

**UNITED**



**NATIONS**

**ADVISORY COMMITTEE ON ADMINISTRATIVE  
AND BUDGETARY QUESTIONS**

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**SECOND REPORT TO THE  
ELEVENTH SESSION  
OF THE GENERAL ASSEMBLY**

**GENERAL ASSEMBLY**

**OFFICIAL RECORDS : ELEVENTH SESSION**

**SUPPLEMENT No. 7 (A/3160)**

**NEW YORK, 1956**

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## NOTE

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

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<sup>a</sup> See also paragraphs 111 to 126.

## FOREWORD

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

The members of the Committee are:

Mr. Thanassis Aghnides (*Chairman*);  
Mr. Rafik Asha;  
Mr. Carlos Blanco;  
Mr. E. Carrizosa;  
Mr. I. V. Chechetkin;  
Mr. Arthur H. Clough;  
Mr. John E. Fobes;  
Mr. André Ganem;  
Mr. T. J. Natarajan.

Since the last session of the General Assembly, the Advisory Committee has held two sessions. The first, which was held from 12 April to 18 May 1956 at Geneva and Paris, was devoted to three principal items:

- (a) Administrative and budgetary co-ordination between the United Nations and the International Labour Organisation;
- (b) Administrative and budgetary co-ordination between the United Nations and the United Nations Educational, Scientific and Cultural Organization;
- (c) Examination of the 1957 budget estimates of the European Office of the United Nations.

The observations of the Advisory Committee on items (a) and (b) are included in separate reports (A/3142 and A/3166) which make particular reference to the Expanded Programme of Technical Assistance.

During the second session, which was held at Headquarters from 12 June to 28 July 1956, the Advisory Committee considered the following, among other items:

- (a) The budget estimates of the United Nations for 1957;
- (b) The audit reports on the 1955 accounts of the United Nations, the United Nations Children's Fund (UNICEF), and the United Nations Refugee Fund;
- (c) The system of allowances to members of commissions, committees and other subsidiary bodies of the General Assembly or other organs of the United Nations.

The observations of the Committee on item (a) are contained in the present report, while items (b) and (c) are the subject of separate submissions (see documents A/3161, 3162, 3163 and 3164).

The Secretary-General and his associates have greatly facilitated the Advisory Committee's task by their willing co-operation and continuous assistance. For this the Committee returns warm thanks.

The Advisory Committee is also indebted to the retiring Chairman of the Board of Auditors, Mr. Watson Sellar. For more than ten years he has given valuable counsel both to the Committee and to the General Assembly. The Committee wishes to record its deep appreciation of the services which he has rendered to the United Nations. These have been of the highest order.

Because of the inquiries held at Geneva and Paris in consultation with the Directors-General of the ILO and UNESCO, the work of the Advisory Committee has been heavier than in previous years. But notwithstanding this additional burden, the Committee was able to complete its programme of work within relatively narrow time-limits, thanks to the admirable devotion to duty and competence of its Secretary, Deputy Secretary and staff, to whom it gives me pleasure to pay high tribute.

Th. AGHNIDES  
*Chairman*

28 July 1956

# REPORT TO THE GENERAL ASSEMBLY ON THE BUDGET ESTIMATES FOR 1957 AND THE WORKING CAPITAL FUND

## CHAPTER I

### APPRAISAL OF THE BUDGET ESTIMATES FOR 1957

#### APPRAISAL OF THE ESTIMATES

1. For the year 1957 the Secretary-General proposes (A/3126)<sup>1</sup> a budget of \$48,250,700 on a gross basis.<sup>2</sup> Miscellaneous income is estimated at \$2,146,060, leaving a net total of \$45,104,640.

2. The 1957 budgets of eight specialized agencies<sup>3</sup>

<sup>1</sup> *Official Records of the General Assembly, Eleventh Session, Supplement No. 5.*

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

<sup>3</sup> ILO, FAO, UNESCO, ICAO, UPU, WHO, ITU, WMO.

will be the subject of a separate report to be submitted by the Advisory Committee to the General Assembly during November 1956. The total of those budgets, as approved or proposed, amounts to \$42,166,948 making, with the figure submitted by the Secretary-General of the United Nations, an aggregate of \$90,417,648 which States members of the nine organizations will be asked to appropriate in respect of 1957. Requirements, as estimated for that year, are compared in the following table with the 1956 appropriations and the actual expenses for each of the years 1952 to 1955.

	1952 Actual expenses \$	1953 Actual expenses \$	1954 Actual expenses \$	1955 Actual expenses \$	1956 Appropriations \$	1957 Appropriations or estimates \$	1957 increase or decrease by comparison with 1956 \$	Percentage increase or decrease by comparison with 1956
United Nations .....	50,270,153	49,292,522	48,510,009	50,089,808	48,566,350	48,250,700 <sup>a</sup>	(-315,650)	(-0.65)
International Labour Organi- sation <sup>b</sup> .....	6,389,539	6,509,775	6,754,878	7,041,474	7,487,729	7,716,708	228,979	3.06
Food and Agriculture Organi- zation .....	4,830,334	5,064,399	5,500,268	5,974,193	6,600,000 <sup>c</sup>	6,800,000 <sup>a</sup>	200,000	3.03
United Nations Educational, Scientific and Cultural Or- ganization <sup>d</sup> .....	8,726,107	7,972,937	9,019,408	9,150,533	10,786,477	10,690,581 <sup>a</sup>	(- 95,896)	(-0.89)
International Civil Aviation Organization .....	3,191,748	3,150,032	3,086,747	3,255,335	3,313,451	3,567,732	254,281	7.67
Universal Postal Union.....	416,978	435,413	432,702	429,328	486,599	660,664 <sup>a</sup>	174,065 <sup>e</sup>	35.77 <sup>e</sup>
World Health Organization <sup>f</sup>	7,938,850	8,112,605	8,134,514	9,275,300	10,203,084	10,700,000	496,916	4.87
International Telecommunica- tion Union .....	1,591,875	1,455,733	1,327,292	1,290,884	1,757,730	1,606,250 <sup>a</sup>	(-151,480)	(-8.62)
World Meteorological Organ- ization .....	179,259	271,911	326,922	394,653	399,026	425,013	25,987	6.51
Grand total	83,534,843	82,265,357	83,092,740	86,901,508	89,600,446	90,417,648	817,202	0.91

The following rates of exchange have been used in the above table: Canadian dollar at par; Swiss francs at Sw. frs. 4.33 = \$US 1.00 for 1952, Sw. fr. 4.28 = \$US 1.00 for subsequent years.

<sup>a</sup> Estimate only. For FAO, the estimate is based on a two-year programme and budget approved by the Conference in 1955.

<sup>b</sup> Figures for the years 1952 to 1955 include \$250,000 each year for the reorganized Working Capital Fund; credits from the original Fund totalling \$245,717 for each of these years have not been taken into account.

<sup>c</sup> Including \$50,000 to be carried forward to 1957 for 1957 Conference.

<sup>d</sup> Excluding undistributed reserve: 1956: \$531,735; 1957: \$560,132.

<sup>e</sup> The large increase is due to the provision for the Universal Postal Congress to be held in 1957 at Ottawa.

<sup>f</sup> Excluding undistributed reserve: 1956: \$1,871,060; 1957: \$2,565,420. For 1957, the World Health Assembly has also established a supplemental effective working budget of \$1,525,000, to be financed from the undistributed reserve, the amount of obligations to be limited to total assessments on presently "inactive" members who notify that they will resume active participation as from 1957.

3 As in other years, Member States are also expected to make voluntary contributions to various extra-budgetary programmes, including the Expanded Programme of Technical Assistance, the United Nations Refugee Fund, the United Nations Children's Fund, and the United Nations Relief and Works

Agency for Palestine Refugees in the Near East. For 1955,<sup>4</sup> contributions paid or pledged by Governments in respect of these four programmes amounted to a total of some \$69,282,000.

<sup>4</sup> Except in the case of UNRWA, where the period covered is from 1 July 1955 to 30 June 1956.

4. As regards the United Nations, the Board of Auditors has certified a balance on 1955 appropriations of \$138,192 and, in accordance with financial regula-

tion 5.2, there will be available for credit against the 1957 assessments on Members the sum of \$556,308 comprising the following items:

	1957 \$	Corresponding figures on 1956 assessments \$
Savings in 1955 in liquidating prior years' obligations (\$274,093 less \$221,028 applied against 1956 contributions)	53,065	105,533
Excess of miscellaneous income credited for 1955 over the approved estimate	365,051	104,218
Savings on 1955 appropriations	138,192	18,971
TOTAL	556,308	228,722

5. The above (1957) total of \$556,308 will be increased by \$260,000 to \$816,308 in the event that the General Assembly approves at its forthcoming session the recommendation of the Committee on Contributions (A/3121, paragraph 21)<sup>5</sup> concerning the assessment of sixteen new Members for the year 1955.

<sup>5</sup> Official Records of the General Assembly, Eleventh Session, Supplement No. 10.

6. The following table shows the basis of assessment of Members (a) for the year 1957, in the light of the Secretary-General's initial budget presentation (A/3126); and (b) for the year 1956, as approved by the General Assembly:

COMPARATIVE TABLE OF ASSESSMENTS

	1957 \$	1956 \$
<b>EXPENDITURE</b>		
1957 Budget estimates, as submitted by the Secretary-General (A/3126)	48,250,700	
1956 Approved budget		48,566,350
1955 Supplementary estimates		3,264,200
1957 Revised estimates—increase	.. <sup>a</sup>	
1956 Supplementary estimates		.. <sup>a</sup>
TOTAL	48,250,700	51,830,550 <sup>b</sup>
<b>CREDITS</b>		
Miscellaneous income (1957), as estimated by the Secretary-General	2,146,060	
Other credits	816,308	2,962,368
Miscellaneous income (1956)	3,050,800	
Other credits	449,750	3,500,550
Net amount assessable	45,288,332 <sup>c</sup>	48,330,000

<sup>a</sup> Tentative forecasts of these items are explained in paragraphs 8 to 11 below.

