat expenditures should reflect a large measure of stability. In reviewing the estimates for 1951, the Committee does not wish to suggest that a policy of stabilization should be so rigidly pursued as to preclude the possibility, where responsibilities have demonstrably increased and are not correspondingly offset by decreasing responsibilities for earlier projects, of effecting appropriate re-adjustments with a view to the most advantageous allocation of total available resources. The Committee is of the opinion, however, that in present circumstances, an increase in establishment of the order requested for the Department of Social Affairs cannot be fully justified.

113. In the case of the Division of Narcotic Drugs, some increase in staff appears warranted by additional work in connexion with the placing of new drugs under international control as provided for in the 1948 Protocol, and under the new arrangements for the "single convention" and for the setting up of an international

opium monopoly. Similarly, the necessity is recognized for the provision of a minimum staff for the Cartographic Unit, if it is the wish of the General Assembly to proceed with the organization of this activity on a permanent basis. The Committee is also prepared to concur in certain increases in other sections of the Division of Social Welfare, more particularly in connexion with activities relating to community, family and child welfare, and to programmes of social development. It is recommended, therefore, that the number of posts be reduced from 216 to a maximum of 209, and that the estimates be reduced accordingly by \$30 000.

114. As for other new posts for which budgetary provision is sought, the Committee suggests that in so far as the additional work to be assigned to the units concerned is deemed of sufficient urgency and importance, any staff increases required should be met by transfer of personnel or of posts from other units of the Department. The Committee is convinced that given organizational improvements, more flexible use of staff and an adequate system of priorities, the number of posts recommended will be sufficient to meet all demands.

115. In its examination of these estimates, the Committee observed that excessive fragmentation has occurred in the internal structure of this Department. Although the divisional organization does not seem open to serious criticism, there would appear to be within the Divisions, and notably within the Divisions of Human Rights and Social Welfare, too many small, specialized and largely autonomous sections. The functions and responsibilities ascribed to many of these sections seem, moreover, to be vaguely defined—indeed, in many instances, substantially identical functions are ascribed to two or more different units within the same Division. The effect is to suggest a certain overlapping of responsibilities, with the attendant risks of duplication of effort. It is recognized that, to some extent, this situation is unavoidable in view of the widespread nature of the Department's responsibilities. The Committee was informed that there is, in fact, no duplication of work, either within the Department of Social Affairs itself, or between that Department and other Departments of the Secretariat. Nevertheless, the Committee is not fully satisfied that personnel is being utilized in the most advantageous and economical manner possible, and believes that a measure of consolidation and streamlining of the Department's organic structure could conceivably lead to better organization of work with fewer posts.

116. Among other matters affecting the Department of Social Affairs which appear to merit careful review before the preparation of the 1952 estimates, attention is called to the following:

(i) The observations made in paragraph 101 above with respect to the size of the private offices of the Assistant Secretary-General and of several directors in the Department of Economic Affairs, apply with equal force to the Department of Social Affairs. There has been a noticeable improvement, however, in this connexion, as a result of a reorganization of the Division

of Human Rights and of those units which formerly comprised the Division of Social Activities;

(ii) The Committee reiterates its previous observation that, for the Department as a whole, requirements for personnel engaged in routine administrative matters appear excessive;

(iii) In the opinion of the Committee, the 1951 work programme of the Population Division seems much too ambitious and might well be reduced to more manageable proportions, through the establishment of priorities and the planning of the work on a longer-term basis, in which event the increased staff asked for could reasonably be dispensed with. This observation is also applicable, in some measure, to the activities of the other Divisions and, in particular, to those of the Division of Social Welfare;

(iv) It is observed that in the Divisions of Narcotic Drugs, Human Rights, and Social Welfare, staff is engaged in compiling digests and studies of laws and regulations on a variety of subjects and in performing other duties of a legal nature, which, in the opinion of the Committee, might be carried out with greater efficiency and economy by the Legal Department, to whom the responsibility properly belongs and whose legal experts could, if necessary, be detailed to the Department of Social Affairs (or elsewhere) for specific assignments;

(v) As regards the Division of Human Rights, the Committee would have expected a reduction in numbers and expenditure (beyond the one post to be discontinued), since there appears to be every indication that the pressure of work in the Secretariat will be appreciably less in 1951 than previously. It is doubted, therefore, that the fifty-five posts provided can be justified as a permanent establishment, and the Committee would urge that the Division's staffing requirements and organization be further reviewed in the light of developments during 1951.

(vi) There appears to be a danger of the work of various units of the Social Welfare Division overlapping with that of several of the specialized agencies. The Committee questions the desirability of the United Nations becoming heavily involved in studies and research projects which are more properly the responsibility of these agencies. It would seem to the Committee that social affairs offers a sufficiently broad field of useful action to make it possible and desirable for the United Nations to concentrate its necessarily limited resources on problems which do not fall within the purview of other international organizations.

117. The Committee considers that the provision requested for consultants is excessive in view of the adequate staff provided in the relevant substantive units and of the fact that, in many instances, the subject-matter of the proposed studies appears to be of a general rather than a highly specialized or technical character. It is therefore recommended that the estimate for consultants be reduced by \$7 300.

118. In the case of travel on official business, the Committee is not convinced that any increased provision

beyond the amount appropriated in 1950 for this purpose is necessary. It accordingly proposes that the estimate be reduced by \$7 000.

119. In accordance with the foregoing observations, it is recommended that the estimates, as submitted, be reduced by a total of \$44 300 and that an appropriation for section 11 be approved in the amount of \$1 550 000.

Section 12. Department for Trusteeship and Information from Non-Self-Governing Territories

Estimate submitted by the Secretary-General \$883 600
Estimate recommended by the Advisory Committee \$865 000

120. The provision for established posts in this Department in the budgets for 1949, 1950 and 1951 is shown in the following table:

		<i>Budget amounts</i> <i>(departmental total)</i>
1949: posts authorized	111	\$769 350
		(actual expense)
1950: posts authorized	111	\$833 100
1951: posts requested	117	\$883 600
1951: posts recommended by the Advisory Committee	114	\$865 000

121. For 1951, a net increase of six posts is requested. The establishment of six posts which were carried under temporary assistance during the year 1950 (against an authorized appropriation of \$9 900) is proposed, together with the provision of an additional post in the Petitions Section of the Division of Trusteeship. Abolition of one post in the Pacific Asia Section of the Division of Information from Non-Self-Governing Territories is proposed.

122. In its report on the budget estimates for 1950, the Committee suggested that the structures of the two Divisions which are based on differing principles of organization, the one functional and the other geographical, should be reviewed with the object of eliminating possible overlapping (A/934, paragraph 99).

123. Emphasis is laid, in the justification of the estimates, on the fact that the Territorial Research and Analysis Section must rely principally on specialists on specific territories whereas, in the Division of Information from Non-Self-Governing Territories, the Specialists Unit "is responsible for the analysis and classification of detailed information on problems of economic, social and educational conditions in Non-Self-Governing Territories".

124. Of the six additional posts, three are requested for the Territorial Research and Analysis Section and the Specialists Unit. The Committee remains of opinion that the two units should be merged, with consequent economy of staff.

125. It was represented to the Committee that a separation of functions, as between the two Divisions, necessarily derives from a decision of policy taken by the General Assembly, namely, that there should be a distinct and separate treatment of the matters covered respectively by Chapters XI and XII of the Charter of the United Nations. The Committee has, however, had regard to the following considerations:

(i) No unit in the Secretariat can be, or indeed was

intended to be, self-sufficient. This principle was clearly enunciated by the Preparatory Commission: "Because the organs have both distinctive and common functions, the staff or secretariat, which serves them at all times, should be so organized as to meet this situation. Every organ, therefore, has at its disposal the services of the whole of the Secretariat, and each Department of the Secretariat serves all the organs as required . . ." (*Report of the Preparatory Commission of the United Nations*, chapter VIII, section 2, C, paragraph 24);

(ii) A necessary segregation of Secretariat units was in no sense implicit in the decision taken in regard to Chapters XI and XII of the Charter;

(iii) While the employment of personnel familiar with the administration of specific territories may be desirable, advice regarding such territories, which—in so far as economic and social questions are concerned—form dependent parts of larger units, cannot be tendered in isolation; it must also be the concern of the Departments of Economic Affairs and Social Affairs;

(iv) The Charter itself provides, in Article 91, that the "Trusteeship Council shall, when appropriate, avail itself of the assistance of the Economic and Social Council and of the specialized agencies in regard to matters with which they are respectively concerned".

126. The Committee further observes that, as regards the Division of Information from Non-Self-Governing Territories, much of the work to which reference is made in the estimates properly falls within the competence of specialized agencies. Thus, the various resolutions adopted by the General Assembly at its fourth regular session which relate, in whole or in part, to educational studies or activities in the Non-Self-Governing Territories, look to a full collaboration on the part of the United Nations Educational, Scientific and Cultural Organization, and for these purposes increased provision has been made in the budget of the latter organization. Further, the completion of certain tasks by this Division should make some of the staff available for other work in the Department.

127. On the basis of the above considerations, the Committee has reached the conclusion that the addition of new posts is justified only in the case of the Division of Trusteeship (three posts). It therefore recommends a reduction of \$15 000 on the item for established posts, and of \$1 600 on the item for temporary assistance; adequate provision in respect of temporary assistance for the Geneva session of the Council is already made in section 20 of the budget estimates.

128. A saving of at least \$2 000 should be possible under chapter II (Travel on official business).

129. The Committee accordingly recommends that the proposed appropriation for section 12 be reduced by \$18 600 and approved at the figure of \$865 000.

Section 13. Department of Public Information

Estimate submitted by the Secretary-General \$2 804 000
Estimate recommended by the Advisory Committee \$2 726 000

130. The provision for established posts in this Department in the budgets for 1949, 1950 and 1951 is shown in the following table:

		<i>Budget amounts (departmental total)</i>
1949: posts authorized	311	\$2 628 946
		(actual expense)
1950: posts authorized	302	\$2 709 310
1951: posts requested	309	\$2 804 000
1951: posts recommended by the Advisory Committee	302	\$2 726 000

131. The estimate for this Department shows an increase of approximately \$95 000 over the appropriation for 1950, and of \$175 000 over 1949 expenditure. The increase is due in part to seven new secretarial and clerical posts which it is proposed to establish for 1951 at a net cost of approximately \$21 000, the balance of the increase being accounted for by increments and other costs of conversion to the proposed new salary scale. Increased provision is also made for temporary assistance and travel, while other expenditures, notably radio services, and motion picture supplies and services, are maintained at the 1950 level.

132. Although the increased provision requested for this Department is modest, the Committee would again call attention to the project estimates in the budget document for 1951, which indicate that the percentage of the budget attributable directly and indirectly to the public information programme remains about the same as in 1950 (12.8 per cent and 12.7 per cent respectively). However important the responsibilities of an information service may be, they must, by their nature, be held subordinate to the Organization's primary responsibilities in the political, economic and social fields. In these circumstances, the Committee can only reiterate the observations contained in paragraphs 105 and 106 of its second report of 1949 (A/934).

133. In the absence of further guidance from the General Assembly, the Committee's concern has been to secure that expenditure under section 13 is at least held to approved 1949-1950 levels, subject to such adjustments within the section as programme requirements may, from time to time, make necessary. The Committee does not consider itself called upon to pass judgment on the merits of the programme itself. It has, however, serious doubts whether certain activities of this Department may not, in many respects, be disproportionate to the results achieved.

134. Following the observations made in paragraphs 132 and 133 above, the Committee cannot concur in the request for the establishment of additional posts over and above those approved for 1950, and a reduction of \$21 000 in the estimate for established posts is recommended. To the extent that the requirements of certain sections for secretarial and clerical personnel may have increased, they should be met by compensatory adjustments in other sections, or on a temporary assistance basis. For this purpose, an increase of \$12 000 in the provision requested for temporary assistance is proposed.

135. The provision made under chapter II of section 13 for radio services (\$379 740) and for motion picture

supplies and services (\$248 400), while maintained at the cash provision of the 1949 appropriation, would appear now to offer scope for economy. It is therefore recommended that these items, together with the item for photographic supplies and services (\$46 000), be scaled down by \$63 000. The Committee is satisfied that this reduction need in no way impair the useful and effective operation of these services.

136. The Committee does not consider that the increase requested for travel on official business has been sufficiently justified, and recommends that this be reduced by \$6 000.

137. The printing costs of Department of Public Information publications are set out in section 26 of the budget estimates (see paragraphs 266 to 275 below). The Committee calls attention to the fact that, apart altogether from the cost of preparation, the estimate for the publications of this Department in 1951 amounts to \$327 000 against an anticipated yield of only \$45 000 in sales revenue.

138. The effect of the above proposals would be to reduce the estimates for the Department of Public Information by a total of \$78 000. The Committee therefore recommends approval of an appropriation for section 13 in the amount of \$2 726 000.

Section 14. Legal Affairs

Estimate submitted by the Secretary-General	\$431 800
Estimate recommended by the Advisory Committee	\$430 000

139. The provision for established posts in the Department of Legal Affairs in the budgets for 1949, 1950 and 1951 is shown in the following table:

		<i>Budget amounts (departmental total)</i>
1949: posts authorized	51	\$372 231
		(actual expense)
1950: posts authorized	52	\$403 840
1951: posts requested	52	\$431 800
1951: posts recommended by the Advisory Committee	52	\$430 000

By comparison with 1950, the increase in the total estimate amounts to approximately \$28 000, and comprises increases of \$25 000 in respect of established posts, \$1 000 on overtime and \$1 800 on travel on official business.

140. The Committee was informed that the number of established posts, which remains unaltered from 1950, represents a stable level of staffing, and that, unless unforeseeable circumstances arise, no increase in establishment is anticipated for future years.

141. The publications programme of the Department, to which further reference is made in paragraphs 269 and 271 below, includes, as a new project, the publication of a United Nations juridical yearbook, containing material not otherwise published or easily available on actions taken by United Nations organs in the development of international law and in other relevant fields. While the Committee offers no comment on the substance of the project, which has been recommended by the President of the International Law Commission as

a means of developing international law, it believes nevertheless that in the initial stages the yearbook might appropriately be published in mimeographed form. The Secretary-General has concurred in this suggestion, and proposes that the printing of the yearbook be deferred until such time as its usefulness is fully established.

142. The Committee recommends that the publications of the Legal Department should be the subject of careful review during the year 1951, with particular reference to the marked discrepancy between costs and revenue, which are estimated for 1951 at \$116 770 and \$9 500 respectively. In its observations, in paragraphs 329 to 332 below, on the registration and publication of treaties and agreements, the Committee has further recommended, as a means of reducing the heavy expenditure on this programme, that a close scrutiny and revision of the free distribution lists be undertaken.