<sup>b</sup> Includes special provision of \$961,000 for the Atomic Energy Conference as well as certain direct costs (\$720,000) in respect of revenue-producing activities; there are no similar provisions in the figure shown for 1957.

<sup>c</sup> Individual assessments of Members based on this figure will be further reduced by their credits in the Tax Equalization Fund (see paragraphs 35 and 36 below), and by the credits resulting from the 1956 contributions of new Members.

7. A comparison between the 1956 appropriations and the 1957 estimates as submitted by the Secretary-General is given in the table below:

COMPARATIVE TABLE OF 1956 APPROPRIATIONS AND 1957 ESTIMATES

Budget parts	1957	1956	1957 increase or decrease by comparison with 1956
	\$	\$	\$
I. Sessions of the General Assembly, the Councils, Commissions and Committees	833,300	681,400	151,900
II. Special missions and related activities	2,393,700	2,576,050	(—182,350)
III. Headquarters, New York	28,462,800	28,611,200	(—148,400)
IV. European Office of the United Nations	5,746,200	5,683,700	62,500
V. Information centres	1,213,500	940,000	273,500
VI. Secretariats of the regional economic commissions (other than the Economic Commission for Europe)	2,688,500	2,213,300	475,200
VII. Representation and hospitality expenses	70,000	70,000	—
VIII. Contractual printing	1,373,900	1,391,900	(— 18,000)
IX. Technical programmes	2,061,100	2,061,100	—
X. Special expenses	2,649,500	2,649,500	—
XI. Joint Staff Pension Board and United Nations Staff Pension Committee	133,600	107,200	26,400
XII. The International Court of Justice	624,600	620,000	4,600
XIII. International Conference on the Peaceful Uses of Atomic Energy	—	961,000	(—961,000)
TOTAL	48,250,700 <sup>a</sup>	48,566,350 <sup>b</sup>	(—315,650) <sup>c</sup>

<sup>a</sup> The 1957 figure will be increased by revisions in the estimates, tentatively estimated at \$865,000, and eventually by supplementary estimates during 1957.

<sup>b</sup> The 1956 figure will be increased by the amount of the 1956 supplementary estimates, tentatively estimated at \$1,545,000.

<sup>c</sup> If, however, the 1956 provision, to a total amount of \$1,681,000, for the International Conference on the Peaceful Uses of Atomic Energy and for revenue-producing activities is excluded from the comparison, the 1957 estimates exceed the total appropriated for 1956 by \$1,365,350.

8. As regards the table appended to paragraph 6 above, the figures of net amounts assessable for the two years are not strictly comparable, as it is already known that supplementary provision to a large amount will be required in respect both of 1956 and 1957. Such provision will swell the 1957 assessment figure of \$45,288,332.

9. In paragraphs 31 and 32 of his budget foreword, the Secretary-General refers to the supplementary estimates for 1956 and to anticipated revisions in the 1957 estimates as presented in document A/3126, and indicates that requirements for these two items might be tentatively estimated at about \$2,400,000.

10. During July 1956 the Advisory Committee has studied a revised list of the possible additional requirements referred to in the preceding paragraph. It is clear that such a list, containing items on which legislative organs have still to take decisions, can constitute no more than a tentative appraisal, necessarily based on a number of assumptions. But, with this reservation, it may be useful to Members to note that, in the opinion of the Secretary-General, the best estimates which it was possible to make on 24 July 1956 were the following: (a) Increase as a result of revised estimates for 1957: \$865,000;<sup>6</sup> (b) Supplementary estimates for 1956: \$1,545,000.

11. Were the above tentative estimates to be approved at the figures indicated, the gross total of the 1957 budget estimates would be increased to

\$49,115,700, while the net amount assessable in respect of 1957, with the addition of the (tentative) supplementary provision for 1956, would reach a total of \$47,698,332 as compared with an actual assessment for 1956 of \$48,330,000.

12. On a comparison of the 1957 estimates with the 1956 appropriations, it will be seen from the table appended to paragraph 7 that the largest single difference is due to the inclusion in the 1956 budget of \$961,000 for the International Conference on the Peaceful Uses of Atomic Energy. A further point, not immediately apparent in that table, is that, as regards the 1957 estimates, certain direct costs of the revenue-producing activities of the United Nations (amounting in 1956 to approximately \$720,000) have been removed from the regular budget sections and presented separately in part D of the budget document, as direct charges against the income accruing from those activities. If allowance is made for these two factors, and if the tentative figures indicated in paragraph 10 above for the 1956 supplementary estimates and the 1957 revised estimates are taken into account, the 1957 estimates would be some \$685,000 higher than the 1956 budget. In addition, the possibility of further expenses in 1957 cannot be excluded.

13. Other major differences between the two years reflect a number of factors some of which are related to shifting emphases or to a growth in programmes. Two areas in which these specific factors come into play are considered in paragraphs 15 to 23 below.

14. The admission to the United Nations of an appreciable number of new Members has an impact on

<sup>6</sup> Excluding the impact on the estimates of recommendations to be made by the Salary Review Committee.



the 1957 budget at several points. While this enlargement of the membership will inevitably call for increased expenditures as the new Members move progressively towards a full participation in the life of the Organization, the repeated requests of Governments for a stabilization of over-all costs will also necessitate a further rigorous examination of priorities with a view to the deferment of those projects which are no longer of the highest importance.

#### ECONOMIC AND SOCIAL ACTIVITIES

15. A major characteristic that is reflected in the 1957 budget estimates is the increasing attention which the Economic and Social Council and the regional economic commissions—and indeed the General Assembly itself—have devoted to problems connected with the economic development of under-developed areas. Progress has been made, over the past ten years, in giving effect to the determination expressed in the Preamble of the Charter “to employ international machinery for the promotion of the economic and social advancement of all peoples”, and the efforts of the United Nations in this regard have been directed increasingly during the last two or three years to specific problems related to economic and social development. This has resulted in a gradual expansion of the work programmes in this field and of the cost of implementing them, and has engaged the attention of the Department of Economic and Social Affairs equally with that of the Technical Assistance Administration.

16. To an even greater degree does this emphasis mark the work programmes developed by the regional economic commissions. For some considerable time, the resources of those commissions, and in particular of the Commissions for Asia and the Far East and for Latin America, have been heavily engaged in activities of value to less-developed countries and in providing appropriate support to the programmes of technical assistance. The result has been a progressive expansion in the work of the regional commissions.

17. This expansion in programmes generally, and in the activities in the regions in particular, raises a number of considerations: first, given the increasingly practical and operational character of the Organization's efforts, a certain shift of emphasis to the regions is inevitable. The central, resultant problem has already been stated,<sup>7</sup> namely, the appropriate measure of regional autonomy consistent, on the one hand, with a unified United Nations policy and, on the other, with the increasing emphasis on the provision of direct assistance in the solution of problems affecting the development of the economically under-developed countries. The method of meeting this central problem will be determined largely by the working relationships that are evolved and by the management arrangements whereby they are regulated. It should, however, be stressed that any expansion of activities in the regions must be accompanied by appropriate economies in the work at Headquarters.

18. Second, it is important that, whatever be the division of responsibilities, the over-all responsibilities of the Economic and Social Council for United Nations activities in these fields should be directed to ensuring a balance of emphasis among the several aspects of the programmes in all regions. It is equally important that

there should be a strict application of priorities, that these should be subjected to periodic review, and that there should be a determined attempt at avoiding the duplication or overlapping of efforts within the Organization as well as among the several members of the United Nations system.

19. A third consideration is related to the pace appropriate to the expansion of regional activities. This will be governed not only by over-all budgetary factors, but also by (a) the extent to which countries in a given region can usefully avail themselves of new programmes; and (b) the question whether it is administratively feasible smoothly to undertake a rapid expansion.

20. A related question concerns a similar shifting of emphasis in the complementary field of social services and social welfare. Although attention has hitherto been given principally to economic development, the Secretary-General's estimates reflect a growing awareness of the importance of achieving solutions of the accompanying social problems.

21. As regards the organization of the Technical Assistance Administration, the 1957 estimates show no change in the existing situation, under which that Administration is maintained as a separate department. While the Secretary-General informed the Fifth Committee during the tenth (1955) session of the General Assembly that, on balance, the continuation for the time being of these arrangements probably offered advantage, the Advisory Committee trusts that the matter will be kept under review.

#### PUBLIC INFORMATION ACTIVITIES

22. The volume of expenditure incurred by the United Nations for public information activities has been the subject of continuing consideration during the past ten years. There can be no question of the importance of disseminating information on the activities of the Organization among the peoples of the world, on whose informed support depends the success of its efforts. At issue is the proportion of total resources to be allotted to this purpose, in relation to the balance that is desirable between the function of public information and the substantive work of the Organization. The importance of this point is emphasized by the fact that the details of the work programmes and priorities in this field are determined at the Secretariat level subject only to broad policy directives by the General Assembly. For this reason, the Advisory Committee remains of the view that the most suitable method of regulating the scope and extent of these activities is through the instrumentality of the total money provision entered for this purpose in the budget. Consequently, it is mainly to this point that the Committee's comments under sections 10 and 20 of the 1957 budget are addressed.

23. As in the case of economic and social work, the estimates for public information reflect a strengthening of the operations at points away from Headquarters, due in part to the admission of new Members. The considerations set forth in paragraph 17 above concerning the necessity for regional activities (including the appropriate relationship to Headquarters) to be carefully regulated apply with at least equal force to the field of information. Indeed, the information centres, being outposts of the Department, must obviously be subject to complete control on the part of Headquarters and their work calls for careful review at regular in-

<sup>7</sup> *Official Records of the General Assembly, Tenth Session, Annexes*, agenda items 47 and 38, document A/3050, paragraph 7.

tervals. This point is developed in paragraph 124 below in connexion with the Committee's detailed consideration of the estimates.