143. As regards the *Reports of International Arbitral Awards*, the Committee was informed that the relevant work of editing and preparing for publication has been transferred from the Registry of the International Court of Justice to the Division for the Development and Codification of International Law. The Committee suggests, however, that at a suitable opportunity, and in the event of a diminution in the number of cases before the Court, consideration should be given to a re-allocation of the work, which is more appropriate to the Registry of the International Court and can more easily be absorbed by the staff of the latter office.

144. In paragraphs 101 and 116 above, the Committee has drawn attention to the fact that certain legal work is listed in the projects proposed to be undertaken by the Departments of Economic Affairs, and of Social Affairs. It considers that this work can be absorbed by the Legal Department without addition to the number of posts already provided.

145. The Committee is not convinced of the necessity for an increase in the estimate for travel on official business, and the provision should therefore be reduced by \$1 800 to the level of the 1950 appropriation.

146. Accordingly, the Committee recommends that the total estimate be reduced by \$1 800, and that an appropriation of \$430 000 be approved for section 14.

Section 15. Conference and General Services

Estimate submitted by the Secretary-General	\$7 156 200
Estimate recommended by the Advisory Committee	\$7 096 000

147. The provision for established posts in the Department of Conference and General Services in the budgets for 1949¹⁵ 1950 and 1951 is shown in the following table:

		Budget amounts (departmental total)
1949: posts authorized	1 527	\$8 103 818
		(actual expenditure)
1950: posts authorized	1 284	\$7 169 200
1951: posts requested	1 248	\$7 156 200
1951: posts recommended by the Advisory Committee	1 220	\$7 070 000

148. Estimated expenditure for this Department in 1951 thus shows a decrease of \$13 000 compared with the corresponding appropriation for 1950. The decrease is accounted for by the abolition of thirty-six posts, the savings so accomplished having been partially offset by the additional costs of within-grade increments and of conversion to the new salary scheme. There is a saving of \$16 000 on consultants and increases of \$39 000 in the provision for temporary assistance, and of \$15 000 in that for overtime and night differential. The estimate for travel on official business is maintained at the 1950 level.

149. The Committee has taken note of the progress that has been made during the past year in further streamlining the organic structure of the Department, and also of the fact that it has been possible to present for the first time budget estimates which do not call for costly increases in staff and facilities. *Prima facie*, the re-grouping of functions and staff, both in the Bureau of Documents and the Bureau of General Services, and the relocation of the residual functions of the Conference Division, appear to be well conceived and likely to promote increasing efficiency and economy of operation. The Committee assumes that the possibility will not be overlooked of effecting such additional improvements as experience may show to be desirable. It trusts, however, that further large-scale reorganizations will not be necessary and that a reasonable degree of stability in organic structure has now been achieved in the Department.

150. In view of the special situation created by the move of the Secretariat to the permanent Headquarters and the need, pending completion of the buildings and facilities in Manhattan, for the functions and responsibilities of the Buildings Management Service to be integrated administratively with those of the Headquarters Planning Office, the Advisory Committee has concurred in the transfer of the Service, as from 1 May 1950, from the Department of Conference and General Services to that of Administrative and Financial Services. The Committee believes that present arrangements should be regarded as essentially provisional and that, in the meantime, the division of functions and responsibilities between the two Departments should be kept under close review.

151. The Committee has paid special attention to the results achieved since the middle of 1949 in respect of the output of the translators and the reduction in the arrears of translation (commonly described as the "backlog"). It has also taken note of various measures adopted with a view to economy in the reproduction and distribution of documents, following the recommendations made in paragraphs 30 to 35 of the Committee's second report of 1949 (A/934). The savings envisaged by the Committee through greater flexibility in the employment of language personnel and the ra-

¹⁵ The figures for 1949 include posts and costs related to the Buildings Management Service and Missions Administrative Staff which are now shown in section 16 of the budget estimates (Administrative and Financial Services).

tionalization of document services are in course of achievement.

152. The Committee notes in particular that, on the basis of results already achieved in the first five months of 1950 and the methods now being tested, an increase of 30 per cent in output per translator is expected to be reached by 1951—a figure which the Advisory Committee has previously recommended as a more reasonable measure for budgetary purposes. In spite of higher output, however, a steady increase in the current translation workload and difficulty in recruiting competent staff have prevented the backlog of official records from being overtaken as rapidly as was hoped.

153. On the basis of figures supplied to the Committee, it would seem that the problem of the translation backlog will remain an acute one for some years to come. The Committee suggests that greater use might be made of the language staff attached to the Military Staff Committee. The Advisory Committee fails to understand why so little of the backlog material has been dealt with in this manner during the past year, and trusts that the necessary steps will be taken to ensure that all available language staff is fully utilized.

154. The Committee also offers the following observations concerning other aspects of the language and documents services:

(i) Doubts are entertained as to the continuing need for an establishment of eight posts in the Terminology Unit. Accordingly, it is suggested that the functions and staffing requirements of this unit be re-examined during 1951;

(ii) The apparently large increase of 157 posts in the strength of the Documents Control Division is wholly accounted for by transfers from other parts of the Bureau. Twenty-six editors and editorial assistants are transferred from Language Services to form a central Editorial Control Section; 126 typists and supervisors are similarly transferred from other divisions to form a Consolidated Typing Pool (thus permitting a reduction in staff and a greater degree of flexibility in its utilization); in addition to which one payroll clerk, one administrative officer and one secretary have also been assigned from the Language Services, together with a post of secretary to the Publications Board and one post of statistical clerk, from the Office of the Bureau Director;

(iii) In the Publishing Division, provision is made for an additional two posts in the Cartographic Unit as a consequence of a 20 per cent increase in the cartographic work requested by commissions and substantive Departments. The Committee formed an impression, from the evidence submitted, that the requests for these services were not under adequate control. The Committee was assured that the work of this unit in no way duplicated that which might be undertaken by the Department of Social Affairs. The latter would be concerned with the science of cartography as such, as distinct from the strictly technical service functions of the former Department;

(iv) The Committee observes that fascicule printing is now being employed for the records of the Economic and Social Council and is to be progressively extended to the official records of other organs. Following its earlier recommendations, the Committee hopes that the policy of monolingual printing will also be similarly extended, and that the measures already initiated for rationalizing the distribution of documents will be vigorously pursued.

155. In the Bureau of General Services, thirty-five posts approved for 1950 have been or will be discontinued. A saving of eight posts was effected as a direct result of the merger of the Purchase and Transportation Divisions; the balance of the savings consists largely of the abolition of a number of chauffeurs' posts which will not be required after the move to the permanent Headquarters. Requirements of the Communications and Records Division, on the other hand, are increased by twenty-six posts as follows: one in the Correspondence Unit, three in Archives, six in the Registry and sixteen in the Communications Service. The Office of the Director is reduced by three posts, while the Telecommunications Division remains the same, leaving a net reduction of twelve posts for the Bureau as a whole, compared with the total number of posts (excluding manual workers) approved for 1950.

156. In the case of the Archives Section, the Committee is not convinced that any increase in staff is necessary beyond the twenty presently provided. An increase of approximately 700 per cent since 1949 in the volume of records in custody would seem to indicate a serious lack of selective judgment as to the kind of material suitable for archival preservation, and would seem to point to the necessity for a thorough and extensive weeding out of obsolete materials. The Committee would view with grave concern any increased demands involving storage facilities and costs. Since it should be possible to undertake the necessary disposal programme within the limits of existing staff, the Committee is unable to support the request for three additional posts, and recommends that the estimate be reduced on this account by \$11 500.

157. As regards the Communications Service, the Committee is not fully persuaded of the need for sixteen junior clerks (at a net cost of approximately \$38 500) to staff the sixteen message centres proposed to be established in the new Secretariat building. It is observed that those clerks would be responsible for the collection and dispatch of mail and assignment of special messengers as requested for all offices and floors serviced by the respective centres, but that no increase (or reduction) in messenger posts is contemplated. Though it questions the need for these additional posts, the Committee does not recommend that the budgetary provision should be entirely eliminated, pending further review of the proposed arrangements in the light of actual experience of the functioning of these services in the new building. It is noted, however, that the provision for temporary assistance is increased by \$39 000 over the 1950 level, in order to meet possible additional

requirements at the permanent Headquarters which cannot at present be foreseen with enough certainty to justify requests for additional established posts. It is therefore recommended that the provision for the sixteen posts of junior clerks be included under temporary assistance. A figure of \$140 000, or an increase of \$20 000 on the estimate submitted, should be sufficient to cover all requirements under this head.

158. The Committee was informed that the United Nations transportation fleet proposed for 1951 would comprise the following vehicles: passenger cars, thirteen (1950: twenty-five); trucks, four (1950: nine); motorcycle, one (1950: one). For the operation of the 1951 fleet, it is estimated that thirty-nine chauffeurs (inclusive of five dispatchers) would be needed, twenty-four of whom would be assigned (on a three-shift basis) to the ten passenger cars used for the official business of the Organization. In the Committee's opinion, the United Nations fleet should be reduced to a minimum and certain existing practices, such as the daily transportation of certain officials from their homes to the Headquarters, should be reviewed following the installation of the Secretariat in the new building. The Committee suggests that eight passenger cars should be sufficient for essential purposes, involving a reduction in the number of chauffeurs from thirty-nine to thirty-five, at a net saving of approximately \$15 200.

159. It is further recommended that provision for overtime and night differential should be held to the level of the 1950 appropriation and that the amount requested should be reduced accordingly by \$15 000.

160. The effect of the Committee's proposals is to reduce the total estimates for Conference and General Services by \$60 200, and it recommends an appropriation for section 15 of \$7 096 000.

Section 16. Administrative and Financial Services

Estimate submitted by the Secretary-General	\$2 976 100
Estimate recommended by the Advisory Committee	\$2 920 000

161. The provision for established posts (excluding manual workers) in this Department in the budgets for 1949, 1950 and 1951 is shown in the following table:

		<i>Budget amounts (departmental total)</i>
1949: posts authorized	370 ¹⁶	\$1 480 794 ¹⁷
1950: posts authorized	387	\$2 751 240
1951: posts requested	416	\$2 976 100
1951: posts recommended	413	\$2 920 000

162. The increase of approximately \$224 000 over the 1950 appropriation is attributable, for the most part, to the anticipated expansion in operations of the Buildings Management Service at the permanent Headquarters. For that Service, forty-two new posts are

¹⁶ Excludes the Maintenance and Engineering Division and fifteen posts transferred in 1950 from Conference and General Services to the Field Service.

¹⁷ Excludes all expenditures incurred by the Field Service and the Buildings Management Service which, in 1949, were included under section 15.

requested (twenty-five guards, ten fire-guards and seven administrative and technical personnel). Although it is proposed to perform as many maintenance and custodial tasks as possible by contractual labour in 1951, the estimates assume that provision will, nevertheless, need to be made for about the same number of manual workers as in 1950. Since it is considered impossible to forecast the exact requirement for the building management staff upon the occupancy of the permanent Headquarters, it is proposed to engage additional personnel, as necessary, on a temporary assistance basis, rather than to provide at this time for the establishment of additional permanent posts. The estimate for temporary assistance for the Buildings Management Service shows an increase of \$61 000 over the amount appropriated in 1950, in order to provide for heavier leave replacements and for the employment, to the extent found necessary, of an additional twenty-six guards and five manual workers for a period of eight months.

163. These increases are in part offset by proposed reductions in the Bureau of Personnel (nine posts) and the Bureau of Finance (six posts), in anticipation of the simplification of the salary system and related procedures. Provision is made for a post of Executive Secretary to the Administrative Tribunal, while except in the estimates for consultants and for travel on official business, which show increases of approximately \$8 000 to \$10 000 respectively, other departmental expenses are maintained at their 1950 level.

164. As regards the organic structure of the Department of Administrative and Financial Services, the Committee notes that certain steps have been taken to reduce the number of units, particularly within the Bureau of Personnel. In view, however, of the added functions which the Department has recently assumed, and in the light of the Committee's comments in paragraph 150 regarding the transfer of the Buildings Management Service, it is recommended that further consideration should be given to the possibility of effecting greater integration between the eleven separate units (two bureaux, four services, four committee secretariats and the office of the Assistant Secretary-General) among which the Department's functions are presently distributed.

165. With respect to services other than Buildings Management, the Committee offers the following comments:

(i) Though, on the evidence given, the Committee is generally satisfied of the adequacy of present financial controls and believes that there has been an improvement in accounting and personnel procedures, it is confident that, without impairing these controls, such procedures could be further simplified with resulting economies;

(ii) Of the sixty-seven posts for which provision is made in the Bureau of Personnel, no less than thirteen (at a gross cost of \$70 000) are exclusively concerned with staff welfare activities including the organization of recreational activities for staff members, staff counselling, production of a bi-weekly staff journal, liaison

with educational institutions in the Headquarters area, housing assistance, and secretarial assistance to the Staff Committee. The Advisory Committee considers that this expenditure, together with the additional direct and indirect costs included in section 17 and the costs of the expanded Medical Service, is being provided for on an unnecessarily generous scale and should be critically reviewed before 1952;

(iii) The Committee observes that a change has been made in the functions and responsibilities of the Inspection Service, which now appears to be primarily concerned with internal audit functions and the review of administrative procedures, as distinct from specific problems relating to questions of administrative control, organization, operating effectiveness and personnel utilization. It is understood that these latter "administrative management" responsibilities are to be transferred to the Bureau of Finance, from whose policy and control responsibilities they have become difficult in practice to distinguish. In these circumstances, the staffing requirements of the Inspection Service should reflect an appropriate adjustment. The Committee therefore recommends a reduction of at least one professional post in the proposed establishment of this Service with a consequent reduction of the estimate by \$6 720, and suggests the further review of this staff during 1951;

(iv) The Committee doubts whether the post of Executive Secretary to the Administrative Tribunal will be necessary on a full-time basis. In such circumstances, consideration should be given to the question whether the duties of the post might not be performed by a member of the Legal Department. It suggests therefore that this question be resolved in the light of experience of the working of the Tribunal, and that, meanwhile, the estimate be provisionally approved.

166. As regards the Buildings Management Service, the Committee recognizes that some increased provision is justified by reason of the fact that the total space to be serviced at the permanent Headquarters will be more than twice the space at Lake Success, in addition to which it is to be expected that public attendance will be considerably larger. The provision requested, however, appears to be in excess of reasonable needs, in consequence of which it is recommended that the estimate for temporary assistance be reduced by \$26 270 to a total for section 16 of \$120 000, the bulk of this reduction to be applied to the Buildings Management Service. The number of secretarial and clerical posts for which provision is made in this Service's establishment likewise appears to be excessive. It is therefore urged that the utilization of such personnel be carefully examined and that, meanwhile, the establishment to be authorized for 1951 be reduced by at least two secretarial or clerical posts, with a view to producing savings on salaries and wages of not less than \$5 000.

167. The Committee sees no adequate justification for the full increase asked for consultants, and recommends that the estimates for this item be reduced by \$5 720 to a total of \$40 000. The estimate for overtime and night differential, though less than the 1950 appropriation, should be capable of a further small re-

duction, particularly if present rules are modified to enable overtime to be liquidated to a greater extent by compensatory leave. It is recommended that this estimate be reduced by \$6 750 to a total of \$75 000. Finally, the Committee is not convinced that an increase to the extent requested is essential for travel on official business. Reductions should be possible in the provision made for the Bureau of Personnel, the Field Service and the Inspection Service. Accordingly, it is recommended that the estimate for this item be reduced by \$5 640 to a total of \$29 500.

168. The effect of the above proposals would be to effect savings totalling \$56 100 in the provision required for Administrative and Financial Services. The Committee recommends that an appropriation of \$2 920 000 be approved for section 16.

Section 17. Common staff costs

Estimate submitted by the Secretary-General	\$4 345 100
Estimate recommended by the Advisory Committee	\$4 164 100
1949 (actual expense)	\$5 836 653 ¹⁸
1950 (approved estimate)	\$4 734 440

169. The 1951 estimate for this section shows a decrease of approximately \$390 000 on the 1950 appropriation. The principal differences are indicated in the following table:

	Decrease \$	Increase \$
Repatriation grants (expatriation allowance)	450 000	
Installation payments	38 000	
Travel on home leave.....	233 000	
Termination payments		25 000
Contributions to the Staff Pension Fund		235 000
Children's allowances and education grants		65 000
Medical and group life insurance.....		28 500

170. The great bulk of the expenditure for common staff costs is of an automatic character. No less than \$3 158 000 of Headquarters expenditure is provided in respect of staff benefit costs, including approximately \$2 000 000 to cover contributions made by the Organization to the Staff Pension Fund at the rate of 14 per cent of base salaries.

171. Under the proposed new salary and allowance scheme, repatriation grants will be substituted for the system hitherto in force of paying expatriation allowances to eligible staff members. The provision requested (\$24 380) accordingly covers estimated payments to staff members whose contracts are terminated during the year 1951 and who will therefore not have served the minimum of two years required to qualify for a repatriation grant under the new scheme. Thus, no appreciable part of the costs under the proposed new system falls to be borne on the 1951 budget. The reduction of \$450 000 in the 1950 appropriation for expatriation allowances does not accurately reflect the comparative

¹⁸ This figure included \$1 169 522 for reimbursement of income taxation in respect of salaries and allowances received from the United Nations during the years 1946-1949.

costs of the two systems, since progressively larger provision for repatriation grants will be required during 1953 and subsequent years.

172. The provision of \$205 000 for termination payments includes a sum of \$160 000 to cover the cost of annual leave which, though earned, may still remain to be taken by a staff member upon separation. The Committee notes in this connexion that the Secretary-General has now directed that, in conformity with the relevant proposal of the Committee of Experts, the total of annual leave that may be accumulated shall not exceed sixty days, and that such accumulated arrears shall be reduced to the new level by 1 March 1952. The Advisory Committee was further informed that every effort is being made, in the interest both of the Organization and of the staff member, to ensure that, subject to the exigencies of the service, leave is normally taken during the year of accrual.

173. In these circumstances, the provision of \$160 000 for commutation of annual leave, which is based on an estimate of 400 staff members at an average cost of \$400, appears to the Committee to be unnecessarily high, and a reduction of \$20 000 is recommended.

174. The estimate of \$417 600 for rental allowances, which represents an increase of over \$12 000 compared with the 1950 appropriation, covers the following payments to staff members¹⁹ recruited outside the Headquarters area:

(a) *Rental subsidy*: 25 per cent of the rent paid by eligible staff members residing in United Nations housing projects at Great Neck Plaza and Parkway Village;

(b) *Rental allowance*: payable, on a scale graduated according to salary level and status, to eligible staff members other than those residing in United Nations housing projects.

175. The Committee of Experts has recommended (A/C.5/331, paragraph 112) that the above rental subsidy and allowances be abolished not later than 1 January 1952, and the Secretary-General has signified his concurrence in this recommendation.

176. Apart altogether from the recommendation of the Committee of Experts, it is reasonable to assume that the rental subsidy and allowance would have been discontinued during 1950 or 1951. In its reports on the estimates for 1949 and 1950, the Advisory Committee urged that these benefits should be reviewed in the light of changing circumstances. The payments in question were authorized in 1946, on a purely temporary basis, on the ground that rental charges constituted in many cases an unduly high proportion of salaries. During the intervening years, however, the rise in the level of salaries through increments and promotions has reduced the ratio of rental to income and has in large part removed the justification for these payments.

¹⁹ Staff members (other than those receiving a representation allowance) whose home, at the time of appointment, is beyond a reasonable commuting distance from the place of duty.

177. While the Committee notes that provision for the allowances is proposed on the ground that "the cost of housing facilities presently available to those [eligible] staff members is on an average 25 per cent higher than for persons established in the area", it suggests that regard should also be had to the pertinent observation contained in the report of the Committee of Experts, namely:

"It seems highly doubtful, moreover, whether many of those who are receiving rental assistance are, in fact, any more disadvantageously placed, in the matter of housing costs, than many among the large majority who, by virtue of having resided in the New York area, are ineligible for such assistance" (A/C.5/331, paragraph 112).

178. For the above reasons, the Advisory Committee recommends that an amount not exceeding \$300 000 be appropriated for 1951 in respect of rental allowances. While leaving detailed application to the discretion of the Secretary-General, the Committee would suggest that, with a view to obviating any possible hardship, the amount of the payments should be gradually reduced, and the allowances finally extinguished not later than 1 January 1952.

179. As regards the estimate of \$10 000 for *ex gratia* payments, the Advisory Committee believes that a sum of \$6 000, which is approximately the level of actual expenditure in 1949, should prove sufficient.

180. On the basis of the recommendations made by the Committee for a reduction of new posts in sections 6-16, a direct saving of \$17 600 would result in chapter I, apart from other consequential savings to an amount of \$21 800 in chapter II of this section.

181. Accordingly, the Committee recommends that the estimates as submitted be reduced by a total of \$181 000 and that an appropriation for section 17 be approved in the amount of \$4 164 100.

Section 18. Common services

Estimate submitted by the Secretary-General	\$2 887 500
Estimate recommended by the Advisory Committee	\$2 810 000
1949 (actual expense).....	\$2 288 290
1950 (approved estimate).....	\$2 262 750

182. The estimate submitted for common services shows an increase of approximately \$625 000 over 1950, and of \$600 000 over actual expenditure in 1949. It is based on the assumption that the Secretariat will be in occupation of the permanent Headquarters in Manhattan during the whole of 1951, and does not include expenditures which will arise during that year as a result of the move and which are separately budgeted for in section 18a. As the permanent Headquarters will be considerably larger, expenses for maintenance purposes will necessarily be heavier. Thus, supplies and contractual services for maintenance of premises, together with utilities, are estimated at \$1 383 000—an increase of \$921 000 over the corresponding 1950 appropriation. In view of the fact that the Council area

will not be completed before July 1951 and the General Assembly area until the following year, increased expenditure on maintenance, and particularly on utilities, will doubtless be required in 1952.

183. The Advisory Committee is unable to comment on the estimates contained in chapter II of this section (Rental and maintenance of premises) since, at this stage, they are necessarily of a somewhat speculative character. It notes the intention to have night cleaning work, window cleaning and the operation and maintenance of elevators handled on a contractual basis, at an estimated cost of \$788 860. While concurring in principle that this work should be put out to contract, the Committee is not at the present time in a position to comment on the proposed provision.

184. The Committee therefore recommends that the total estimate for chapter II be accepted provisionally and subject to further scrutiny by the Secretary-General and by the Advisory Committee when actual requirements can be more accurately gauged.

185. As regards items under chapter I, the Committee must express its serious concern at the mounting cost of telephone services. While to some extent this expenditure is in the nature of a fixed charge and the higher estimate submitted is partially due to an 8 per cent rate increase, stricter controls should make it possible to effect economy. Accordingly, it is recommended that the estimate as submitted be reduced by \$15 000 to \$185 000 representing an 8 per cent increase on expenditure actually incurred in 1949.

186. The estimate of \$101 403 for cable, telegraph, wireless and long-distance telephone, though below the figure approved for 1950, is still \$20 000 in excess of 1949 expenditure, the increase being accounted for, in large part, by the Department of Public Information. In the circumstances, the Committee considers that a reduction of \$10 000 would be warranted.

187. Estimates for postal services and air freight (\$180 000 and \$70 500 respectively) have been based largely on 1949 expenditures, and exceed 1950 appropriations by a total of \$35 000. The Committee is not satisfied that the increase requested over 1950 is fully justified, and believes that requirements could, without undue difficulty, be reduced. Again it is observed that the Department of Public Information is by far the largest user of these services, accounting for 64 per cent of the total estimated expenditure on postal services and 78 per cent of that on air freight. It is recommended that the provision for postal services be reduced by \$10 000, and that for air freight by \$6 500.

188. As regards chapter III (Stationery and supplies) the Committee was informed that the substantial savings envisaged on account of devaluation of currencies will not be realized in 1950. In consequence, 1950 expenditure on internal reproduction supplies is expected to exceed the approved estimate of \$234 000 and to approximate the 1949 expenditure figure of \$290 000. Requirements for 1951 are estimated at \$260 000. The Committee considers however that, given the full results of present efforts to rationalize distribu-

tion and a tighter control over publications, including those internally reproduced, somewhat larger savings than those anticipated should ensue. Accordingly, it is felt that the estimate for chapter III as a whole (\$390 000) can safely be reduced by \$20 000.

189. Under chapter IV, the only item showing an increase over the amount approved for 1950 is that for operation and maintenance of telecommunications equipment, for which \$325 000 is requested, as against \$297 000 provided in 1950. This requirement covers the cost of contractual services as follows:

(i) \$140 000 for the operation and maintenance of radio and recording studios and related broadcast equipment for the Department of Public Information;

(ii) \$70 000 for the operation and maintenance of simultaneous interpretation facilities;

(iii) \$115 000 for the operation and maintenance of recording rooms and master control units.

The larger provision requested is stated to be due to an anticipated increase, following occupancy of the permanent Headquarters, in the number of studios and of meetings which will require operation at the same time. In view of the present schedule for completion of the Headquarters, more particularly of the Council and Assembly buildings and facilities, and in view of the necessity for restricting the 1951 Headquarters conferences programme, the Committee doubts that the whole of the additional provision will in fact be needed. In the circumstances, it proposes a reduction of \$10 000 in this item.

190. Consistent with the proposal in paragraph 158 above to reduce the 1951 transportation fleet by a further two cars, a reduction of \$4 000 should also be possible in the provision for operation and maintenance of transportation equipment.

191. Finally, under chapter V, it is recommended that the estimates for miscellaneous supplies and services, and for periodicals and newspapers be reduced by \$500 and \$1 500 respectively, to bring them down to the level of 1950 authorizations.

192. The net effect of the foregoing proposals is to reduce the estimates for common services by a total of \$77 500. Subject to the reservation expressed in paragraphs 183 and 184 above, it is recommended that an appropriation be approved for section 18 in the amount of \$2 810 000.

Section 18a. Transfer to the permanent Headquarters

Estimate submitted by the Secretary-General \$537 300
Estimate provisionally recommended by the

Advisory Committee \$200 000

193. It is explained in the budget document that this is a special section, established for the year 1951 only, for the purpose of covering non-recurrent expenses (other than for additions to permanent equipment) related to the move from the interim Headquarters at Lake Success to the permanent Headquarters in

Manhattan. The estimate as submitted by the Secretary-General comprises three main elements:

(a) Certain costs incidental to the move itself, including the cost of dismantling, and, where necessary, reconditioning furniture, fixtures and equipment and the installation of these items at the permanent Headquarters;

(b) Rental and maintenance expenses of the Lake Success premises to 30 June 1951, including expenses for the services and utilities provided for in the tenancy agreement;

(c) Alterations to and maintenance of the Flushing building, including provision for the temporary installation of additional telecommunications equipment.

194. In view of the decision that has since been taken to move a substantial proportion of the Secretariat during August or September 1950, certain of the expenditure for which provision is made in the 1951 estimates will presumably be incurred during 1950. In accordance with the financial regulations, such expenses will require to be met either out of savings or by supplementary appropriations voted by the General Assembly at its fifth session. Furthermore, it seems probable that expenditure on rental and maintenance of the Lake Success premises from 1 January to 30 June 1951 will not in fact be incurred. In these circumstances, the Committee believes that an amount of \$200 000 for section 18a should prove sufficient.

195. It is therefore recommended that this figure be accepted provisionally, pending further review by the Advisory Committee in the course of the fifth session of the General Assembly.

Section 19. Permanent equipment

Estimate submitted by the Secretary-General	\$1 173 600
Estimate recommended by the Advisory Committee	\$1 100 000
1949 (actual expense)	\$ 463 045
1950 (approved estimate)	\$ 199 320

196. The 1951 estimate for this section is not strictly comparable with the appropriation for 1950 or with the 1949 expenditure, since it consists, for the most part, of non-recurring expenditures arising either directly or indirectly as a result of the transfer of the Secretariat from Lake Success to the permanent Headquarters. Provision is made, for example, for an amount of \$500 000 to cover the cost of structural alterations which have to be made to the present Manhattan office in order to convert it to Library use. The estimate also includes a total of \$457 000 for replacement of a portion of the present office furniture, internal reproduction equipment and library equipment, and an amount of \$65 000 for special equipment required in connexion with the operation and maintenance of the new building. Attention is called to the fact that revenue amounting to \$245 000 is anticipated from the sale of replaced furniture, fixtures and office equipment and of surplus miscellaneous equipment such as partitioning. The net budgetary provision proposed for section 19 is therefore \$928 600.

197. The Committee was informed that the cost of alterations to the present Manhattan Office building, to make it suitable for Library purposes, is estimated as follows:

	\$
(i) Change in main building entrance.....	50 000
(ii) Elimination of existing ramp.....	} 75 000
(iii) New floor slab in present entrance lobby and ramp area	
(iv) Reinforcement of first basement floor to take added book-stack load	20 000
(v) Extension of one elevator to second basement	30 000
(vi) Installation of new fire-stand pipe system.....	10 000
(vii) Installation of a sprinkler system in the basement area, since there will be no outside entrance	8 000
(viii) Alteration of existing partitions for Library occupancy	72 000
(ix) Changes in heating, air conditioning and electrical equipment as required for Library.....	90 000
(x) Library conveyor	30 000
(xi) Pneumatic tubes	13 000
(xii) Miscellaneous items including painting, decorating and special interiors	49 000
(xiii) Contingency item	50 000

198. The Committee was not put in a position to comment in detail on these proposed expenditures, much of which, it understands, will be incurred prior to 1951 and will therefore have to be met either from savings or from supplementary appropriations for 1950. In these circumstances, an appropriate deduction will need to be made from the 1951 estimates. Although the \$603 000 provided for Library purposes in section 19 is largely of a non-recurring nature, the Committee is, nevertheless, apprehensive lest increased space and facilities to be made available in the permanent Headquarters lead to new and additional demands for staff, equipment and book purchases.