#### ADMINISTRATIVE AND FINANCIAL SERVICES

24. Under the plan of organization of the Secretariat which was approved by the General Assembly in resolution 784 (VIII) of 9 December 1953, responsibility for administration and, in particular, for the co-ordination of the duties of the various units that make up the administrative part of the Secretariat was retained personally by the Secretary-General, on an experimental basis. In view, however, of the increase in the burdens of his office that has occurred in the interval, the Secretary-General may wish to consider whether there is not a case for his being assisted by a single official of the highest rank in charge of administrative and financial affairs.

#### PERSONNEL POLICY

25. During the past year the personnel policy of the United Nations has come under very active consideration. For example, a review of the conditions of service of staff members is now being undertaken by an *ad hoc* committee of the General Assembly. In addition, a report which the Secretary-General will present to the Assembly at its twelfth (1957) session will cover other aspects of personnel policy, including the question of the geographical distribution of staff.

26. Pending action by the General Assembly on the findings of the *ad hoc* committee referred to in the preceding paragraph, the salary costs entered in the 1957 estimates are based on existing scales and include, in respect of Headquarters, a cost-of-living adjustment at the increased rate of 10 per cent which was authorized by resolution 976 (X) of 15 December 1955 as an interim measure for the year 1956.

#### CONFERENCES AND MEETINGS

27. A four-year pattern of conferences was adopted by the General Assembly in resolution 694 (VII) of 20 December 1952 with a view to a rational and economic distribution of meetings between Headquarters and Geneva and the proper utilization of staff and conference facilities. It expires at the end of the year 1957. The decisions embodied in that resolution have served a useful purpose, and the Assembly may wish to adopt a similar plan, modified as necessary by experience, to cover a subsequent period beginning on 1 January 1958. The current pattern was decided on the basis of detailed studies made by the Secretary-General (A/2243)<sup>8</sup> under the terms of General Assembly resolution 534 (VI) of 4 February 1952 and by an *ad hoc* Special Committee (A/2323)<sup>9</sup> set up by

resolution 698 (VII) of 25 November 1952. During its forthcoming session, the Assembly may wish to request the Secretary-General to prepare, and submit at the twelfth session, proposals for a similar plan to cover the subsequent period.

28. The experience gained with the existing programme suggests at least two points for consideration. The first concerns the meetings of various *ad hoc* bodies that may be set up by the General Assembly or other organs of the United Nations. The programme approved by resolution 694 (VII) did not expressly provide any directives regarding such meetings, with the result that difficulty has frequently arisen concerning the administrative and financial implications of holding meetings of *ad hoc* bodies away from Headquarters. The Advisory Committee suggests that any future programme should define the precise circumstances in which meetings of *ad hoc* bodies may be held away from Headquarters.

29. A no less important question concerns the frequency and place of meeting of various subsidiary bodies, including commodity conferences. The noticeable increase in recent years in the number of conferences and meetings of all kinds has placed an undue strain on the services and facilities of the Secretariat. The large volume of requests which the Advisory Committee has received for its concurrence, under the terms of the annual resolution relating to unforeseen and extraordinary expenses, in additional expenditures for meetings—many of which are to be held away from Headquarters—accentuates the need for the General Assembly to decide:

- (a) On machinery for regulating the frequency and *venue* of such sessions; and
- (b) On the method of financing them.

30. In past years the Advisory Committee has repeatedly alluded to the importance of avoiding an excessive number of conferences and of limiting the duration of sessions. These are matters to which the General Assembly itself has given close attention. Therefore, while not suggesting that any essential meetings should be dispensed with, the Committee believes that, in the light of ten years' experience, the Assembly might with advantage lay down certain guiding principles so that servicing arrangements could be made on a rational and economical basis. It is equally desirable that such principles should be consistent both with the character of the budget as an instrument of financial control and with the financial prerogatives of the Assembly.

#### ESTABLISHED POSTS

31. The following table shows, by department (or other organizational unit) and category, the total number of established posts at Headquarters and other offices of the United Nations authorized for 1955 and 1956, and proposed by the Secretary-General for 1957.

<sup>8</sup> *Official Records of the General Assembly, Seventh Session, Annexes, agenda item 20(b).*

<sup>9</sup> *Ibid.*

ESTABLISHED POSTS: DISTRIBUTION BY CATEGORIES, 1955, 1956, 1957  
(excluding the International Court of Justice and the Technical Assistance Administration)

	1955			1956			1957		
	D <sup>a</sup>	P <sup>a</sup>	G <sup>a</sup>	D	F	G	D	P	G
Offices of the Secretary-General	20	111	138	19	104	131	19	105	137
Offices of Under-Secretaries without Department	2	2	3	3	5	7	4	4	7
Department of Political and Security Council Affairs	8	42	28	8	33	21	9	32	21
Secretariat of the Military Staff Committee	—	8	7	—	8	7	—	8	7
Department of Economic and Social Affairs	18	262	177	17	234	161	19	232	163
Department of Trusteeship and Information from Non-Self-Governing Territories	5	64	35	5	54	31	5	57	33
Department of Public Information <sup>b</sup>	9	128	107	9	121	102	9	113	100
Department of Conference Services	6	447	466	6	442	466	6	440	468
Library	1	34	50	1	34	49	1	34	49
Office of General Services	5	45	409	5	45	403	4	42	403
Joint Staff Pension Board and United Nations Staff Pension Committee	1	2	5	1	2	5	1	2	6
Visitors' Service	—	5	30	—	6	25	—	5	23
United Nations Postal Administration	—	2	19	—	2	22	—	2	24
Sales and Circulation Section	—	4	18	—	4	18	—	4	18
United Nations Office at Geneva	13	194	459	13	205	454	13	206	454
Office of the United Nations High Commissioner for Refugees	4	41	62	4	41	62	4	42	62
Information Centres	4	34	36	4	34	39	4	45	54
Secretariats of ECAFE and ECLA	7	112	192	7	112	192	11	139	218
Social Affairs Units <sup>c</sup>	—	—	—	—	4	—	—	15	9
United Nations Field Service <sup>d</sup>	—	—	119	—	—	129	—	—	161
<b>TOTAL</b>	<b>103</b>	<b>1,537</b>	<b>2,360</b>	<b>102</b>	<b>1,490</b>	<b>2,324</b>	<b>109</b>	<b>1,527</b>	<b>2,417</b>

<sup>a</sup> The following abbreviations are used: D = category of Under-Secretary (and equivalent posts), Director and Principal Officer; P = Professional category; G = General Service category.

<sup>b</sup> The establishment of 272 posts authorized for 1955 included 6 posts (1 Professional and 5 General Service) which were transferred during that year to the Visitors' Service, and 22 posts (4 Professional and 18 General Service) for the Sales and

Circulation Section. For purposes of comparison with 1956 and 1957, the posts in question have been entered in the 1955 column respectively against the Visitors' Service and the Sales and Circulation Section.

<sup>c</sup> Includes posts shown in the Middle East Unit of section 8, Department of Economic Affairs.

<sup>d</sup> The posts are in the Field Service category.

#### FORM OF THE BUDGET

32. In his budget foreword, the Secretary-General rightly points out that the proposals for a change in the form of the budget which were before the General Assembly at its last session call for a careful and unhurried study. The Advisory Committee has not found it possible to complete its consideration of every aspect of this important item. It intends, however, to submit, in advance of the forthcoming Assembly session, a report which will also cover the statement of his further views which the Secretary-General will present.

33. Meanwhile, with one exception, the 1957 estimates show little change of form from earlier years. In the case of the revenue-producing activities, the new budgetary treatment consists of charging against the revenue which those activities yield identifiable direct expenses that were previously borne on the budget. The details of the revised procedure are set out in paragraphs 292 and 293.

#### WORK OF THE SECRETARIAT

34. The attention of the Advisory Committee of necessity is directed largely to the monetary provisions of the budget. But the Committee naturally has an equal interest both in the work and the organization of the Secretariat, on whose quality the outcome of programmes included in the budget largely depends.

The Committee is glad to note that a measure of stability has been achieved in the staffing of the Headquarters departments, that there is a progressively more flexible use of staff and that, in general, the work of the Secretariat shows a further improvement.

#### TAX EQUALIZATION FUND

35. The position in respect of the Tax Equalization Fund established by General Assembly resolution 973 A (X) of 15 December 1955 is as follows:

	1957 \$	1956 \$
Credits derived from staff assessment..	4,675,000	4,361,900 <sup>a</sup>
Transfer from the Working Capital Fund .....	500,000	500,000
<b>TOTAL</b>	<b>5,175,000</b>	<b>4,861,900</b>

<sup>a</sup> \$200,000 of the income from staff assessment was transferred on 1 January 1956 to the Special Indemnity Fund established in accordance with General Assembly resolution 883 C (IX) of 17 December 1954.

36. The above (1957) total of \$5,175,000 will be available for credit to Members according to the procedure laid down in General Assembly resolution 973 A (X). The proportion credited to each Member will be set off against its contribution after deduction of the amount, if any, required by way of double-taxation

relief in respect of national income taxes levied on staff members by the Member concerned.

#### APPROPRIATION RESOLUTION

37. The comparative table preceding the draft appropriation resolution shows, in respect of each part and section of the 1957 budget estimates, the appropriations which the Advisory Committee recommends to a total amount of \$47,896,100 and, for comparison, the figures proposed by the Secretary-General. A text of a resolution to give effect to the Committee's recommendations is attached as appendix I to the present chapter. It includes, in paragraph 2, an estimate of miscellaneous income of \$2,167,310, or \$21,250 more than that submitted by the Secretary-General, the increase being explained in paragraphs 303 and 305 below. The Committee also recommends that, in view of the change in the budgetary treatment of the revenue-producing activities, a specific authorization to the Secretary-General in respect thereof should form part of the appropriation resolution (appendix I, paragraph 5).

#### WORKING CAPITAL FUND

38. The Secretary-General proposes that the Working Capital Fund should be maintained for the financial

year 1957 at the figure of \$20 million authorized for 1956. While concurring in this proposal, the Advisory Committee has taken note of paragraph 28 of the foreword to the 1957 estimates, in which the Secretary-General points out that the decline in the collection of current contributions during the first months of 1956<sup>10</sup> has had a serious effect on the cash position of the Organization, and in particular during the period May to July. The Secretary-General suggests that, unless a marked improvement in the position during the corresponding period of 1957 can reasonably be anticipated, the General Assembly may be obliged again to consider the question of the dates of payment of contributions in relation to the size of the Working Capital Fund.