199. Other estimated expenditures for permanent equipment (excluding the \$500 000 provided for improvements to premises) account for a total of \$673 600, or \$428 600 on a net basis if allowance is made for estimated revenue. The main provision made relates to the proposed large-scale replacement programme in respect of (a) office furniture and fixtures throughout the Secretariat and meeting-hall area; (b) internal reproduction equipment, typewriters and certain other office equipment; and (c) Library equipment, mainly shelving. It is intended that this programme, a detailed analysis of which has been furnished to the Committee, should be spread over a two-year period as follows:

	Total pro- gramme \$	To be purchased in 1951 \$	To be purchased in 1952 \$
Furniture and fixtures			
(i) Secretariat	397 000	250 000	147 000
(ii) Meeting-hall area..	82 000	40 000	42 000
(iii) Miscellaneous	75 000	12 000	63 000
TOTAL	554 000	302 000	252 000
Office equipment	120 000	90 000	30 000
Library equipment	103 000	65 000	38 000

200. The Committee agrees that much of the furniture and equipment presently in use is due for replacement, and that the approaching transfer of the Secretariat to its permanent Headquarters in

Manhattan offers a convenient opportunity for carrying out a replacement programme. Evidence was submitted to the effect that a recent survey of overseas markets to determine possibilities of placing purchase orders for furniture, equipment, miscellaneous supplies and other requirements of the new Headquarters has indicated that manufacturers in soft currency areas will be interested, but that unless reasonably large orders can be placed at one time, there is very little likelihood of securing the most favourable prices. The Committee agrees with the Secretary-General that the programme cannot be spread over a longer period than the two years proposed—an arrangement which, in other circumstances, would seem to have merit. In view, however, of other exceptional demands on the 1951 budget, it is recommended that the various replacement programmes be slightly revised, with a view to effecting a saving of approximately 10 per cent on estimated 1951 expenditures. In that event, the relevant budgetary provision could be reduced by a total of \$45 600.

201. It is further recommended that the estimate for Library books and maps be reduced by \$2 000 to the level of the 1950 appropriation, and that additional savings of \$26 000 be found within the provisions for photographic and motion picture equipment, miscellaneous equipment and improvement to premises.

202. These recommendations would make possible a reduction of \$73 600 in the estimates for permanent equipment. They are based on the assumption that no expenditure on permanent equipment for the new Headquarters will be incurred in 1950. To the extent that such expenditure may in fact be so incurred, it should be met from current savings or by supplemental appropriations, in which event the 1951 estimates should be correspondingly reduced. Subject to this reservation, the Committee recommends approval of an appropriation for section 19 in the amount of \$1 100 000.

PART IV. UNITED NATIONS OFFICE AT GENEVA

Section 20. United Nations Office at Geneva

Estimate submitted by the Secretary-General	\$4 376 600
Estimate recommended by the Advisory Committee	\$4 226 500

203. The estimate submitted for this section shows an increase of \$262 000 over the corresponding appropriation for 1950, and of \$283 000 over 1949 expenditure. An analysis of the 1951 figures, compared with those for 1950, indicates that the main increases and decreases have occurred with respect to the following items:

Increases

Additional salary costs resulting from assimilation to new salary scales, including cost-of-living provision	\$114 000
Within-grade increments	66 500
New posts and additional casual labour requirements	125 000

Temporary assistance (no provision in 1950 for the Economic and Social Council).....	124 000
Additional requirement for common services.....	22 000

Decreases

Reduction in established posts, Economic Commission for Europe	\$92 000
Net savings on common staff costs.....	26 000
Savings on permanent equipment.....	58 000
Additional deduction for staff turnover.....	29 000

204. It is observed that salary costs of general service personnel, i.e. staff occupying posts which would normally be subject to local recruitment or recruitment within the general area, are shown on the basis of new local salary scales, which have been developed in co-operation with the Geneva-based specialized agencies at the official level. It is explained in the budget text that the proposed new scales are some 10 per cent lower than those hitherto in force. The Committee was informed that the cost of all existing posts at the maxima of the new scales would be approximately \$110 000 (net) lower than the cost of the same posts at their present maxima. Resultant savings will tend to be offset, however, by the necessity of providing for non-residents' allowances for "semi-local" staff, as explained in the budget text.

205. The Committee was further informed that since, at the time of preparation of the estimates, adoption of these proposed scales by the agencies depended in some cases upon action by their governing bodies, the possibilities of further slight adjustments could not be excluded and that consequently all posts classified in the General Service category have been shown in the budget without being identified in terms of the actual scales themselves, but simply at the salary they would carry if the proposals were adopted without adjustment (that is, at the next incremental point on the proposed new scale above the existing salary). It may be of interest to observe, therefore, the manner in which the assignment of these posts, in terms of the proposed new salary levels, would be carried out.

Proposed net scale (10 annual increments) Swiss francs	General services	Informa- tion	Permanent Central Opium Commission Board for Europe	Economic Commission for Europe	Total
6 500 - 8 500.....	34	-	-	-	34
7 300 - 9 450.....	116	-	-	2	118
7 200 - 11 200.....	82	-	-	14	96
9 100 - 12 400.....	41	3	-	40	84
10 150 - 14 150.....	35	4	1	15	55
11 350 - 15 890.....	25	-	1	11	36
12 700 - 17 700.....	11	-	1	1	14
TOTALS	344	7	3	83	437

206. The Committee believes that the proposed scales of pay and allowances for local staff at Geneva have been the subject of close and careful study on the part of the various organizations concerned. It therefore has no reason to doubt that they are otherwise than well-conceived and calculated to secure a desirable measure of uniformity in standards and conditions of employment of local staff.

207. As regards salary rates for Geneva-based "international" staff, the Committee has reached the

view that, on the basis of costs, salaries and living standards in the Geneva area as compared with the New York area, and after due allowance for other relevant considerations, including general living conditions, there is sufficient justification for the application of a salary differential which it recommends should be fixed, pending further review, at minus 5 per cent. The Committee has taken special account, in reaching this conclusion, of the considerations set forth by the Committee of Experts in its report (A/C.5/331, paragraphs 49-58), including the consideration that the case for applying a differential as between branch offices and the headquarters office of an organization "is greatly reinforced where the former are of a permanent or reasonably permanent nature and a considerable number of the 'international staff' attached to them . . . may be expected to serve much or all of their career there". Acceptance of this recommendation would enable savings totalling approximately \$73 100 to be made in the estimate for established posts under section 20.

208. Apart from the activities of certain substantive units such as the Economic Commission for Europe and the Permanent Central Opium Board, the Geneva Office is a service establishment and, as such, is revenue-producing. Thus, for 1951, it is anticipated that Geneva expenditures will be offset to the extent of \$339 000 for services furnished to specialized agencies and delegations on a reimbursable basis. Of this amount, approximately \$189 000 will be in respect of services for which charges are assessed on a space basis, and \$150 000 for direct services, e.g., interpretation, translation, documentation, etc. The Committee was informed that the decrease in the latter figure, from the \$207 000 received in 1949 and the \$180 000 anticipated in 1950, is due in the main to the following factors: the sharp decline expected in the work undertaken on behalf of the International Refugee Organization; the lesser demand made on Geneva services by the Interim Commission of the International Trade Organization and by General Agreements on Tariffs and Trade; a drop of approximately 40 per cent in the cost of paper (involving lower reimbursement charges for reproduction of documents); and certain other adjustments in the scale of charges previously used for reimbursement purposes.

209. For convenience, the detailed estimates for section 20 are hereunder reviewed chapter by chapter.

Chapter I. General services

Estimate submitted by the Secretary-General . . . \$2 145 900
Estimate recommended by the Advisory Committee \$2 112 000

210. The provision for established posts in the budgets for 1949, 1950 and 1951 is shown in the following table:

		<i>Budget amounts (total for chapter)</i>
1949: posts authorized	393 ²⁰	\$1 831 330
		(actual expense)
1950: posts authorized	394	\$1 804 440
1951: posts requested	437	\$2 145 900
1951: posts recommended by the Advisory Committee	431	\$2 112 000

²⁰ Excluding manual workers except for five senior posts.

211. Compared with 1950, the estimates for Geneva general services provide for forty-three new posts at an approximate gross cost of \$105 000; an additional expenditure of \$20 000 for casual labour, \$124 000 for temporary assistance, and \$4 000 for official travel. A saving of \$7 500 is shown for overtime. Of the new posts, twenty-three are for the Building Management and Engineering Division, four for the Documents, Registry and Distribution Division, and one for the Publications and Sales Division. These additions, together with the extra provision requested for casual labour (part-time cleaners) are directly attributable to the considerable increase in office accommodation and servicing required by the World Health Organization. Since the cost of these staff increases will be reflected in the revenue derived from the services concerned, the Committee concurs in the appropriation of the additional funds required. Four of the remaining new posts relate to the proposed Joint Medical Service and involve an apparent increase of \$18 500 in the estimates. All but about \$1 000 of this increase, however, will also be recoverable under an arrangement whereby the total cost of the Service is to be shared with WHO and the International Labour Organisation.

212. Of the other eleven new posts, six are requested for the Languages and Stenographic Division, five of them (one reviser, one translator and three typists) for the Russian Section, the present staff of which is stated to be insufficient for coping with current work (mainly for ECE). An additional clerk is also requested to bring the number in the translation sections to two per section. While the Committee is prepared to endorse the request for four additional secretarial and clerical posts, it considers that an appropriate adjustment of staff within the existing complement of the Languages services should make it possible to meet current translation demands. Three extra posts are requested for the Library—two secretarial and one library assistant to carry on the documents reference service previously provided for the Press by the Information Centre. In the Committee's opinion, it should be possible to provide this latter service to the extent necessary within the presently approved establishment of the Information Centre or of the Library, and no net additional funds for this purpose can therefore be recommended. The Committee also considers that one new secretarial post should be sufficient for the Library's present and anticipated requirements. Finally, provision is requested for an increase in the establishment of the Advisory Social Welfare Unit by the addition of a junior officer and a secretary. The Committee believes that existing administrative and budgetary arrangements with respect to this unit (and the similar unit in Bangkok) should be further reviewed in the light of the over-all organization and prospective requirements of the new Technical Assistance Administration. Meanwhile, it is recommended that special provision not be made in section 20 for the two posts in question.

213. The effect of these recommendations would be to reduce the number of established posts proposed

for 1951 by six with resultant savings of approximately \$27 900, leaving an estimate of \$1 802 000 for established posts. This figure is subject to further adjustment on the basis of the recommended 5 per cent salary differential for international staff.

214. The 1951 estimate for temporary assistance includes three elements for which no corresponding provision was made in 1950: (a) \$8 000 to provide for guided tours of the *Palais des Nations* by visitors during the four summer months (a service which also produces revenue); (b) \$5 000 for non-recurring expenses arising out of the installation of WHO in the new premises; and (c) approximately \$95 000 for a session of the Economic and Social Council. This last expense is being met in 1950, in accordance with the decision of the General Assembly at its fourth session, by an advance from the Working Capital Fund, which will require to be reimbursed out of savings or by a supplementary appropriation to be voted by the General Assembly at its fifth session. Actual costs of temporary assistance employed for the ninth session of the Economic and Social Council (summer of 1949) amounted to approximately \$100 000 while in the case of the Trusteeship Council's sixth session (January-April 1950) approximately \$55 000 was spent on locally engaged temporary help. In view of the considerable expenditure by the Geneva Office on temporary assistance for servicing these bodies, the Committee has examined closely a detailed analysis of this expenditure and of the total workloads arising from the sessions. On the basis of these data, the provision asked for (\$145 000 for one session each of the two Councils) appears reasonable, having regard to the fact that a substantial portion of the extra workload is absorbed by the regular staff of the Geneva Office. The Committee considers, however, that a reduction of \$6 000 in the balance of the provision for temporary assistance would leave an adequate amount for all purposes.

215. Acceptance of the foregoing proposals would make possible reductions totalling \$33 900 in the estimates for this chapter. Consequently, the Committee recommends that, subject to further adjustment as a result of the proposed application of a 5 per cent salary differential, an appropriation be approved for chapter I in the amount of \$2 112 000.

216. In connexion with the conference services of the Geneva Office, the Committee would offer two general observations. First, it will be noted that in the presentation of the 1951 estimates, the use of meetings alone as a criterion of workload has been discontinued. The Committee agrees that such a criterion is, in itself, an artificial and undependable one, since the staff on duty in the conference rooms during meetings varies within wide limits, depending on the use of simultaneous or consecutive interpretation, on the need for verbatim or summary records, on the size of the conference, and on other cognate factors. The effects of a particular meeting or series of meetings on the workload of other staff (translators, stenographic and stencilling services, mimeograph, print-

ing, editorial and distribution services) are likewise subject to similarly wide fluctuations. Any assessment of the conference capacity provided by the 1951 estimates for the Geneva Office must, therefore, be regarded as tentative and to some extent theoretical.

217. Secondly, the Committee desires to express its concern at the unsatisfactory position with respect to the use of common services on the part of the Geneva Office of the United Nations and the various Geneva-based agencies. The existence in the same locality, and in many cases in the same building, of several separate and independent services concerned with such matters as travel and transportation, procurement, translation, printing, sales, disbursement, personnel, etc., results in costly duplication of staff and facilities which, in the opinion of the Advisory Committee, requires the urgent attention of the Administrative Committee on Co-ordination as well as that of the Member States on whom this avoidable burden falls.

Chapter II. Information centre (Geneva)

Estimate submitted by the Secretary-General..... \$103 100
Estimate recommended by the Advisory Committee \$ 94 500

218. The following provision was made for established posts in the budgets for 1949, 1950 and 1951:

		<i>Budget amounts (total for chapter)</i>
1949: posts authorized	17	\$108 718
		(actual expense)
1950: posts authorized	15	\$ 90 150
1951: posts requested	15	\$103 100
1951: posts recommended by the Advisory Committee	14	\$ 94 500

219. The increase of \$13 000 in the estimate submitted for 1951 over the authorized appropriation for 1950 relates entirely to established posts. Since the number and level of posts for which provision is requested remain the same, the Committee sees no adequate justification for any increased expenditure on these services other than that attributable to increments, etc. and to assimilation to the proposed new salary scales. Consequently it recommends that the estimate for this chapter be reduced by \$8 600, the necessary savings to be secured by the suppression of at least one post and appropriate reductions in other expenditures, e.g., temporary assistance, travel, radio services and photographic supplies.

220. Approval is therefore recommended of an appropriation for chapter II in the amount of \$94 500.

Chapter III. Joint Secretariat of the Permanent Central Opium Board and Narcotic Drugs Supervisory Body

Estimate submitted by the Secretary-General..... \$56 200
Estimate recommended by the Advisory Committee.. \$56 200

221. The following is the provision made for established posts in the budget for 1949, 1950 and 1951:

		<i>Budget amounts (total for chapter)</i>
1949: posts authorized	7	\$50 646
		(actual expense)
1950: posts authorized	7	\$51 660
1951: posts requested	7	\$56 200

1951: posts recommended by the Advisory Committee 7 \$56 200

222. The estimates for this chapter are maintained at their 1949 and 1950 level, subject only to adjustment for increments and conversion to the new salary scheme, and their approval is recommended as submitted.

Chapter IV. Economic Commission for Europe

Estimate submitted by the Secretary-General..... \$1 010 900
Estimate recommended by the Advisory Committee \$ 981 000

223. The following provision is made for established posts in the budgets for 1949, 1950 and 1951:

		<i>Budget amounts (total for chapter)</i>
1949: posts authorized	174	\$ 975 321 (actual expense)
1950: posts authorized	172	\$1 044 000
1951: posts requested	157	\$1 010 900
1951: posts recommended by the Advisory Committee	154	\$ 981 000

224. The estimates submitted for this chapter show a reduction of \$34 900 below the 1950 appropriation, and an increase of approximately the same amount over 1949 expenditure. The reduction from 1950 has been achieved by the elimination of fifteen established posts at an estimated saving of \$92 000. This saving is offset, however, by an increase in the salary cost of remaining posts due to within-grade increments and to the costs of conversion to the proposed new salary scale on the same basis as for the Secretariat generally (estimated at \$40 000). Expenditure other than for established posts is maintained at the approved 1950 level.

225. The appreciable savings proposed for 1951 conform closely to the recommendations made by the Advisory Committee in its review of the 1950 estimates. It is believed, however, that in the light of developments since 1949, additional economies in staff and related expenditures should be possible. Some of the tasks for which the Commission was established have been substantially completed or modified and much of its current work programme—notably for example, in the fields of transport and of power and steel—is of a long-term character. In the case of transport, there is also evidence of some overlapping with the Division of Transport and Communications at Headquarters. In connexion with the Industry and Materials Division, the Committee notes that, at the time the estimates were submitted, precise needs for 1951 could not be determined, pending further review of the Division's functions and structure in the light of decisions regarding future work programmes.

226. Compared with 1950, the strength of the Research and Planning Division, which accounts for approximately 40 per cent of total staff costs, shows a nominal reduction of one secretarial post. While the value of the annual economic surveys and quarterly bulletins (which represent one of this Division's main responsibilities) is fully appreciated, the Committee questions whether the needs of Member States would not be sufficiently served if certain of the reports were

to be issued at much less frequent intervals. Further improvement in governmental and inter-governmental economic research and statistical services should also tend to simplify the tasks of this and other divisions and to reduce staff requirements.

227. In the light of these observations, the Committee recommends that the provision for established posts be reduced by \$25 900 to \$900 000, involving a reduction of three or more in the number of posts authorized for 1951. It is further recommended that a saving of \$4 000 be made in the estimate for travel on official business.

228. The effect of the foregoing proposals would be to reduce the estimates under this chapter by a total of \$29 900. It is therefore recommended that, subject to further adjustment as a result of the application of a 5 per cent salary differential, an appropriation for chapter IV be approved in the amount of \$981 000.

Chapter V. Common staff costs

Estimate submitted by the Secretary-General..... \$621 900
Estimate recommended by the Advisory Committee \$621 900

229. The estimates for 1951 include provision of \$45 000 for the proposed non-residents' allowances and a similar amount for increased expenditure on Staff Pension Fund contributions. These increases, however, are more than offset by estimated savings of \$106 000 resulting from the proposed discontinuance of present expatriation allowances and their replacement by a repatriation grant, for which only a token provision of \$10 400 is requested in 1951.

230. The Committee recommends that an appropriation for this chapter be approved in the amount of the estimate as submitted.

Chapter VI. Common services

Estimate submitted by the Secretary-General..... \$350 100
Estimate recommended by the Advisory Committee \$345 000

231. The estimates submitted under this chapter show an increase of approximately \$20 000 over the 1950 appropriation, and a decrease of \$9 000 as compared with actual expenditure in 1949. The increase is in part due to expansion of facilities consequent on the extension of the *Palais des Nations* and in part to provision of services and supplies needed in connexion with sessions of the Economic and Social Council and the Trusteeship Council (e.g., supplies for internal reproduction and rental of telecommunications equipment). The Committee believes, however, that savings aggregating \$5 100 could reasonably be effected with respect to such items as cable charges, postal services, maintenance of premises and stationery and office supplies.

232. Accordingly, the Committee recommends approval of an appropriation for chapter VI in the amount of \$345 000.

Chapter VII. Permanent equipment

Estimate submitted by the Secretary-General..... \$88 500
Estimate recommended by the Advisory Committee.. \$88 500

233. The estimates submitted for this chapter show a reduction of \$57 500 compared with the 1950 appropriation, and of \$63 000 compared with expenditure in 1949. The Committee recommends approval of an appropriation for chapter VII in the amount of the estimate as submitted.

Summary

234. The net effect of the above proposals is to reduce the estimates for the United Nations Office at Geneva by a total of \$150 600, distributed as follows:

Chapter I	\$33 600
Chapter II	\$ 8 600
Chapter IV	\$29 900
Chapter VI	\$ 5 100
Application of 5 per cent salary differential	\$73 400

235. The Committee therefore recommends that an appropriation be approved for section 20 in the amount of \$4 226 000.

Section 20a. Office of the High Commissioner for Refugees

Estimate submitted by the Secretary-General	\$300 000
Estimate recommended by the Advisory Committee	\$300 000

236. The provision made under this section for the Office of the High Commissioner for Refugees is a provisional figure included to assist the Members in their over-all appraisal of the expected gross total of the 1951 budget. In accordance with General Assembly resolution 319 (IV) of 3 December 1949, the Secretary-General proposes to prepare and submit to the Advisory Committee a draft budget for the operation of this Office in 1951, as soon as the Economic and Social Council, at its eleventh session, has taken the action requested of it in the above-mentioned resolution.

237. Accordingly, the Committee will review the detailed estimate for section 20a during its autumn session.

PART V. THE SECRETARIAT: INFORMATION CENTRES (exclusive of the information centre at Geneva)

Section 21. Information centres

Estimate submitted by the Secretary-General	\$871 600
Estimate recommended by the Advisory Committee	\$840 000

238. The provision, in the budgets for 1949, 1950 and 1951, for established posts in the Information Centres is shown in the following table:

		Budget amounts (total for section)
1949: posts authorized	73	\$683 964
		(actual expense)
1950: posts authorized	75	\$794 520
1951: posts requested	76	\$871 600
1951: posts recommended by the Advisory Committee	76	\$840 000

239. The estimates for 1951 for this section show an increase of \$77 000 over the 1950 appropriation, and of \$187 000 over 1949 expenditure. Apart from increments and the conversion of salaries to the proposed new scales, the increase is largely explained by the fact that, in 1951, seventeen information centres will be in full operation. (Funds appropriated in 1950 provided for approximately six months' operation of the Belgrade and Teheran centres and for nine months' operation of the centre in Monrovia.) In comparison with 1950, provision is also made for one extra post in Buenos Aires, and for an increase of \$9 000 in each of the following items: travel on home leave, rental and maintenance of premises and equipment, and miscellaneous supplies and services. An additional \$17 000 is requested for temporary assistance, casual labour and overtime. Except for internal reproduction supplies, which show an increase of \$4 000, other expenses, including common staff costs, are maintained at or below their approximate 1950 levels.

240. The Committee's general observations concerning section 13 of the budget apply with equal force to expenditures incurred under section 21. The fact that the budget proposals for 1951 make provision only for information centres already authorized does not lessen the Committee's concern over the extent to which expenditures under section 21 have mounted in the past four years. It trusts that the absence of new proposals may be taken to mean that no additional centres are presently contemplated, and that the desirability of effecting a reduction in the present number will be seriously considered by the Secretary-General and by the General Assembly.

241. As regards the staffing and functions of information centres, the Committee has little to add to the detailed observations which it set forth in part III of its second report of 1949 (A/934, paragraphs 254 to 260). It doubts very much whether the staffing pattern that now obtains, particularly in the case of the larger centres, is in strict conformity with the General Assembly's original intention that "the personnel in the larger information centres in four countries should be limited to six each; in average-sized information centres to four each, and in smaller centres to two persons each". While the Committee does not recommend specific cuts in existing establishments in 1951, it trusts that staffing arrangements for such centres as those in Paris (nine posts), London (eight posts), Moscow (seven posts) and Mexico City (five posts) will be re-examined during the year, so that an appropriate adjustment may be reflected in the 1952 estimates. For information centres generally, moreover, the estimates submitted appear to show evidence of proposed over-grading, particularly in the higher posts.

242. It is observed that, pending the completion of studies preparatory to the adoption of local salary scales for locally engaged staff, as recommended by the Committee of Experts, the estimates for personnel classified in the General Service Category (mainly secretarial and clerical staff) are based on present net salaries. On the basis of details given in the budget

estimates and of the knowledge which individual members of the Committee have of local conditions in their own countries, it would appear that, in many instances, the salaries being paid are much above "best prevailing rates". The Committee therefore suggests that the total estimated cost of General Service posts be reduced by \$4 600, or approximately 5 per cent, in the confident expectation that substantially larger savings will in fact be realized.

243. Adjustment of the items for temporary assistance and casual labour on the basis of expenditure actually incurred in 1949 should yield savings of approximately \$8 000, while still leaving a sufficient margin over the 1950 appropriation to take care of possible additional requirements due to the fact that several centres were not fully operative during 1950. The estimates for overtime and for travel on official business could both be reduced to their 1949-1950 levels to produce an additional savings of \$4 000. Finally, it should be possible to effect further economies of at least \$15 000 in "Other expenses" included under chapter IV or alternatively in proposed expenditures on established posts.

244. Acceptance of these recommendations would reduce the estimated expenditure on information centres in 1951 by \$31 600. The Committee therefore recommends that, subject to the considerations stated above, an appropriation of \$840 000 be approved for section 21.

PART VI. REGIONAL ECONOMIC COMMISSIONS (other than the Economic Commission for Europe)

Section 22. Economic Commission for Asia and the Far East

Section 23. Economic Commission for Latin America

	ECAFE	ECLA
Estimate submitted by the Secretary-General	\$830 000	\$508 800
Estimate recommended by the Advisory Committee	825 000	503 800

245. The provision for established posts in the Economic Commission for Asia and the Far East, and in the Economic Commission for Latin America, in their budgets for 1949, 1950 and 1951, is shown in the following tables:

	Budget amounts (section total)	
ECAFE		
1949: posts authorized	31	\$529 338
		(actual expense)
1950: posts authorized	24 ²¹	674 390
1951: posts requested	46	830 000
1951: posts recommended by the Advisory Committee	46	825 000

²¹ An additional sixteen posts were approved in the 1950 budget on a temporary assistance basis. Subsequently, a further five posts were provided on the same basis, as a result of actions arising out of the tenth session of the Economic and Social Council.

ECLA

1949: posts authorized	36	\$390 455
		(actual expense)
1950: posts authorized	20 ²²	507 710
1951: posts requested	28	508 800
1951: posts recommended by the Advisory Committee	28	503 800

246. The combined estimates for the two commissions show an increase for 1951 of \$156 000 over the appropriation for 1950, and of \$419 000 over actual 1949 expenditure. The increase over 1950 is attributable wholly to ECAFE, and is accounted for by higher estimated costs of salaries and wages (\$117 000), common staff costs (\$6 000), permanent equipment (\$7 000) and other expenses—mainly home leave and office supplies (\$26 000). The Committee observes that ECLA proposes to keep its 1951 expenditure at the 1950 level and that, in the case of both commissions, increases in staff have been held to a minimum, with one new post for ECAFE and two for ECLA. These proposed additions are exclusive of posts authorized for 1950 on a temporary assistance basis but provided for in the 1951 budget proposals on a continuing basis throughout the year "in order to present to the General Assembly a comprehensive picture of requirements". The Committee doubts the desirability of making provision for temporary assistance in the form of additions to established posts, but it notes the Secretary-General's assurance that "regardless of the budgetary presentation, staff contracts will continue to be limited in duration to permit staff adjustments if the review of the regional economic commissions to be made by the Economic and Social Council in 1951 should result in a curtailment of these activities".

247. As regards ECAFE, the Committee is by no means sure that under prevailing conditions the additional funds will, in fact, be required. Nevertheless, it concurs in the additional provision requested but urges that ECAFE proceed cautiously in developing its programme and that every effort be made to effect such savings in its projected 1951 expenditures as will not impair the present or future usefulness and effectiveness of its work. One item of expenditure on which economy could be made in the case of all three regional commissions (ECE, ECAFE and ECLA) is that of travel on official business. Estimates for 1951 under this heading aggregate, for the three commissions, \$115 000. The Committee believes that a somewhat smaller provision will be more than adequate for essential needs. In these circumstances, it recommends that the provision proposed for official travel in sections 22 and 23 be reduced in each case by \$5 000.

248. Progress has been made by the regional commissions during the past year in organizing a constructive programme of work and in the establishment of priorities, particularly in the case of the newer commissions for Latin America and for the Far East. The Committee suggests, however, that the organization of the commissions should be related to the prob-

²² An additional six posts were approved in the 1950 budget on a temporary assistance basis.

lems and conditions peculiar to the region, and not be based on a ready imitation of existing patterns.

249. The effect of these proposals is to reduce the 1951 provision required for ECAFE and ECLA by a total of \$10 000. The Committee recommends that, subject to the observations made, appropriations be approved for sections 22 and 23 respectively in the amounts of \$825 000 and \$503 800.

PART VII. HOSPITALITY

Section 24. Hospitality

Estimate submitted by the Secretary-General	\$40 000
Estimate recommended by the Advisory Committee	\$20 000
1949 (actual expense)	\$14 518
1950 (approved estimate)	\$20 000

250. The provision made under this head in the 1950 budget covers hospitality for the Organization, as well as hospitality expenses authorized for individual staff members not in receipt of a representation allowance.

251. For 1951, the proposed provision of \$40 000 comprises (i) an amount of \$20 000 in respect of the above items; and (ii) a further amount of \$20 000 to cover the hospitality expenses of principal directors. The latter appropriation is proposed by the Secretary-General in view of the recommendation of the Committee of Experts that, with the introduction of the new salary scales proposed, representation allowances for principal directors should be discontinued and their hospitality expenses reimbursed, on a voucher basis, up to a maximum of \$1 500 per annum for each principal director.

252. The Advisory Committee, however, has not concurred in this recommendation and proposes, instead, an arrangement under which principal directors may, at the discretion of the Secretary-General, receive a representation allowance on a scale not exceeding \$3 000 per annum. They would be precluded under this arrangement from drawing on the hospitality account.