39. The draft resolutions which the Advisory Committee recommends for the financial year 1957 in respect of (a) unforeseen and extraordinary expenses (appendix II); and (b) the Working Capital Fund (appendix III) are identical with those proposed by the Secretary-General.

<sup>10</sup>

	31 May 1955	31 May 1956
Current contributions paid.....	\$ 6.8 million	\$ 5.9 million
Outstanding balance of current contributions .....	\$32.2 million	\$38.6 million

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

	Secretary-General's budget estimates for 1957	Advisory Committee's recommendations	Decrease
	\$	\$	\$
<b>A. UNITED NATIONS</b>			
<b>PART I. Sessions of the General Assembly, the Councils, Commissions and Committees</b>			
<i>Section</i>			
1. The General Assembly, Commissions and Committees .....	531,850	531,850	—
2. The Security Council, Commissions and Committees .....	—	—	—
3. The Economic and Social Council, Commissions and Committees...	139,950	137,950	2,000
3a. Permanent Central Opium Board and Drug Supervisory Body....	30,000	29,400	600
3b. Regional economic commissions .....	81,500	77,500	4,000
4. The Trusteeship Council, Commissions and Committees .....	50,000	50,000	—
	833,300	826,700	6,600
<b>PART II. Special missions and related activities</b>			
<i>Section</i>			
5. Special missions and related activities .....	1,625,000	1,625,000	—
5a. United Nations Field Service .....	768,700	768,700	—
	2,393,700	2,393,700	—
<b>PART III. Headquarters, New York</b>			
<i>Section</i>			
6. Offices of the Secretary-General .....	2,138,400	2,127,400	11,000
6a. Office of Under-Secretaries without Department .....	214,400	214,400	—
7. Department of Political and Security Council Affairs .....	586,000	577,000	9,000
7a. Secretariat of the Military Staff Committee .....	112,000	112,000	—
8. Department of Economic and Social Affairs .....	3,317,300	3,342,600	(+25,300)
9. Department of Trusteeship and Information from Non-Self-Governing Territories .....	805,000	789,200	15,800
10. Department of Public Information .....	2,348,400	2,323,400	25,000

(Continued on next page)

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

	<i>Secretary- General's budget esti- mates for 1957</i>	<i>Advisory Committee's recommen- dations</i>	<i>Decrease</i>
	\$	\$	\$
<b>A. UNITED NATIONS (continued)</b>			
<b>PART III. Headquarters, New York (continued)</b>			
<i>Section</i>			
11. Department of Conference Services	6,564,600	6,543,000	21,600
11a. Library	514,400	514,400	—
12. Office of General Services	2,945,000	2,945,000	—
13. Temporary assistance and consultants	430,000	400,000	30,000
14. Travel of staff	1,045,000	1,015,000	30,000
15. Common staff costs	3,336,000	3,331,500	4,500
16. Common services	3,819,800	3,789,800	30,000
17. Permanent equipment	286,500	250,000	36,500
	28,462,800	28,274,700	188,100
<b>PART IV. European Office of the United Nations</b>			
<i>Section</i>			
18. United Nations Office at Geneva (excluding direct costs, chapter III, Joint secretariat of the Permanent Central Opium Board and the Drug Supervisory Body)	4,990,300	4,941,300	49,000 <sup>a</sup>
Chapter III, Joint secretariat of the Permanent Central Opium Board and the Drug Supervisory Body	68,700	68,700	—
19. Office of the United Nations High Commissioner for Refugees	687,200	685,000	2,200
	5,746,200	5,695,000	51,200
<b>PART V. Information centres</b>			
<i>Section</i>			
20. Information centres (other than the Geneva Information Service)	1,213,500	1,203,500	10,000
<b>PART VI. Secretariats of the regional economic commission (other than the Economic Commission for Europe)</b>			
<i>Section</i>			
21. Secretariat of the Economic Commission for Asia and the Far East	1,495,300	1,433,000	62,300
22. Secretariat of the Economic Commission for Latin America	1,193,200	1,164,400	28,800
	2,688,500	2,597,400	91,100
<b>PART VII. Representation and hospitality expenses</b>			
<i>Section</i>			
23. Special payments under annex I, paragraph 2 of the Staff Regulations	50,000	50,000	—
24. Hospitality	20,000	20,000	—
	70,000	70,000	—
<b>PART VIII. Contractual printing</b>			
<i>Section</i>			
25. Contractual printing (excluding chapter I, article (v), Permanent Central Opium Board and Drug Supervisory Body)	1,363,925	1,363,925	—
Chapter I, article (v), Permanent Central Opium Board and Drug Supervisory Body	9,975	9,975	—
	1,373,900	1,373,900	—

<sup>a</sup> A part of this reduction may be applied, at the Secretary-General's discretion, to chapter III of section 18.

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

	<i>Secretary- General's budget esti- mates for 1957</i>	<i>Advisory Committee's recommen- dations</i>	<i>Decrease</i>
	\$	\$	\$
A. UNITED NATIONS ( <i>continued</i> )			
PART IX. <i>Technical programmes</i>			
<i>Section</i>			
26. Technical Assistance Administration.....	386,700	386,700	—
27. Economic development .....	479,400	479,400	—
28. Social activities .....	1,000,000	1,000,000	—
28a. Human rights activities .....	50,000	50,000	—
29. Public administration .....	145,000	145,000	—
	2,061,100	2,061,100	—
PART X. <i>Special expenses</i>			
<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.....	2,000,000	2,000,000	—
	2,649,500	2,649,500	—
PART XI. <i>Joint Staff Pension Board and United Nations Staff Pension Committee</i>			
<i>Section</i>			
32. Joint Staff Pension Board and United Nations Staff Pension Committee .....	133,600	133,600	—
B. THE INTERNATIONAL COURT OF JUSTICE			
PART XII. <i>The International Court of Justice</i>			
<i>Section</i>			
33. The International Court of Justice.....	624,600	617,000	7,600
Recapitulation:			
Secretary-General's estimates.....			\$48,250,700
Advisory Committee's recommendations.....			\$47,896,100
Total reduction recommended by the Advisory Committee			\$ 354,600

## APPENDIX I

**Draft appropriation resolution for the financial year 1957 (submitted by the Advisory Committee)***The General Assembly**Resolves that for the financial year 1957:*

1. Appropriations totalling \$US 47,896,100 are hereby voted for the following purposes:

## A. UNITED NATIONS

PART I. *Sessions of the General Assembly, the Councils, Commissions and Committees*

<i>Section</i>	<i>Amount in US dollars</i>
1. The General Assembly, Commissions and Committees . . . . .	531,850
2. The Security Council, Commissions and Committees . . . . .	—
3. The Economic and Social Council, Commissions and Committees . . . . .	137,950
3a. Permanent Central Opium Board and Drug Supervisory Body . . . . .	29,400
3b. Regional economic commissions . . . . .	77,500
4. The Trusteeship Council, Commissions and Committees . . . . .	50,000
TOTAL, PART I	826,700

PART II. *Special missions and related activities*

5. Special missions and related activities . . . . .	1,625,000
5a. United Nations Field Service . . . . .	768,700
TOTAL, PART II	2,393,700

PART III. *Headquarters, New York*

<i>Section</i>	
6. Offices of the Secretary-General . . . . .	2,127,400
6a. Office of Under-Secretaries without Department . . . . .	214,400
7. Department of Political and Security Council Affairs . . . . .	577,000
7a. Secretariat of the Military Staff Committee . . . . .	112,000
8. Department of Economic and Social Affairs . . . . .	3,342,600
9. Department of Trusteeship and Information from Non-Self-Governing Territories . . . . .	789,200
10. Department of Public Information . . . . .	2,323,400
11. Department of Conference Services . . . . .	6,543,000
11a. Library . . . . .	514,400
12. Office of General Services . . . . .	2,945,000
13. Temporary assistance and consultants . . . . .	400,000
14. Travel of staff . . . . .	1,015,000
15. Common staff costs . . . . .	3,331,500
16. Common services . . . . .	3,789,800
17. Permanent equipment . . . . .	250,000
TOTAL, PART III	28,274,700

PART IV. *European Office of the United Nations*

<i>Section</i>	
18. United Nations Office at Geneva (excluding direct costs, chapter III, joint secretariat of the Permanent Central Opium Board and the Drug Supervisory Body) . . . . .	4,941,300
Chapter III. Joint secretariat of the Permanent Central Opium Board and the Drug Supervisory Body . . . . .	68,700
19. Office of the United Nations High Commissioner for Refugees . . . . .	685,000
TOTAL, PART IV	5,695,000

PART V. *Information centres*

<i>Section</i>	
20. Information centres (other than the Geneva Information Service) . . . . .	1,203,500
TOTAL, PART V	1,203,500
<i>Carried forward</i>	38,393,600

A. UNITED NATIONS (*continued*)

	<i>Amount in US dollars</i>
<i>Brought forward</i>	38,393,600
PART VI. <i>Secretariats of the regional economic commissions (other than the Economic Commission for Europe)</i>	
<i>Section</i>	
21. Secretariat of the Economic Commission for Asia and the Far East . . . . .	1,433,000
22. Secretariat of the Economic Commission for Latin America . . . . .	1,164,400
	<hr/>
TOTAL, PART VI	2,597,400
PART VII. <i>Representation and hospitality expenses</i>	
<i>Section</i>	
23. Special payments under annex I, paragraph 2 of the Staff Regulations . . . . .	50,000
24. Hospitality . . . . .	20,000
	<hr/>
TOTAL, PART VII	70,000
PART VIII. <i>Contractual printing</i>	
<i>Section</i>	
25. Contractual printing (excluding chapter I, article (v), Permanent Central Opium Board and the Drug Supervisory Body) . . . . .	1,363,925
Chapter I, article (v), Permanent Central Opium Board and the Drug Supervisory Body . . . . .	9,975
	<hr/>
TOTAL, PART VIII	1,373,900
PART IX. <i>Technical programmes</i>	
<i>Section</i>	
26. Technical Assistance Administration . . . . .	386,700
27. Economic development . . . . .	479,400
28. Social activities . . . . .	1,000,000
28a. Human rights activities . . . . .	50,000
29. Public administration . . . . .	145,000
	<hr/>
TOTAL, PART IX	2,061,100
PART X. <i>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 . . . . .	2,000,000
	<hr/>
TOTAL, PART X	2,649,500
PART XI. <i>Joint Staff Pension Board and United Nations Staff Pension Committee</i>	
<i>Section</i>	
32. Joint Staff Pension Board and United Nations Staff Pension Committee . . . . .	133,600
	<hr/>
TOTAL, PART XI	133,600
B. THE INTERNATIONAL COURT OF JUSTICE	
PART XII. <i>The International Court of Justice</i>	
<i>Section</i>	
33. The International Court of Justice . . . . .	617,000
	<hr/>
TOTAL, PART XII	617,000
	<hr/>
GRAND TOTAL	47,896,100



2. The appropriations voted by paragraph 1 shall be financed by contributions from Members after adjustment as provided by the Financial Regulations, subject to the provision of paragraph 1 of the resolution relating to the Working Capital Fund. For this purpose, miscellaneous income for the financial year 1957 is estimated at \$US 2,167,310.

3. The Secretary-General is authorized:

(i) To administer as a unit the following appropriations:

(a) Provisions under section 3a; section 18, chapter III; and section 25, chapter I, article (v);

(b) Provisions under section 10; section 18, chapter II; section 20 and section 25, chapter IV;

(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 13,000 is hereby appropriated from the income of the Library Endowment Fund for the purchase of books, periodicals, maps and library equipment and for such other expenses as are in accordance with the objects and provisions of the endowment.

5. The Secretary-General is authorized in accordance with the Financial Regulations to charge against the income derived from the sale of publications, the catering and related services, the United Nations Postal Administration, the Visitors' Service and the Gift Centre, the direct expenses of those activities. Income in excess of those expenses shall be treated as miscellaneous income under the terms of financial regulation 7.1 and paragraph 2 of the present resolution.

## APPENDIX II

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

#### *The General Assembly*

*Resolves* that, for the financial year 1957, the Secretary-General, with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions and subject to the Financial Regulations of the United Nations, is authorized to enter into commitments to meet unforeseen and extraordinary expenses, provided that the concurrence of the Advisory Committee shall not be necessary for:

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

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

(i) The designation of *ad hoc* judges (Statute, Article 31), not exceeding a total of \$24,000;

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

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

(c) Such commitments, not exceeding a total of \$12,000, as may be required in the event of the coming into force during 1957 of the Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in, and Use of Opium;

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

## APPENDIX III

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

#### *The General Assembly*

*Resolves* that:

1. The Working Capital Fund shall be established for the year ending 31 December 1957 at an amount of \$US 20 million to be derived from cash advances by Members in accordance with the provisions of paragraphs 2 and 3 of the present resolution;

2. Members shall make cash advances to the Working Capital Fund as required under paragraph 1 above in accordance with the scale adopted by the General Assembly for contributions of Members to the twelfth 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 1956, under General Assembly resolution 981 (X) of 16 December

1955, provided that, should such advance paid by any Member to the Working Capital Fund for the financial year 1956 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 twelfth 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 \$125,000, to continue the revolving fund to finance miscellaneous self-liquidating purchases and activities. Advances in excess of the total of \$125,000 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 \$1,500,000 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 \$500,000.

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

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

CHAPTER II

DETAILED RECOMMENDATIONS ON THE BUDGET ESTIMATES

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	531,850
Estimate recommended by the Advisory Committee	531,850
1955 (actual expense)	373,717
1956 (appropriation)	457,500

40. The provision of \$531,850 requested for section 1 during 1957 exceeds by \$74,000 the 1956 appropriation. Increases of \$71,000 under chapter I—the General Assembly session, which reflects added travel costs in respect of sixteen new Members, and of \$20,000 under Chapter V—the Board of Auditors, resulting from a change in the membership of the Board, are offset by a slight decrease in the estimate for Chapter IV—the International Law Commission, and by the omission of any provision for two subsidiary *ad hoc* bodies<sup>11</sup> which together accounted for \$15,500 of the 1956 appropriation. There is no change, as between the two years, in the remaining chapters of this section.

41. Chapters VII and VIII cover the requirements for 1957 of the Advisory Committee on the Peaceful Uses of Atomic Energy and the Scientific Committee on Radiation, which were established respectively by General Assembly resolutions 810 B (IX) of 4 December 1954 and 913 (X) of 3 December 1955. It is possible that the establishment of the International Atomic Energy Agency, if effected during 1957, might have a bearing on the expenditure estimated under these chapters.

42. Where chapter IV is concerned, the item of \$57,850 for travel and subsistence of members of the International Law Commission is subject to further review. In resolution 875 (IX) of 4 December 1954 the General Assembly decided that the special allowance of \$35 per day authorized for the members of the Commission should be continued until the end of 1956, pending consideration by the Assembly at its eleventh (1956) session of the application of a uniform system of allowances to all eligible bodies. In a separate report (A/3161) the Advisory Committee has recommended that such a system should be introduced. In addition, \$9,000 is included for the payment of honoraria in respect of reports to be prepared by the Chairman and/or special rapporteurs of the Commission. The amount of any one honorarium being limited to \$1,500, the estimate will fall to be reduced in the event that fewer than six such reports are requested for 1957.

43. Subject to the observations stated in paragraph 42 above, the Advisory Committee recommends an appropriation for section 1 of \$531,850, the figure proposed by the Secretary-General.

<sup>11</sup> *Ad Hoc* Commission on Prisoners of War; Salary Review Committee.

Section 2. The Security Council, Commissions and Committees

	\$
Estimate submitted by the Secretary-General	—
Estimate recommended by the Advisory Committee	—
1955 (actual expense)	88,645
1956 (appropriation)	—

44. Provision will be required under this section only if the Security Council or any of its subsidiary organs meets away from Headquarters during 1957. The 1955 expenses (\$88,645) were incurred for a session of the Sub-Committee of the Disarmament Commission which was held in London. Expenditure for a similar session also held in London during 1956 will be covered by a supplementary estimate.

45. The cost of printing the Official Records of the Security Council during 1957 is estimated, under section 25, chapter I (ii), at \$40,150.

Section 3. The Economic and Social Council, Commissions and Committees

	\$
Estimate submitted by the Secretary-General	139,950
Estimate recommended by the Advisory Committee	137,950
1955 (actual expense)	145,587
1956 (appropriation)	107,500

46. Compared with 1956, there is an increase of \$32,450 in the estimate for this section, due mainly to the fact that a larger number of subsidiary organs of the Council will meet during 1957. An addition to the estimate may be required for the expenses of such international commodity conferences as may be called in 1957.

47. \$35,750 is proposed under chapters I and IX for a Geneva session of five weeks' duration of the Economic and Social Council and to meet the additional expenses arising out of a Geneva meeting of one of the functional commissions. The estimate in chapter I for the Council session represents an increase of \$1,300 over the corresponding provision, also based on a five-week session, in the 1956 budget. Although the number of substantive staff members to be assigned to the Council session from Headquarters remains unchanged at twenty-five, the Advisory Committee suggests that the increase in travel fares could be offset if, through a careful planning of the agenda, the period during which Headquarters staff remain on duty at Geneva in connexion with particular items were held to a minimum. A similar consideration applies also to the estimates under chapter IX, which may be affected by the Council's decision at its current twenty-second session as to which of the functional commissions shall meet at Geneva in 1957.

48. As regards the estimate of \$8,400 under chapter X for the Interim Co-ordinating Committee for Inter-

national Commodity Arrangements, the Advisory Committee understands that the establishment of the Commission on International Commodity Trade has not had any appreciable effect on the programme of meetings and work of the Interim Committee. For 1957, two sessions, the one at Headquarters and the other at Geneva, of the Interim Committee are planned; in the past, the Committee has met once annually, except that a second session for 1956 has been arranged, the related costs to be met as an unforeseen expense, with the concurrence of the Advisory Committee.

49. In the light of the observations in paragraph 47 above, the Advisory Committee recommends an appropriation for section 3 of \$137,950, representing a reduction of \$2,000 in the estimate submitted by the Secretary-General.

*Analysis of reductions recommended*

Section 3. Global reduction..... \$2,000

*Section 3a. Permanent Central Opium Board and Drug Supervisory Body*

	\$
Estimate submitted by the Secretary-General	30,000
Estimate recommended by the Advisory Committee	29,400
1955 (actual expense)	24,671
1956 (appropriation)	29,400

50. Under this section are estimated the costs of holding sessions of the Permanent Central Opium Board and the Drug Supervisory Body. The provision of \$30,000 proposed for 1957 includes \$4,800 in respect of honoraria payable, in accordance with General Assembly resolution 875 C (IX) of 4 December 1954, to the members of the two bodies.

51. In view of the fact that in the past expenditure has consistently fallen short of the sum authorized, it seems reasonable to recommend an appropriation at the 1956 figure of \$29,400, or a reduction of \$600 in the Secretary-General's estimate.

*Analysis of reductions recommended*

Section 3a. Permanent Central Opium Board and Drug Supervisory Body ..... \$600

*Section 3b. Regional economic commissions*

	\$
Estimate submitted by the Secretary-General	81,500
Estimate recommended by the Advisory Committee	77,500
1955 (actual expense)	101,812
1956 (appropriation)	37,000

52. The estimate submitted by the Secretary-General under section 3b is \$44,500 higher than the 1956 appropriation, but \$20,000 below the 1955 expenditure. Two main factors account for the yearly variations in this section: (i) in some years the annual session of the Economic Commission for Asia and the Far East is held at the seat of the Commission at Bangkok without any direct expenditure, whereas in other years appreciable direct costs result from the holding of the session away from Headquarters; and (ii) the Economic Commission for Latin America holds a full-scale session every second year, the cost varying with the place of meeting.