253. As at 30 April 1950, an aggregate annual amount of \$146 000 was being paid, by way of representation allowances, to the Assistant Secretaries-General and the Top-ranking Directors. In the circumstances, the Committee considers that it is necessary to have a clearer definition of the categories of hospitality for which provision is intended under this section.

254. The Committee recommends that the proposed appropriation for section 24 be approved at the figure of \$20 000.

PART VIII. CONTRACTUAL PRINTING

255. For 1951, the estimates for contractual printing, with the exception of those relating to the International Court of Justice, have been consolidated under part VIII of the budget document comprising section 25 (Official records) and section 26 (Publications).

256. The provision requested for 1951 in respect of contractual printing amounts in the aggregate to \$2 015 900, which compares with an approved estimate of \$1 841 700 for 1950, and actual expenses of \$1 747 227 in 1949. An additional sum of \$16 000 is budgeted under section 32 in respect of the printing expenses of the International Court of Justice.

257. It is stated in the foreword to part VIII of the budget estimates that "intensive efforts have been made in 1950 to enlist the printing facilities of other countries. The beginnings already made are promising, and by 1951 this programme should be in full swing". Estimated costs are based upon the assumption that prices prevailing in soft currency areas will be on the average about 15 to 30 per cent lower than at Headquarters, and that in the latter area prices will average approximately 8 per cent less than in 1949.

258. The increase of approximately \$174 000 by comparison with 1950 comprises \$4 000 in respect of official records, and \$170 000 in respect of publications. Having regard to the fact that, in 1951, the full effect of currency revaluation in certain countries will come into play, and to the further fact that printing costs in the Headquarters area have declined since 1949, the Committee considers the proposed provision to be unduly large.

Section 25. Official records

Estimate submitted by the Secretary-General	\$922 800
Estimate recommended by the Advisory Committee	\$870 000
1949 (actual expense)	\$869 932
1950 (approved estimate)	\$918 800

259. The pattern proposed for publication of official records in 1951 is shown in the following table:

Average number of copies

	English	French	Spanish	Chinese	Russian
General Assembly	3 300	1 500	800	500	550
Security Council	2 800 ^a	2 800 ^a	600	300	400
Economic and Social Council	2 800	1 300	800	400	600
Trusteeship Council	3 000	1 300	600	500	400
Committees and commissions of investigation and inquiry	3 000	1 300	850	500	550
Permanent Central Opium Board	2 500	1 400	550	—	—
United Nations Scientific Conference on Conservation and Utilization of Resources	—	2 500	—	—	—

^a Bilingual editions.

260. Since January 1950, the Secretary-General has instituted a series of reforms in the presentation and distribution of official documents.

261. As regards the presentation of official documents, these measures, which have produced appreciable savings, include the use of a new format and a smaller type face; an extension of monolingual printing; and the elimination of expensive covers for certain official publications.

262. Additional savings have already accrued, and are likely to grow in volume during 1951, through the introduction of new distribution procedures. These include:

(i) *Revised classification of documents*: The new method, which was introduced during the fourth session of the General Assembly, and which has since been extended to the documentation of all other organs of the United Nations, has led to a substantial decrease in distribution of most categories of documentation;

(ii) *Fascicule printing*: by the end of 1950 this method will be in force for the official records of the General Assembly, as well as for those of the Economic and Social and Trusteeship Councils;

(iii) *Internal distribution*: Documentary sub-stations now serve six of the eight Departments of the Secretariat, as well as the Executive Office of the Secretary-General. The Committee was informed that the service was instrumental in effecting a 36 per cent reduction in the number of documents distributed within the Secretariat during the fourth session of the General Assembly;

(iv) *Distribution to permanent delegations*: Consultations have been held with representatives of all Member States maintaining permanent missions in the New York area as a result of which savings are anticipated, for example, by the elimination of multiple mailing addresses;

(v) *Revision of distribution lists*: The supply of documents to non-governmental organizations with consultative status has been reduced by 33 per cent, and similar reductions are contemplated in respect of other non-governmental organizations.

263. The Committee has also given consideration to the question of the free mailing list, which has a direct bearing on printing costs both in this section and in section 26 (Publications), as well as on the postal expenses in section 18. The number of copies to be made available to Member States and/or to their permanent missions is clearly a matter for consultation between the Governments concerned and the Secretariat. Beyond these requirements, however, the evidence available to the Committee indicated the need for a careful review both of the free mailing of documents and of the present distribution arrangements within the Secretariat.

264. During 1949, \$300 000 worth of printing—out of a total expenditure of about \$1 750 000—was allocated to countries outside the United States. This proportion is clearly susceptible to a considerable expansion, and the Committee is glad to note the intensive efforts being made in this direction.

265. Looking to all the factors, the Committee has reached the conclusion that the proposed provision might safely be reduced to the 1949 level without detriment to the programme contemplated in section 25. Accordingly, the approval of the proposed appropriation is recommended at the figure of \$870 000, involving a reduction of \$52 800 in the estimate.

Section 26. Publications

Estimate submitted by the Secretary-General	\$1 093 100
Estimate recommended by the Advisory Committee	\$ 900 000
1949 (actual expense).....	\$ 877 295
1950 (approved estimate).....	\$ 922 900

266. While certain of the considerations affecting the printing costs of official records apply equally to the publications programme, certain of the problems connected with this programme are in essence of a different character.

267. Section 26 shows, under the various headings, a list of proposed publications. For many of these, publication is not a statutory obligation. In other cases, general or provisional titles have been chosen, since the Department concerned is not in a position to know with certainty which studies in a given field may ultimately be considered worthy of publication. Furthermore, the Publications Board, in producing the list, is fully conscious of the fact that sufficient funds for all the titles are not available and that a schedule of priorities must therefore be established.

268. On the question of sales revenue, the Committee, while appreciating that the estimated receipts cannot be the sole or determining factor in the selection of studies for publication, suggests nevertheless that the Publications Board should, where appropriate, pay due regard to the printing of publications likely to produce offsetting revenue, or to the re-printing of those for which there is a substantial sales demand.

269. Comparative figures for the estimated contractual costs of printing and of offsetting revenue for the year 1951 are shown in the following table:

	Cost \$	Revenue \$
Executive Office of the Secretary-General	1 000	-
Department of Security Council Affairs	6 600	5 000
Department of Economic Affairs....	222 590	80 000
Department of Social Affairs	180 000	20 000
Department for Trusteeship and Information from Non-Self-Governing Territories	43 480	2 000
Department of Public Information..	327 500	45 000
Department of Legal Affairs.....	116 770	9 500
Department of Conference and General Services	12 000	-
Department of Administrative and Financial Services	1 500	-
Library	15 000	1 500
United Nations Office at Geneva.....	71 000	11 000

Economic Commission for Asia and the Far East	18 430	4 000
Economic Commission for Latin America	21 460	4 000
Publications related to the technical programmes	29 020	1 500
	1 066 350	
Sales promotion	26 750	
	<u>1 093 100</u>	<u>\$183 500</u>

In the opinion of the Committee, the ratio of revenue to cost, allowing for all factors, is unduly low. The Committee offers below certain suggestions which, if adopted, would in its opinion produce a substantial saving without detriment to the over-all programme.

270. Many of the estimates under section 26 are conjectural both as regards the number of text pages and the cost. Thus, in the case of the *Treaty Series*, lower bids have been received since the preparation of the budget, and savings beyond those resulting from the printing of volumes in Europe are accordingly likely to accrue. Careful editing would, in many cases, eliminate prolix and repetitious material, while further economies would be possible by the use of lower quality paper and smaller type face. Restriction of the free list, with a consequent reduction in the number of copies, is the subject of a recommendation in paragraph 263 above.

271. In commenting on the estimates of the Department of Legal Affairs, the Committee has recommended that the printing of the juridical yearbook (a new project) should be deferred. Similarly, some publications of other Departments, e.g., the Background Paper on the Trusteeship System (sub-section (v) 05), and certain studies proposed for printing by the Departments of Economic Affairs and of Social Affairs, might be issued in mimeographed rather than printed form. Where publication is decided upon, substantial economies would result from compression of the material, with advantage to the reader.

272. The Committee further notes that the provision for the Department of Trusteeship includes an item of \$13 700 in respect of the publication in a non-working language of the Analyses and Statistical Summaries of Information (sub-section (v) 04). The proposal constitutes a departure from accepted practice which, by creating a precedent, may involve serious budgetary consequences.

273. In his foreword to the budget estimates, the Secretary-General states that "owing to intensified efforts to place contracts in low-cost areas, the contemplated actual increase in volume of printing is greater than the increase in expenditure would indicate", and further that some increase seems necessary in order to clear up the backlog and to "present a satisfactory range of printed publications for the general public and specialized groups".

274. Nevertheless, the Committee is firmly of opinion that the above purposes can adequately be met within the provision which it recommends for the over-all programme of contractual printing. The ple-

thora of material may otherwise become a source of embarrassment to national administrations. Emphasis should be laid on quality rather than on quantity. A greater selectivity and a more concise presentation of material would result in curtailment of expenditure.

275. Accordingly, the Committee recommends that the proposed appropriation for section 26 be reduced by \$193 100 to \$900 000 which, with the provision recommended for section 25 (\$870 000), would make a total of \$1 770 000 for the programme of contractual printing under part VIII of the budget.

PART IX. TECHNICAL PROGRAMMES

276. In his foreword to the budget estimates, the Secretary-General has expressed the hope that the necessary provision for the three types of direct technical services included in part IX of the budget will be continued "as reflecting United Nations acceptance of a regularly budgeted responsibility for this most important means of implementing the provisions of Chapter IX of the Charter". On this ground, as well as on the further ground that the expanded programme for technical assistance is intended to supplement rather than to replace existing services, the Committee has reached the conclusion that the three programmes provided for under this part might appropriately be maintained in 1951 as separate sections of the budget estimates.

Section 27. Advisory social welfare functions

Estimate submitted by the Secretary-General	\$610 500
Estimate recommended by the Advisory Committee	\$610 500
1949 (actual expense).....	\$536 014
1950 (approved estimate).....	\$610 500

277. By resolution 316 (IV) of 17 November 1949, the General Assembly authorized the Secretary-General "to place on a continuing basis, rather than the present year-to-year basis, the advisory social welfare services originally authorized by its resolution 58 (I) of 14 December 1946".

278. The Secretary-General has, accordingly, proposed an appropriation of \$610 500 for these services, the same amount as for 1950. This provision will, however, represent a larger volume of services, since recipient Governments are participating to a progressively greater extent in the cost of the services provided.

279. The Economic and Social Council, at its eleventh session, has recommended a modified text of General Assembly resolution 58 (I) which, if adopted, would broaden the scope of these services. If supplementary estimates become necessary, they will be reviewed by the Committee during its autumn session. The Committee trusts, however, that any such broadened programme will be carried out within the limits of the existing appropriations.

280. The overhead expenses for these services will be found in sections 9, 20, and 22 of the estimates.

281. The Committee recommends the approval of the proposed figure of \$610 500.

Section 28. Technical assistance for economic development

Estimate submitted by the Secretary-General	\$479 400
Estimate recommended by the Advisory Committee	\$479 400
1949 (actual expense)	\$184 010
1950 (approved estimate)	\$476 990

282. By resolution 305 (IV) of 16 November 1949, the General Assembly authorized the inclusion, in the regular budget of the Organization, of continuing provision for the programme of technical assistance for economic development under resolution 200 (III).

283. The Secretary-General accordingly proposes that, for 1951, the provision for this programme (as expanded by General Assembly resolution 305 (IV)) be maintained at the same level as in 1950. The comparative figures for the two years are shown in the following table:

	1950	1951
	\$	\$
Section 28	476 990	479 400
Printing (section 26)	31 430	29 020
TOTAL	\$508 420	\$508 420

284. Related overhead expenses are shown under section 9 of the estimates, and a further provision, for contractual printing, is proposed under section 26.

285. The Committee recommends the approval of the estimate as submitted at the figure of \$479 400.

Section 29. International Centre for Training in Public Administration

Estimate submitted by the Secretary-General	\$145 000
Estimate recommended by the Advisory Committee	\$145 000
1950 (approved estimate)	\$145 000

286. The progress so far made in the programme of training in public administration appears to the Committee to be disappointing. It trusts that every effort will be made to reach the level of activity contemplated in the relevant resolution of the General Assembly (resolution 246 (III) of 4 December 1948).

287. The Secretary-General has proposed that the 1951 appropriation for section 29 should be maintained at the same level as in the current year. As explained in the estimates, the provision is regarded "as the minimum necessary to maintain the International Centre for Training in Public Administration".

288. The Committee observes in this connexion that the Economic and Social Council, at its eleventh session, adopted a resolution (E/1747) recommending that "additional activities undertaken in the field of training in public administration at the request of Member Governments should be considered under the expanded programme for technical assistance".

289. Attention is also drawn to the fact that the revision of the cost estimates for fellowships and scholarships will lead to a decrease, by comparison with 1950, in the number to be granted under the proposed provision. The revision has been undertaken pursuant to resolutions 253 (IX) and 269 (X) of the Economic and Social Council.

290. The overhead expenses of this service will be found in section 9 of the estimates.

291. Subject to the above observations, the Committee recommends an appropriation of \$145 000.

PART X. SPECIAL EXPENSES

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

Estimate submitted by the Secretary-General	\$649 500
Estimate recommended by the Advisory Committee	\$649 500
1948 (actual expense)	\$533 767 21 ²³
1949 (actual expense)	-
1950 (approved estimate)	\$533 768 ²³

292. Paragraph 1 (a) of resolution 250 (III) of the General Assembly relating to the transfer of the assets of the League of Nations provides that the credits of \$9 741 994 due to certain Member States in respect of the permanent capital assets transferred to the United Nations shall be liquidated in fifteen equal annual instalments. A slight adjustment will be necessary in the final instalment.

293. The Committee recommends the approval of the proposed provision of \$649 500, representing the amount of the first instalment under that particular paragraph of the resolution.

Section 31. Amortization of the Headquarters construction loan

Estimate submitted by the Secretary-General	\$1 000 000
Estimate recommended by the Advisory Committee	\$1 000 000

294. The Loan Agreement concluded in 1948 between the United Nations and the Government of the United States of America provides that repayment of the loan of \$65 000 000 for the construction of the permanent Headquarters shall be made over a period of thirty-one years, in annual instalments ranging from \$1 000 000 to \$2 500 000.

295. The Committee recommends the approval of the proposed provision of \$1 000 000, representing the first instalment due on 1 July 1951, under the terms of the Loan Agreement.

²³ Under the terms of paragraph 1 (b) of resolution 250 (III), in respect of other than permanent capital assets.