53. Provision to an amount of \$65,000 is made in chapter III for a full-scale session of ECLA to be held

in 1957 at La Paz. This figure is some \$5,000 higher than the cost of the 1955 session at Bogotá. It is proposed to assign eighty-three staff members to the 1957 session from New York, Santiago and Mexico City as against an approximate figure of fifty for the 1955 session, the difference being due to the limited scope for the local recruitment of temporary staff at La Paz. While taking due account of this factor, the Advisory Committee considers that the proposed number of staff is excessive. Savings should also be sought on the subsistence item by limiting, as in the case of the sessions of the Economic and Social Council and its functional commissions, the period of stay of individual staff members. The Committee recommends a reduction of the estimate under chapter III to a figure slightly above the 1955 level, which would still provide for the assignment of considerably more than fifty staff members, because of the lower cost of travel from Santiago to La Paz.

54. The Advisory Committee accordingly recommends an appropriation of \$77,500 for section 3b, or a reduction of \$4,000 in the estimate submitted by the Secretary-General.

*Analysis of reductions recommended*

Chapter III. Economic Commission for Latin America \$4,000

*Section 4. The Trusteeship Council, Commissions and Committees*

	\$
Estimate submitted by the Secretary-General	50,000
Estimate recommended by the Advisory Committee	50,000
1955 (actual expense)	74,082
1956 (appropriation)	50,000

55. No provision is required under chapter I of this section for the regular sessions of the Trusteeship Council which, under the approved programme of conferences, will be held at Headquarters. The estimated cost of printing the Official Records of the Council (\$33,030) is included in section 25, chapter I (iv).

56. As regards chapter II, the Advisory Committee recommends a provisional appropriation of \$50,000 in respect of the 1957 Visiting Mission, the itinerary of which has still to be decided by the Council. Expenditure in 1955, which amounted to over \$74,000, is not comparable, having been incurred both for a regular and a special mission.

PART II. SPECIAL MISSIONS AND RELATED ACTIVITIES

*Section 5. Special missions and related activities*

	\$
Estimate provisionally submitted by the Secretary-General	1,625,000
Estimate provisionally recommended by the Advisory Committee	1,625,000
1955 (actual expense)	1,707,403
1956 (appropriation)	1,991,450

57. The Advisory Committee provisionally recommends for approval an appropriation of \$1,625,000 for section 5 of the 1957 estimates. With the exception of chapter I, United Nations Advisory Council for Somaliland under Italian administration, precise requirements for this section cannot be estimated in advance of the decisions which the General Assembly and the Security

Council will take in regard to special missions and related activities during the autumn of 1956, at which time the Advisory Committee will examine the detailed estimates to be submitted by the Secretary-General.

#### Section 5a. United Nations Field Service

	\$	
Estimate provisionally submitted by the Secretary-General	768,700	
Estimate provisionally recommended by the Advisory Committee	768,700	

#### Budget amounts (departmental total)

	\$		
517,324		1955	Posts authorized . . . . . 119
(actual expense)			
584,600		1956	Posts authorized . . . . . 129
768,700		1957	Posts provisionally requested . . . . . 161
768,700		1957	Posts provisionally recommended by the Advisory Committee . . . . . 161

58. The Advisory Committee intends, during its autumn session of 1956, to review the 1957 requirements of the United Nations Field Service in the light of the decisions that the General Assembly or the Security Council may take as regards the number, size and scope of the various special missions. Meanwhile, a provisional appropriation of \$768,700 is recommended for approval.

### PART III. HEADQUARTERS, NEW YORK

#### Section 6. Offices of the Secretary-General

	\$	
Estimate submitted by the Secretary-General	2,138,400	
Estimate recommended by the Advisory Committee	2,127,400	

#### Chapter 1. Executive Office of the Secretary-General

	\$	
Estimate submitted by the Secretary-General	297,700	
Estimate recommended by the Advisory Committee	297,700	

#### Budget amounts (total for chapter)

	\$		
323,764		1955	Posts authorized . . . . . 32
(actual expense)			
302,600		1956	Posts authorized . . . . . 28
297,700		1957	Posts requested . . . . . 29
297,700		1957	Posts recommended by the Advisory Committee . . . . . 29

59. The Secretary-General estimates the 1957 requirements for his Executive Office at \$297,700 or, on a comparable basis, \$10,100 more than the 1956 appropriation, which included \$15,000 for housing accommodation, an item transferred in the 1957 budget estimates to section 16. This increase is due in part to the proposed additions to the establishment: one Professional post at the First Officer level, in view of the increased work of the Office of the Executive Assistant; and one General Service post (at the principal level), in view of the increased work of the Protocol and Liaison Section.

60. The above staffing additions are partially offset by the transfer—effected provisionally during 1956—of one General Service post (principal level) to the Office of Legal Affairs (see paragraph 66 below). A minor variation in grading results from an exchange of General Service posts with the Health Service (see paragraph 75 below).

61. While recognizing that the increased workload would warrant a strengthening of the Professional category, the Advisory Committee trusts that as regards the proposed post of First Officer, it may be found possible to make a corresponding reduction of a post at this level elsewhere in the Secretariat.

62. The Advisory Committee recommends an appropriation for chapter I of \$297,700, the figure proposed by the Secretary-General.

#### Chapter II. Office of Legal Affairs

	\$	
Estimate submitted by the Secretary-General	452,500	
Estimate recommended by the Advisory Committee	441,500	

#### Budget amounts (total for chapter)

	\$		
409,500		1955	Posts authorized . . . . . 50
(actual expense)			
418,500		1956	Posts authorized . . . . . 49
452,500		1957	Posts requested . . . . . 52
441,500		1957	Posts recommended by the Advisory Committee . . . . . 50

63. The 1957 estimate for this Office is \$34,000 higher than the sum appropriated for 1956, the increase being due in part to the proposed addition of three posts (including one General Service post provisionally transferred during 1956 from the Executive Office of the Secretary-General), and in part to salary increments and a lower rate of deduction for turnover of staff.

64. Two of the additional posts—a Professional post at the Second Officer level and a General Service post at the intermediate level—are requested for work connected with the preparation of supplements to the *Repertory of Practice of United Nations Organs*.

65. The original project, covering the five volumes of the *Repertory*, was carried out during 1954-1955 without addition to the strength either of the Office of Legal Affairs, which acted as the co-ordinating unit, or of any department of the Secretariat. Therefore it seems reasonable to suggest that the continuing work on the supplements, which will clearly be of a less arduous nature, might be organized along similar lines: by short-term loans of staff from other departments—and particularly from the Department of Political and Security Council Affairs and the Secretariat of the Military Staff Committee—and, where necessary, by the engagement of temporary assistance for secretarial and clerical duties. Such an arrangement would take account of the fact that much of the basic material for the supplement must in any case be prepared by other units of the Secretariat. The Committee has also had regard to the fact that other work (beyond that connected with the *Repertory*) which was called for by General Assembly resolution 796 (VIII) of 27 November 1953 concerning the publication of documents re-

lating to the drafting and application of the Charter has now been completed.

66. Consequently, the Advisory Committee is unable to recommend the establishment of the two posts proposed for this project. It concurs, however, in the transfer from the Executive Office of the Secretary-General of the post at the principal level of the General Service category, the functions of which are more appropriate to the Legal Office.

67. On this basis, the Advisory Committee recommends an appropriation of \$441,500, or \$11,000 less than the sum proposed by the Secretary-General.

Chapter III. Office of the Controller

	\$	
Estimate submitted by the Secretary-General	654,000	
Estimate recommended by the Advisory Committee	654,000	
<i>Budget amounts</i>		
<i>(total for chapter)</i>		
	\$	
671,383	1955	Posts authorized ..... 91
(actual expense)		
651,900	1956	Posts authorized ..... 86
654,000	1957	Posts requested ..... 86
654,000	1957	Posts recommended by the Advisory Committee .. 86

68. No change is proposed for 1957 in the total number of posts (86) in this Office. The manning-table (table 6-3) provides for the downgrading of two Professional posts (Assistant Officer level) to the General Service category, together with the reclassification of a Second Officer post in the Treasury Division at the First Officer level.

69. The Secretary-General's estimate of \$654,000 is recommended for approval.

Chapter IV. Office of Personnel

	\$	
Estimate submitted by the Secretary-General	507,000	
Estimate recommended by the Advisory Committee	507,000	
<i>Budget amounts</i>		
<i>(total for chapter)</i>		
	\$	
504,787	1955	Posts authorized ..... 65
(actual expense)		
490,400	1956	Posts authorized ..... 62
507,000	1957	Posts requested ..... 63
507,000	1957	Posts recommended by the Advisory Committee .. 63

70. Compared with the 1956 appropriation, the estimated requirements for 1957 of the Office of Personnel show an increase of \$16,600, which arises on the item for established posts. The proposed additional post, in the General Service category, which hitherto has been charged to technical assistance funds, will remain available for recruitment work under the Expanded Programme.

71. An appropriation is recommended at the figure proposed by the Secretary-General, \$507,000.

Chapter V. Internal Audit Service

	\$	
Estimate submitted by the Secretary-General	149,900	
Estimate recommended by the Advisory Committee	149,900	
<i>Budget amounts</i>		
<i>(total for chapter)</i>		
	\$	
135,026	1955	Posts authorized ..... 19
(actual expense)		
141,700	1956	Posts authorized ..... 18
149,900	1957	Posts requested ..... 19
149,900	1957	Posts recommended by the Advisory Committee .. 19

72. The manning-table proposed for 1957 shows two changes by comparison with 1956: (a) the addition of a post at Second Officer level required for the audit of the United Nations Refugee Fund, and which accounts for the greater part of the increase of \$8,200 in the estimate; and (b) the re-classification of a post from Assistant Officer to Associate Officer level.