PART XI. THE INTERNATIONAL COURT OF JUSTICE

Section 32. The International Court of Justice

Estimate submitted by the Secretary-General	\$624 800
Estimate recommended by the Advisory Committee	\$595 800

296. The table below shows the established posts in the Registry of the International Court of Justice in the budgets for 1949, 1950 and 1951:

		Budget amounts (total for section)
1949: posts authorized	29	\$588 512
		(actual expense)
1950: posts authorized	29	\$592 115
1951: posts requested	29	\$624 800
1951: posts recommended by the Advisory Committee	29	\$595 800

297. The 1951 estimates submitted for this section show an increase of almost \$33 000 over the 1950 appropriation. This increase comprises \$5 000 for the item for "Annual journeys and journeys on leave" of the members of the Court (chapter I (v)); approximately \$25 700 for salaries, wages and expenses of the Registry (chapter II); and about \$2 200 for common services (chapter III).

298. The Committee, however, observes that, as regards the salaries of the permanent staff of the Registry (chapter II (i)), the 1951 estimate (\$144 810) is exclusive of any provision for the application of a differential. For the year 1950, however, account has been taken in the corresponding appropriation (\$121 330) of a minus 15 per cent differential, which has been applied on a provisional basis since 1 January 1950. Pending the completion of a cost-of-living survey at The Hague, a *pro memoria* entry is inserted in table 32-1 but, for budgetary purposes, the Committee has reduced the estimate for 1951 by a differential at the same rate as in 1950 (\$21 700).

299. The provision for the salaries of the members of the Court (chapter I (i)) remains virtually unchanged, in relation to previous years, at \$311 330. The Committee, however, draws attention to the fact that this provision, which represents no more than a token figure of accounting, is subject to possible adjustment in the light of the decision to be taken by the General Assembly at its fifth regular session regarding the emoluments of the members of the Court.²⁴

300. The Committee has examined a report concerning the emoluments of the members of the Court submitted by the Secretary-General on the basis of his consultations with the Court, together with the relevant proposals which he will present to the General Assembly.

301. The Committee has communicated to the Secretary-General the following observations on the subject:

²⁴ See *Official Records of the fourth session of the General Assembly. Annexes to the Plenary meetings, A/1232, paragraphs 31 to 37.*

(i) On the question of the currency in which the salaries of the members of the Court should be fixed, the Secretary-General proposes that these should be "stated in terms of US dollars, in accordance with the general policy of the United Nations".

(ii) By resolution 19 (I) of 6 February 1946, the General Assembly fixed the emoluments in Netherlands florins. This decision was confirmed by a further resolution of 11 December 1946 (resolution 85 (I)); and the Advisory Committee of itself sees no sufficient justification for any departure from a practice approved by the General Assembly and sanctioned by long tradition in the Permanent Court of International Justice. It believes, therefore, that any initiative for a change would properly rest with the General Assembly.

(iii) In examining the level of remuneration proposed by the Secretary-General, the Committee has had regard to the following considerations:

(a) That the General Assembly, in fixing the salaries of the members of the International Court at 54 000 florins, took account of a decrease of approximately 20 per cent in the purchasing power of the Netherlands florin by comparison with the year 1939, when the salaries of the members of the Permanent Court stood at 45 000 florins;

(b) That, according to the data submitted by the Secretary-General, the cost-of-living index for the Netherlands shows a rise of 23 per cent by comparison with the year 1946;

(c) That the members of the Court are entitled, subject to the limitations of Article 23, paragraph 2, of the Statute of the Court, to reside in countries other than the Netherlands, with varying price levels and rates of exchange.

(iv) On the basis of all the facts available, the Committee believes that a *prima facie* case has been established for an increase in the existing salary of 54 000 florins up to a point not exceeding 65 000 florins.

(v) The Committee has, on the other hand, not reached the conclusion that, as regards the special allowance for the President of the Court, any corresponding increase need necessarily be made in the existing figure of 15 000 florins. It notes in this connexion that the General Assembly, at its first session (resolution 19 (I)), decided that this allowance should remain the same as that paid to the President of the Permanent Court during the years 1936 to 1939.

(vi) As regards the salary of the Registrar, the Committee has taken under consideration the fact that, in accordance with General Assembly resolution 85 (I), this is assimilated to the salary of a top-ranking director. The Committee accordingly concurs in the proposal that this salary be fixed in US dollars, subject to the application of the differential appropriate to the staff of the Registry at The Hague.

302. As regards chapter II of this section, the proposed provision for the salaries of the permanent staff (\$144 810) is based on the existing salary scheme. The

Committee will, therefore, review the estimate when the re-classification of staff under the proposed new scheme has been completed.

303. The Committee was informed that only one of the cases now pending before the Court is likely to be carried over to 1951. On that basis, the proposed appropriations for temporary staff (\$36 400) in chapter II, and for postal, telegraph and telephone services in chapter III appear excessive, and reductions of \$6 000 and \$1 300 are recommended.

304. Accordingly, the Committee recommends a provisional appropriation of \$595 800 for section 32, representing a reduction of \$29 000 in the figure submitted.

ESTIMATES OF MISCELLANEOUS INCOME

Estimate submitted by the Secretary-General	\$6 007 500
Estimate recommended by the Advisory Committee	\$5 969 000
1949 (actual revenue)	\$4 845 942
1950 (approved estimate)	\$5 120 290

305. The estimate of miscellaneous income includes the following items:

- Assessments on salaries and allowances of staff
- Sale of publications
- Reimbursement for staff and services furnished to specialized agencies and others

Interest on investments

Revenue from film distribution

Sale of used office equipment, transportation equipment, etc.

306. As regards the sale of publications, there is, by comparison with 1950, an increase of \$30 000 in the total of estimated revenue from this source at Headquarters and Geneva. The Committee remains nevertheless of opinion that the ratio of revenue to cost is still unduly low. It has developed this point in its observations on contractual printing (paragraphs 263 and 269 to 271 above).

307. The item for reimbursement for staff and services furnished to specialized agencies in Geneva (to which reference is made in paragraph 208 above) shows a reduction of almost \$30 000, as compared with 1950, which is due in the main to an anticipated decline in work to be undertaken in 1951 on behalf of the specialized agencies.

The amount proposed by the Committee as the estimate of miscellaneous income takes due account of the lower amount that will accrue, in respect of assessments on salaries and allowances of staff (item (i)), as a result of the Committee's recommendations regarding a reduction in the number of established posts proposed by the Secretary-General.

PART TWO

Other Budgetary and Financial Questions

OTHER BUDGETARY AND FINANCIAL QUESTIONS

INTRODUCTION

308. In addition to its consideration of the budget estimates for 1951, the Committee has given consideration to the following two questions, which arise as statutory obligations of the Committee under resolutions of the General Assembly:

- (i) Membership of the Investments Committee;
- (ii) Consideration of the report of the Board of Auditors on the 1949 accounts.

A. MEMBERSHIP OF THE INVESTMENTS COMMITTEE

309. General Assembly resolution 155 (II) of 15 November 1947 on the membership of the Investments Committee provides that "at the regular session of the General Assembly each year, the Secretary-General shall submit the appointments (to the Investments Committee) which he has made after consultation with the Advisory Committee on Administrative and Budgetary Questions".

310. As no appointment to the Investments Committee in respect of the period 1 January 1951-31 December 1953 has yet been made by the Secretary-General, he proposes to consult the Advisory Committee further in this matter during its autumn session.

B. CONSIDERATION OF THE REPORT OF THE BOARD OF AUDITORS ON THE 1949 ACCOUNTS

311. In accordance with its terms of reference, the Committee has considered the report of the Board of Auditors for the year ended 31 December 1949 (A/1256).

312. *Scope of the audit.* The Board of Auditors consulted the Committee, in the course of its summer session of 1949, on the scope of this audit. The Committee suggested various items in the accounts as subjects for particular inquiry.

313. *Findings of the audit.* The Auditors, in a memorandum submitted separately to the Committee, have noted "further commendable improvements in accounting procedures not only at Headquarters, but also at the European Office and The Hague".

314. *Overtime payments to staff members.* The Auditors have drawn attention in paragraph 7 of their report to the substantial amounts paid during 1949 in respect of overtime.

The relevant administrative rule reads:

"The compensatory time off shall be equal to the hours of overtime worked and shall be taken during the current or succeeding pay period.

"If such compensatory time off is not practicable within the limits prescribed above, the staff member

shall be paid at the rate of one and one-half times his base pay plus cost-of-living adjustment for the hours worked."

The Committee urges that every effort be made to secure that a far larger proportion of overtime is dealt with on the basis of compensatory time. To that end, consideration should be given to an extension of the period during which compensatory time can be granted, for example, by an amendment of the above rule to provide that it "shall be taken during the current or two succeeding pay periods".

315. *Miscellaneous income.* The relevant financial rule established by the Secretary-General provides that miscellaneous income shall be credited to the account of the financial year in which the remittance is received. The Board of Auditors has recommended a revision of this rule to provide that such revenue is treated as an appropriation in aid of the year in which it is earned. The Committee concurs in this recommendation, which will ensure consistency in the accounting methods of the Organization.

316. *Common services in Geneva.* The Board of Auditors has taken note, in paragraph 26 of its report, of a trend towards a duplication of services. The present position is shown in the following table:

Reproduction and document distribution: WHO, IRO, ICITO, GATT and FAO use United Nations facilities. ILO and ITU maintain separate units.

Printing: ILO and ITU operate independently, with the other agencies placing their printing contracts, wholly or partially, through the United Nations service.

Travel: All the agencies maintain their own travel arrangement staffs.

Storekeeping: Each agency maintains its own supply warehousing and inventory control. Storekeeping for WHO will be done by the Geneva Office in 1951.

Disbursing: Each agency maintains its own finance office and disbursement machinery.

Translation: Each agency with the exception of IRO, maintains its own staff of translators. WHO makes a limited use of United Nations services.

Interpretation: WHO and IRO use United Nations facilities. Other agencies have their own staff of interpreters or make independent arrangements for temporary staff.

In view of the serious budgetary consequences, the Committee recommends that the above situation be the subject of special study by the Administrative Committee on Co-ordination.

317. *Hospitality expenditures.* The Auditors have drawn the attention of the Committee to the need for a formal definition of "group hospitality", as one of the categories of hospitality which may be charged to appropriations. The Committee has accordingly requested the Secretary-General to submit to it a comprehensive report on the subject, including proposals concerning hospitality expenditures which may properly be charged to the hospitality account.

318. *Permanent Headquarters.* The attention of the General Assembly is called to the observations made by the Board of Auditors in paragraph 43 of its report concerning modifications in the plans for the Headquarters construction beyond those already approved by the Headquarters Advisory Committee.

319. The Committee desires to register its appreciation of the valuable services rendered to the United Nations by the Board of Auditors.

PART THREE

General Administrative Questions

GENERAL ADMINISTRATIVE QUESTIONS

INTRODUCTION

320. The Committee has also given consideration to the following matters:

(i) Subsistence allowances for members of commissions, committees and other subsidiary bodies of the General Assembly and other organs of the United Nations;

(ii) Possible economies in the registration, translation and publication of treaties and international agreements;

(iii) Compensation to members of commissions, committees or similar bodies in case of injury or death.

321. The first and second items were referred to the Committee by the General Assembly (A/1232, paragraphs 65 and 107, respectively), while the third item was introduced by the Secretary-General with a view to consultation with the Committee prior to the possible application of an appropriate scheme.

A. SUBSISTENCE ALLOWANCES FOR MEMBERS OF COMMISSIONS, COMMITTEES AND OTHER SUBSIDIARY BODIES OF THE GENERAL ASSEMBLY AND OTHER ORGANS OF THE UNITED NATIONS

322. The Fifth Committee of the General Assembly, in reviewing the budget estimates for 1950, requested that the Secretary-General, in consultation with the Advisory Committee on Administrative and Budgetary Questions, should make a comprehensive review of the adequacy of the rate of subsistence allowances paid to members of commissions, committees or other subsidiary bodies of the General Assembly and other organs of the United Nations (A/1232, paragraph 65). It was requested that the report, which should take account of such factors as revaluation of currencies and changes in the cost of living, should be submitted to the fifth regular session of the General Assembly.

323. The Advisory Committee has now studied the facts presented by the Secretary-General concerning the present rates of subsistence allowances and the costs of subsistence, both in the New York area and in areas away from Headquarters where United Nations commissions or committees are in session. The categories of organs or subsidiary organs whose members should be eligible for subsistence allowances from the United Nations budget were determined by the General Assembly in resolution 231 (III) of 8 October 1948, and the Committee has accordingly judged that it was not the intent of the Assembly that the latter question should be the subject of further review.

324. Similarly, it would, in the opinion of the Committee, be inappropriate to re-open the question of the

purpose of these allowances, and the Committee therefore confines itself to re-affirming the accepted principle that they represent subsistence and not a fee for services.

325. In reviewing the rate of subsistence paid to eligible members of commissions and committees in New York, the Committee took account of the rise in hotel and food costs since 1946, when the rate of \$20 was established; the actual present cost of hotel, food and incidentals such as laundry, transportation and tips in New York; and the rates paid by Governments to their representatives on United Nations bodies. The data thus obtained, and the representations made in the same sense by many members of commissions and committees, tended to substantiate the Secretary-General's recommendation that, subject to the approval of the General Assembly, subsistence allowances for commission and committee members in New York should be raised from \$20 to \$25, as from 1 January 1951. The Committee was informed that the financial implication of such a decision would, if commissions and committees held sessions of approximately the same duration as in 1949, be an increase on the budget of about \$7 800.

326. In reviewing the rates paid to members of commissions and committees of inquiry and conciliation, such as those stationed in Greece, Palestine, Korea, Libya, Indonesia, India, Kashmir and Pakistan, the Committee noted that while actual hotel and food costs are not as high as in New York, new cost factors arise out of the fact that members of these bodies are absent from their homes for a period of one year, and that they frequently serve in areas where special clothing is required. Where there has been a currency revaluation during the past year, actual costs of food and accommodation suitable for United Nations representatives are in the neighbourhood of \$15 per day but, in view of the additional factors mentioned above, the Committee agrees with the recommendation of the Secretary-General that the rate should be maintained at the local currency equivalent of \$20. This solution ignores slight variations in costs between these areas but, in the interests of administrative simplicity, it is recommended that a flat allowance rate of \$20 be established for members of all commissions and committees meeting away from Headquarters.

327. The Committee believes that the \$20 rate should be applied at Geneva where hotel and food costs, though high, are appreciably below those prevailing in New York.

328. It is further suggested that, if the General Assembly approves these recommendations, it may also wish to reconsider whether any other body of experts whose members are at present eligible for allowances on a differing basis should be brought within the common system.

B. POSSIBLE ECONOMIES IN THE REGISTRATION, TRANSLATION AND PUBLICATION OF TREATIES AND INTERNATIONAL AGREEMENTS

329. In its second report of 1949 (A/934, paragraph 116) the Advisory Committee, in considering the expenditure involved in the registration, translation and publication of the *Treaty Series*, expressed the opinion that "a substantial economy in this field is possible of achievement, if the General Assembly could see its way to assent to a modification of the prevailing practice in order to grant discretion to the Secretary-General, in consultation with the contracting parties, to dispense with the publication of voluminous annexes to treaties dealing with commercial or technical matters of an ephemeral character".

330. The Fifth Committee, at its fourth session, requested the Secretary-General to present to the General Assembly at its following session a report on the *Treaty Series* containing proposals in which account would be taken of the Advisory Committee's recommendations.²⁵

331. The report submitted by the Secretary-General indicates the following possible economies:

*I. Economies requiring amendments to the regulations*²⁶

(i) To publish the *Treaty Series* in English and French, involving amendment to article 12 of the regulations;

(ii) To issue certificates of registration only to the registering party or agency, involving amendment to article 7 of the regulations;

(iii) To keep the Register of treaties and international agreements in English and French, involving amendment to article 8 of the regulations;

II. Economies not involving amendments to the regulations

(i) To dispense with the publishing of certain annexes to treaties and agreements;

(ii) To dispense with the publishing of model texts;

(iii) To arrange for the printing of the *Treaty Series* in Europe;

(iv) To require registering parties to submit an official translation in cases where the original text of a treaty or agreement is not in English or French;

(v) To restrict the free mailing list;

(vi) To use a lower quality paper and a smaller type face for the printing of the *Treaty Series*.

332. The Committee offers the following observations:

(1) *Point I (i) above*: Article 102 of the Charter reads:

²⁵ See *Official Records of the fourth session of the General Assembly, Fifth Committee, 202nd meeting.*

²⁶ See resolution 97 (I) of 14 December 1946 for the text of the regulations adopted by the General Assembly to give effect to Article 102 of the Charter of the United Nations.

"Every treaty and every international agreement entered into by any Member of the United Nations after the present Charter comes into force shall as soon as possible be registered with the Secretariat and published by it."

One of the main purposes of this Article is to ensure that the contents of every international instrument to which a Member of the United Nations is a party are made known without delay. This purpose would be adequately fulfilled by publication in English and French, particularly since those are the languages of the International Court of Justice, the organ before which registered treaties and agreements are most frequently invoked. Publication on this basis would produce an appreciable economy in the budget.

The question at issue has already been the subject of consideration by the General Assembly, which had before it a proposal (A/C.6/1) to limit the number of languages in which the *Treaty Series* should be published. Nevertheless, it was decided to adopt article 12 of the regulations in the following form:

"The Secretariat shall publish . . . every treaty or international agreement which is registered . . . in the original language or languages, followed by a translation in English and in French . . ."

However competently performed, a translation cannot represent the exact equivalent of an original text. Even if certified by the contracting parties, it must necessarily have a validity inferior to that of the original, a consideration implicit in the practice of verifying all translations of instruments, including official translations, not prepared by the Organization.

As regards point II (iv) above, the Committee suggests that, instead, Members of the United Nations be invited to submit, wherever possible, a translation in either English or French.

(2) *Point I (ii) above*: The Committee understands that savings would ensue if article 7 of the regulations were so amended as to provide that certificates of registration shall be issued only to a registering party or agency. In view of the provisions of articles 13 and 14, such an amendment would not have a restrictive effect. Full information on the registration of treaties and agreements would continue to be transmitted at monthly intervals to all Members.

(3) *Point I (iii) above*: Similarly, the Committee has reached the conclusion that economy would result if the Register were kept in English and French.

(4) *Point II (i) above*: The Committee has formed the opinion that, as regards the publication of annexes to treaties, economy in printing costs can best be achieved by means of consultations between the registering parties and the Secretary-General, a method which has already produced satisfactory results. In this connexion, the Committee observes that since a condition precedent to registration is that the complete text of the instrument shall be submitted, the omission from the *Treaty Series* of a part or the whole of an annex to a treaty or agreement could not be construed as affecting the validity of the registration.

(5) *Point II (ii) above*: The Committee further believes that appreciable savings are possible by dispensing with the publication of model texts, particularly in cases where the duplication of almost identical material is involved.

(6) *Point II (iii) above*: As regards the printing of the *Treaty Series* in Europe or other low-cost areas outside the United States, the Committee is of opinion that, in present circumstances, the resulting saving of more than 30 per cent is a consideration of first importance.

(7) *Points II (v), (vi)*: In its observations on the estimates for contractual printing (sections 25 and 26) in paragraphs 263 and 270 above, the Committee has drawn attention to the economies that are possible through a restriction of the free mailing list and the use of lower-quality paper and a smaller type-face. The total printing estimate for the Legal Department amounts to approximately \$117 000 (including \$48 000 for the *Treaty Series*), against which the offsetting revenue is estimated at no more than \$9 500. The Committee recommends that as regards the *Treaty Series*, every effort be made to reduce the free mailing list and the distribution within the Secretariat, which stood during 1949 at 555 copies and eighty-eight copies respectively. Reference is made elsewhere in the present report to the necessity for establishing a criterion for the guidance of the Secretariat in this matter.

C. COMPENSATION TO MEMBERS OF COMMISSIONS, COMMITTEES OR SIMILAR BODIES IN CASE OF INJURY OR DEATH

333. A system of reparation for death or injury affecting staff members and auxiliary personnel (military observers, radio operators, etc.) was offered by the Committee of Experts on Salary, Allowance and Leave Systems (A/C.5/331, paragraphs 129-147). The Secretary-General, in his report on the proposals of the Committee of Experts (A/C.5/331/Add. 1, paragraph 23) stated that he would follow the plan suggested, as a guide in dealing with compensation cases of staff members and auxiliary personnel.

334. As regards the possible extension of such a scheme to members of commissions, committees and similar bodies, the Advisory Committee has considered proposals submitted to it by the Secretary-General, on the basis of which it presents for the consideration of the General Assembly the recommendations set forth in paragraphs 336 to 343 below.

335. The procedures followed so far by the United Nations were developed individually, and some inconsistency necessarily came about. A survey of the various bodies at present in existence shows the following situation:

I. Political missions in the field

(a) *United Nations Conciliation Commission for Palestine*. The three members of this Commission are insured commercially against death and dismemberment, for \$50 000 each, under an accident policy which covers risks arising from service-incurred as well as non-service-incurred accidents.

(b) *United Nations Commission for India and Pakistan, United Nations Commission on Korea, United Nations Commission for Indonesia, and United Nations Special Committee on the Balkans*. No commercial insurance (except for air travel insurance) has been taken for Commission members, and at present no express responsibility has been assumed by the United Nations in case of injury or death of members of those Commissions.

(c) *United Nations Council for Libya and United Nations Commission for Eritrea*. Members of these bodies have been informed that the United Nations would assume liability for service-incurred injury, illness or death, using as a guide in the settlement of claims the plan prepared by the Committee of Experts on Salary, Allowance and Leave Systems. (The question has not yet been raised in connexion with the Advisory Council for Italian Somaliland.)

II. Economic and Social Council, commissions and committees thereof

(a) *Statutory meetings*. No provision is made for accident insurance of representatives attending meetings of the Economic and Social Council. Members of commissions, sub-commissions and committees, however, are covered during air travel up to \$15 000.

(b) *Technical assistance missions, missions of inquiry*. Technical assistance missions are assumed to be composed of Secretariat staff only (consultants and regular staff). Missions of inquiry are, however, in some instances composed of individuals elected by the Council who have the status of commission members (e.g., the Commission of Enquiry on the Coca Leaf). In this case, the United Nations has assumed responsibility for the payment of reparation in respect of service-incurred sickness or accident during the mission, though the Organization has not purchased commercial insurance to cover such liability.

III. Trusteeship Council; Trusteeship visiting missions

(a) *Statutory meetings*. No provision is made at present for accident insurance to cover members attending meetings of the Trusteeship Council and its *ad hoc* committees.

(b) *Visiting missions*. Taking into account that members of the visiting missions are expected to act in their individual capacity, the United Nations has expressly assumed liability for service-incurred sickness or accident.

IV. General Assembly committees and commissions

(a) *Advisory Committee on Administrative and Budgetary Questions; Committee on Contributions; International Law Commission*. No provision is made at present for accident insurance for members attending meetings of these committees and commissions. They are, however, covered when travelling by air, under the United Nations blanket air-policy, in the amount of \$15 000.

V. *Administrative committees*

(a) *Investments Committee; United Nations Staff Pension Committee and International Civil Service Advisory Board.* The members of these bodies are covered during air travel in the amount of \$15 000.

336. As will be seen from the above, no firm line has been established, since the practice has been to consider the question of United Nations responsibility for service-incurred injury or death only when it has been raised by members of commissions proceeding to areas which were considered dangerous. However, in view of the special character of the United Nations and the hazards to which certain categories of persons serving the Organization are exposed, it is suggested that the compensation plan be extended to all persons whose service to the Organization is recognized to the extent that they receive remuneration from the United Nations in the form of subsistence allowance. The mere payment of transportation expenses, however, would not be sufficient reason for inclusion in the United Nations compensation plan.

337. Under the suggested formula, the compensation provisions proposed in paragraph 342 below would be extended to the following categories of persons in accordance with the policy laid down under General Assembly resolution 231 (III) of 8 October 1948 with respect to the payment of travelling expenses and subsistence allowances:

(a) A rapporteur or chairman of a committee or sub-commission who is called upon to present in an expert capacity the report of a committee or sub-commission to a parent body.

(b) One member of a commission acting as its representative on a second commission or committee of the United Nations.

(c) One representative of any Member participating in a commission of inquiry or conciliation instituted by the General Assembly or by the Security Council (subject to the proviso that an exception to this rule may be permitted on the decision of the organ concerned that an alternate for each member is necessary), e.g., the Conciliation Commission for Palestine, the Special Committee on the Balkans, the Commission for India and Pakistan, the Commission on Korea, the Commission for Indonesia.

(d) Visiting missions of the Trusteeship Council.

(e) Other persons serving in a personal or expert capacity on bodies falling under the following categories established in appendix A, paragraph 1 of General Assembly resolution 231 (III):

(i) Advisory Committee on Administrative and Budgetary Questions, Committee on Contributions, Board of Auditors;

(ii) Sub-commissions of the Economic and Social Council on which the members serve in a personal capacity;

(iii) Advisory committees of an expert character, e.g., the Staff Pension Committee, International Civil

Service Advisory Board, Committee of Library Experts, etc.

In addition to the categories covered by General Assembly resolution 231 (III), the members or representatives on the following bodies would be entitled to compensation coverage:

(a) Members of the Council for Libya, one representative from each Government represented on the Advisory Council for Italian Somaliland, and one representative and one alternate from each Government represented on the Commission for Eritrea (General Assembly resolution 289 D (IV)).

(b) Members of the International Law Commission.

(c) Members of the United Nations Administrative Tribunal.

(d) Members of the Investments Committee.

(e) Any person serving in other United Nations bodies established or to be established who is not a member of the United Nations staff or auxiliary personnel, and who receives a subsistence allowance authorized by the General Assembly.

338. Once it is established that the members of commissions, committees and similar bodies should be protected against service-incurred injuries or death, there remains the problem of which indemnity system to apply.

339. Members of commissions, committees and similar bodies offer a singularly difficult group to be covered under a normal compensation scheme, such as the one to be applied to staff members and military observers. The main difficulty is that compensation schemes are normally based on the individual's salary at the time of accident or death, and the membership of commissions covers individuals in various professional groups, many of them receiving salaries out of proportion to those of a salaried employee.

340. Keeping in mind these problems, two possible alternatives may be considered:

(a) To accept the compensation scheme approved for staff members, at the same time establishing a ceiling for compensation, equivalent, say, to the salary of an Assistant Secretary-General; or

(b) To follow a practice that compensation to commission members or their beneficiaries will be paid out by the United Nations in a lump sum, as a final settlement of the claim for service-incurred disability or death.

341. It appears to the Advisory Committee that the second alternative is more practicable. The determination of actual salaries of individuals who do not work for the Organization may prove a difficult task, and administrative difficulties may so encumber the whole process of compensation that an undue delay in payment may occur. The payment of a lump sum in case of death, and proportionately smaller amounts for dismemberment, would present the great advantage of being a clear-cut procedure.

342. The Advisory Committee concurs in the proposal of the Secretary-General that the following plan

for dealing with service-incurred illness, injury or death of persons included in the categories specified in paragraph 337 above should be adopted:

(1) *Definition of "service-incurred disability". Eligibility for claims.*

(i) Compensation in accordance with the provisions of this chapter shall be paid with regard to every commission member who suffers death, injury or other disability arising out of or in the course of performing official duties on behalf of the United Nations without regard to fault as a cause of such death, injury or other disability, except that no compensation shall be paid when such death, injury or other disability has been solely occasioned by the wilful intention of any such commission member to bring about the death, injury or other disability of any such member or of any other person;

(ii) Without restricting the generality of section (i), death, injury or other disability shall be deemed to have arisen out of or in the course of performing official duties on behalf of the United Nations in the absence of any wilful intent when:

(a) The death, injury or other disability resulted as a natural incident of performing official duties on behalf of the United Nations; or

(b) The death, injury or other disability occurred without reference to performing official duties on behalf of the United Nations in any area which the Secretary-General has declared to be a danger area as a direct result of any special hazards in any such danger area; or

(c) The death, injury or other disability occurred without reference to performing official duties on behalf of the United Nations while and as a direct result of travelling by means of transportation furnished by or at the expense of the United Nations.

(2) *Per diem*

In case of injury or sickness involving hospitalization, the commission member will be paid one-third of

the regular *per diem*. Where hospitalization is not involved, the normal *per diem* will be paid in full.

(3) *Medical assistance and hospitalization*

All reasonable costs resulting from service-incurred sickness or accidents (such as medical, hospitalization and related expenses) shall be borne by the United Nations from the date of the accident or sickness until recovery or establishment of disability.

(4) *Disability*

(i) *Determination.* Disability (degree and duration) will be determined by a medical board appointed by the Secretary-General;

(ii) *Benefits.* Following the determination of disability, a lump-sum payment will be made to the commission member, in accordance with a scale to be worked out by the Secretary-General in consultation with the Advisory Committee on Administrative and Budgetary Questions.

(5) *Death*

(i) *Funeral and related expenses.* The United Nations will pay reasonable expenses in connexion with preparing the remains and, where necessary, expenses of transportation home;

(ii) *Compensation to dependants.* A lump-sum payment in the amount of \$25 000 will be paid.

(6) *Payment of indemnities*

The payment of indemnities provided in this scheme will be made regardless of any payments due to the commission member by any insurance scheme to which the United Nations does not contribute.

343. The Advisory Committee recommends that, if the above scheme is adopted by the General Assembly, the necessary expenditure for cases as they arise should be a charge to the regular annual budget of the United Nations.

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