73. The cost of the new post will be recovered from the Refugee Fund, and \$7,500 has been entered on that account in the estimates of miscellaneous income (part C, section B).

74. The estimate of \$149,900 submitted by the Secretary-General is recommended for approval.

Chapter VI. Health Service

	\$	
Estimate submitted by the Secretary-General	77,300	
Estimate recommended by the Advisory Committee	77,300	
<i>Budget amounts</i>		
<i>(total for chapter)</i>		
	\$	
70,981	1955	Posts authorized ..... 13
(actual expense)		
74,300	1956	Posts authorized ..... 12
77,300	1957	Posts requested ..... 13
77,300	1957	Posts recommended by the Advisory Committee .. 13

75. The Advisory Committee concurs in the Secretary-General's proposals for the Health Service, which provide for the downgrading of a post of Medical Officer from the First Officer to the Second Officer level, and for the addition of a General Service post (intermediate level) required for the processing of certified sick leave. The transfer to the Executive Office of the Secretary-General of a post at the principal level of the General Service category in exchange for a post at the senior level accounts for a further variation in grading between the years 1956 and 1957.

76. As is indicated in the budget text, a large proportion of the medical work of this Service is entrusted to part-time physicians. For 1955, a sum of approximately \$21,700 was expended on this account and charged to section 13, Temporary assistance and consultants.

77. The estimate of \$77,300 submitted by the Secretary-General is recommended for approval.

\*  
\*   \*  
\*   \*

78. For section 6 as a whole, the Advisory Committee recommends an appropriation of \$2,127,400,

representing a reduction of \$11,000 in the estimate submitted by the Secretary-General.

*Analysis of reductions recommended*

Chapter II (i). Established posts..... \$11,000

*Section 6a. Office of Under-Secretaries without Department*

\$

Estimate submitted by the Secretary-General 214,400  
 Estimate recommended by the Advisory Committee 214,400

*Budget amounts (total for section)*

\$			
88,758	1955	Posts authorized .....	7
(actual expense)			
140,600	1956	Posts authorized .....	15
214,400	1957	Posts requested .....	15
214,400	1957	Posts recommended by the Advisory Committee ...	15

79. As compared with the 1956 appropriation, the provision proposed for 1957 shows an increase of \$73,800, of which \$65,400 is related to the engagement of five experts (employed on a temporary basis and not included in the manning-table) to serve the Scientific Committee on the Effects of Atomic Radiation, which was established by General Assembly resolution 913 (X) of 3 December 1955. (The Advisory Committee has concurred in the expenditure for this purpose during the current year of a sum not exceeding \$40,000, which will be covered by a supplementary estimate.) Salary increments, the lower rate of adjustment for turnover of staff and, to a minor extent, a change in classification levels (see next paragraph) account for the balance of the increase.

80. The sole variation, between the two years, in the manning-table for this Office (table 6a) reflects the exchange of a Senior Officer post for a Principal Officer post carried for 1956 on the establishment of the Office of General Services (table 12-5, Field Operations Service).

81. The Advisory Committee notes that (a) the estimate for the Scientific Experts under item (ii) of chapter I is submitted on a provisional basis; and (b) the Secretary-General intends to report to the General Assembly at its forthcoming (1956) session on the requirements for the servicing of the Scientific Committee. Subject thereto, the estimate of \$214,400 for section 6a is recommended for approval.

*Section 7. Department of Political and Security Council Affairs*

\$

Estimate submitted by the Secretary-General 586,000  
 Estimate recommended by the Advisory Committee 577,000

*Budget amounts (departmental total)*

\$			
621,999	1955	Posts authorized .....	78
(actual expense)			
566,700	1956	Posts authorized .....	62
586,000	1957	Posts requested .....	62
577,000	1957	Posts recommended by the Advisory Committee ...	62

82. The increase, compared with 1956, of \$19,300 in the Secretary-General's estimate of 1957 require-

ments for this Department is due (a) to salary increments and a lower rate of turnover adjustment; and (b) to the proposed addition of a post of Principal Officer, which is only partially offset by the abolition of an Assistant Officer post.

83. The proposal to increase the number of senior posts is prompted by the heavier workload of the Disarmament Affairs Group, arising out of the activities of the Sub-Committee of the Disarmament Commission.

84. As in previous years, the Department of Political and Security Council Affairs has assigned during 1956 a proportion of its staff to political and other special missions. The Advisory Committee also recognizes that steps have been taken in the past substantially to reduce the size of the establishment. At the same time, however, the Committee is not entirely satisfied by the justification for raising the number of Principal Officers, particularly as there are at present fourteen posts in this Department at the Senior Officer, Principal Officer and Director levels. This number appears adequate, despite the increased work of the Disarmament Affairs Group, for all of the supervisory responsibilities that have to be met.

85. The Committee's recommendation is that the 1956 establishment should be maintained without change for 1957 and that, accordingly, an appropriation of \$577,000 (a reduction of \$9,000 in the estimate submitted) should be approved. In the event, however, that the Secretary-General considers it essential, in the interest of the work of the Disarmament Affairs Group, to add a second post of Principal Officer to its manning-table, the Committee will be prepared to concur in an arrangement whereby the post is provided by eliminating some other senior post.

*Analysis of reductions recommended*

Chapter I (i). Established posts..... \$9,000

*Section 7a. Secretariat of the Military Staff Committee*

\$

Estimate submitted by the Secretary-General 112,000  
 Estimate recommended by the Advisory Committee 112,000

*Budget amounts (total for section)*

\$			
112,871	1955	Posts authorized .....	15
(actual expense)			
110,100	1956	Posts authorized .....	15
112,000	1957	Posts requested .....	15
112,000	1957	Posts recommended by the Advisory Committee ...	15

86. The provision of \$112,000 requested under this section represents, by comparison with the 1956 appropriation, an increase of \$1,900. The number of established posts remains unchanged at fifteen but, as for 1956, the adjustment for turnover of staff (9½ per cent) reflects the intention that two of the posts should remain unfilled throughout the year.

87. The Advisory Committee has previously expressed the view that, in the interest of a sound and economical administration, the language and other conference staff servicing the Military Staff Committee should form part of the Department of Conference Services, thereby promoting the fundamental unity of the United Nations Secretariat. It is, however, the

position of the Military Staff Committee that, under the terms of its (provisional) rules of procedure, its secretariat must remain an independent and separate unit. In these circumstances, the present concern of the Advisory Committee is to secure a fuller employment of the staff of this secretariat, whose resources are, and have been, only partially engaged in servicing the Military Staff Committee. Within these narrower limits, the Advisory Committee notes that three to four members of this unit have been on loan, for varying terms, to other departments of the Secretariat, performing interpreting, legal, editing and clerical work. In addition, there has been an increase in the volume of translation work undertaken within this unit for other departments: from 307 pages translated in 1954 to 1,929 pages in 1955.

88. In the event that the General Assembly desires, on other than administrative and financial grounds, that the secretariat of the Military Staff Committee should continue to be maintained as an independent and separate unit, the Advisory Committee would recommend that present efforts towards the fuller use of its resources in the general interest of the United Nations Secretariat should be intensified. Specifically, the assistance of this unit should be sought, among other things, for work connected with the preparation of supplements to the *Repertory of Practice of United Nations Organs*.

89. Subject to the above reservations, the Advisory Committee recommends an appropriation for section 7a of \$112,000, the figure proposed by the Secretary-General. This recommendation does not imply agreement with the position taken by the Military Staff Committee in respect of the staff which the Secretary-General places at its disposal.

#### Section 8. Department of Economic and Social Affairs

	\$		
Estimate submitted by the Secretary-General .....		3,317,300	
Estimate recommended by the Advisory Committee .....		3,342,600 <sup>12</sup>	
<i>Budget amounts</i>			
<i>(departmental total)</i>			
	\$		
3,519,697	1955	Posts authorized .....	457
(actual expense)			
3,337,400 <sup>13</sup>	1956	Posts authorized .....	416 <sup>13</sup>
3,317,300 <sup>14</sup>	1957	Posts requested .....	422 <sup>14</sup>
3,342,600	1957	Posts recommended by the Advisory Committee ....	419

90. As in 1956, the estimates under section 8 cover the Department of Economic and Social Affairs at Headquarters, separate provision being made under sections 18 (chapter IV), 21 and 22 for the secretariats

<sup>12</sup> The increase over the Secretary-General's estimate arises from the Advisory Committee's recommendation (see paragraph 98) to consolidate in this section the provision for the regional social affairs units now distributed among sections 8, 21 and 22.

<sup>13</sup> The 1956 figures include three Professional posts in the Bureau of Social Affairs which in 1957 the Secretary-General proposes for transfer to sections 21 and 22 for the regional social affairs units at Bangkok and Santiago. The remaining 413 posts in section 8 comprise 412 posts at Headquarters and 1 post for the Middle East social affairs unit.

<sup>14</sup> The 1957 figures for section 8 comprise 414 posts in the Headquarters Department and 8 posts proposed for the Middle East social affairs unit; the latter posts would, under the Secretary-General's proposals, be partially financed (to an amount of \$25,000) out of section 28 funds.

of the three regional economic commissions. The internal organization of the Headquarters Department, which remains the same as for 1956, comprises, in addition to the Office of the Under-Secretary, the Bureau of Economic Affairs, the Statistical Office, the Bureau of Social Affairs, the Division of Human Rights and the Transport and Communications Division. Budgetary provision for the Narcotic Drugs Division is included in chapter V of section 18, United Nations Office at Geneva, where the Division was transferred in 1955.

91. The 1957 provision for section 8, proposed by the Secretary-General at \$3,317,300, reflects principally:

(a) The transfer, through the establishment of regional social affairs units in the Middle East, in Asia and the Far East and in Latin America, of certain functions in the social field hitherto partially performed at Headquarters; and

(b) The carrying out of the recommendation of the Secretary-General's Survey Group (A/3041, paragraph 30)<sup>15</sup> for an appreciable reduction in the strength of the Transport and Communications Division at Headquarters.

On a comparable basis, which excludes from consideration the regional social affairs units, there is a net increase of two posts in the Headquarters establishment, as the reduction of eight posts in the Transport and Communications Division does not fully offset the addition of ten new posts elsewhere in the Department (including seven in the Bureau of Social Affairs). The related money provision under chapter I for salaries and wages is, however, virtually the same as in 1956,<sup>16</sup> largely because the posts that are discontinued in the Transport and Communications Division are at higher levels than those to be added to other units.

92. In view of the fact that the changes proposed at Headquarters are related principally to the Bureau of Social Affairs, consideration must first be given to the proposal for the establishment of the regional social affairs units. As stated in paragraph 13 of the foreword to the budget estimates, this proposal, which was outlined in the Secretary-General's 1955 report on the organization of the Secretariat (A/3041, paragraph 16), calls for the outposting from Headquarters of a small number of social affairs officers to serve as "advance echelons" in the Far East, Latin America and the Middle East. These officers, together with the regional social welfare advisers hitherto financed from funds appropriated under section 28, Programme of advisory social welfare services, would make up the regional units. For 1957, budgetary provision for the Middle East unit is made under a new chapter III of section 8, while the units at Bangkok and Santiago are covered by new chapters in section 21, secretariat of the Economic Commission for Asia and the Far East and section 22, secretariat of the Economic Commission for Latin America.

93. In commenting on this proposal during 1955 (A/3050, paragraph 8)<sup>17</sup> the Advisory Committee suggested that, inasmuch as the question was too important from a substantive point of view to be resolved through

<sup>15</sup> *Official Records of the General Assembly, Tenth Session, Annexes*, agenda item 47.

<sup>16</sup> The comparable 1956 figure is obtained by deducting from the figure of \$3,306,700 shown in Chapter I the cost (approximately \$50,000) of the four posts transferred out of the Bureau of Social Affairs.

<sup>17</sup> *Official Records of the General Assembly, Tenth Session, Annexes*, agenda item 47.



a purely administrative and budgetary approach, attention should be paid by the competent programme organs to related matters affecting the social programmes. While the stationing of social affairs officers in the field has been recommended by the Social Commission, the specific proposals are being considered, in accordance with the suggestion of the Advisory Committee (A/3070, paragraph 9), by the Economic and Social Council at its current (twenty-second) session.

94. A final recommendation on this question must necessarily take account of the views which the Council may express. Nevertheless, if the intention is that the regional units should serve as "advance echelons" of the Bureau of Social Affairs and, in fact, be subject to supervision and receive instructions from the Bureau—and this, in the absence of a decision to regionalize the inter-governmental functions in this field (as in the case of economic activities), is an inescapable conclusion—the necessary staff should form part of the Bureau of Social Affairs, with the related funds being appropriated under section 8 of the budget. Only in this manner can the Assembly have before it a complete picture of social activities and exercise the necessary control. This consideration is reinforced by the fact that the competence and programmes of work of the regional economic commissions do not extend to purely social matters, although, of course, the outposting of regional social affairs units should facilitate the rendering of advice, as needed, on the social aspects of economic development to the secretariats of the regional commissions.

95. The Secretary-General further proposes that part of the salary costs of the three regional social affairs units should be financed, to an amount of \$25,000 each, from funds appropriated under section 28 for advisory social welfare services requested by Governments. Thus, of a total salary cost of \$163,800 for the three units in 1957, \$75,000 would come from section 28. In the Advisory Committee's opinion, the requirements of sound administration and effective budgetary control render the proposed course undesirable. The regular "administrative" budget of the Organization (in this case, section 8) should cover only those posts that are required for regular, continuing secretariat functions, such as servicing commissions and committees, carrying out studies, preparing reports and publications, and *supervising* technical and operational activities. Experts whose primary task is to advise and assist governments, at their request, do not form an integral part of an established office or unit; they should therefore specifically be covered either by a separate provision in the budget, such as section 28 or, where appropriate, by funds from the Expanded Programme of Technical Assistance. Generally, their employment rests on a different basis, and different criteria and judgments should be applied to programmes for which they are engaged, and to the budgets from which they are financed.

96. The Advisory Committee accordingly suggests that not more than two Professional posts (one at the Senior Officer and one at the First Officer level) and one General Service post should be authorized on a regular, continuing basis for each of the three regional units, these posts to be charged to section 8. The persons holding these posts would be regular staff members of the Bureau of Social Affairs, would represent the Bureau in the field, and would direct the activities of as many experts as technical assistance funds could

provide. The total monetary requirements, on this basis, for the three units in 1957 are estimated at \$84,000, including \$5,000 for common services and equipment for the Middle East Unit.

97. Furthermore, on the basis of the information at present available and in view of practical limitations to the expansion of programmes, it is the Committee's opinion that not more than six experts with appropriate secretarial assistance (all to be financed from funds in section 28) should be attached in 1957 to the three regional units as a whole. These regional experts will no doubt be assigned only in the light of firm requests from Governments for services in social fields. This consideration does not, however, affect section 8 of the budget; it should indeed be the subject of decision by the appropriate programme organs concerned with the utilization of funds in section 28. The Advisory Committee would merely suggest that, given the decision that the Technical Assistance Committee should approve in advance the details of the activities to be financed from the Special Account of the Expanded Programme (Economic and Social Council resolution 542 B (XVIII), section 11), similar arrangements are desirable for advance approval, at an inter-governmental level, of the programmes to be financed from regular budget allocations for technical programmes (sections 27, 28, 28a and 29).

98. At the present stage the Advisory Committee accordingly recommends that as regards the three regional social affairs units, the separate provisions under chapter III of section 8, chapter II of section 21, and chapter II of section 22 should be replaced by a single provision under section 8 to an amount of \$84,000.

99. As regards the estimates for the Headquarters Department, the increase of four Professional and three General Service posts requested for the Bureau of Social Affairs is attributed to the substantially heavier workload relating to the social aspects of economic development arising from (a) the establishment of the regional units; (b) the increased emphasis on working contacts with the economic commissions; and (c) the closer integration of the work programmes of the Bureaux of Economic Affairs and Social Affairs. It is also stated that there has been no accompanying reduction in other responsibilities and that, on the other hand, the increase in the technical programmes in the social welfare field has imposed an additional burden on the Bureau's resources.

100. While all these factors, which are rather of an administrative and organizational nature, are important, it has not been suggested that there has been any appreciable increase in the substantive work of the Bureau. Furthermore, if the establishment of the "advance echelons" is aimed towards a simplification of present procedures and operations, it should indeed result in a corresponding economy at Headquarters. The closer integration of the work programmes of the Bureaux of Economic Affairs and Social Affairs, while perhaps calling for some strengthening of the Bureau of Social Affairs, must necessarily be achieved at all levels in the Bureaux. As to the increased emphasis on working contacts with the economic commissions, these should be greatly facilitated by the establishment of the outposted units at the headquarters of the commissions. It is also understood that there is scope, in the Secretary-General's view, for some economy in the over-all work of the Department through a less frequent sub-

mission—subject to the approval of the Economic and Social Council—of studies and reports in certain fields, such as land reform, capital formation and human rights.<sup>18</sup> For these reasons, the Advisory Committee is not satisfied of the immediate need for all of the new posts requested in the Bureau of Social Affairs. It suggests that the additional posts should be limited to three, two at the Second Officer level and one at the General Service (senior) level. This would also take account of what appear to be slight readjustments in the work related to the *World Social Report* and to the role of co-operatives. A reduction of \$25,000 in the estimates would cover this proposal as well as the one presented in the following paragraph.

101. On the remainder of the estimates, the Advisory Committee desires to comment only on the several upward re-classifications proposed under this section. It considers it appropriate to withhold its assent to re-classifications that tend towards an imbalance in the staffing structure or in cases where an appreciable increase in responsibilities is not clearly established. Although these factors cannot easily be determined in respect of posts at other than the senior levels, it may be unwise to authorize such upgradings at a time when the entire salary classification structure is under review by a General Assembly committee. The Advisory Committee is in any case not entirely convinced, at the present stage, by the justification for the proposed re-classifications of two posts to Principal Officer level, one in the Office of the Under-Secretary and the other in the Bureau of Economic Affairs.

102. On the basis of the foregoing observations, the Advisory Committee recommends an appropriation of \$3,342,600 for section 8.

*Analysis of additions and reductions recommended*

	<i>Addition</i>	<i>Reduction</i>
	\$	\$
Chapter I. Salaries and wages.....	—	25,000
Chapter III. Social affairs unit in the Middle East .....	—	33,700
Section 8. Additional provision for the three regional social affairs units .....	84,000 <sup>19</sup>	—
	<hr/> 84,000	<hr/> 58,700
Net addition	<hr/> <hr/> 25,300 <sup>19</sup>	

*Section 9. Department of Trusteeship and Information from Non-Self-Governing Territories*

	\$
Estimate submitted by the Secretary-General	805,000
Estimate recommended by the Advisory Committee .....	789,200

*Budget amounts (departmental total)*

	\$		
818,626	1955	Posts authorized .....	104
(actual expense)			
751,000	1956	Posts authorized .....	90
805,000	1957	Posts requested .....	95
789,200	1957	Posts recommended by the Advisory Committee .....	92

<sup>18</sup> See also document E/2903, paragraphs 9-10, 17, 21-22.

<sup>19</sup> The additional provision of \$84,000 replaces the separate amounts of \$33,700, \$46,300 and \$16,800 proposed by the Secretary-General under sections 8 (chapter III), 21 (chapter II), and 22 (chapter II) respectively.

103. The provision of \$805,000 requested for 1957 under this section shows an increase, by comparison with the 1956 appropriation, of \$54,000, attributable (a) to salary increments; (b) to the difference in the rate of turnover adjustment between the two years; and (c) to the proposal to establish the following five new posts: one First Officer post; two Associate Officer posts; and two General Service posts.

104. Evidence was presented to the Advisory Committee to the effect that there is a flexible use of staff in this Department; that tasks are assigned, without strict adherence to the divisional or sectional structure, on the basis of the staffing resources of the Department as a whole; and that the members of the two Divisions are subject to transfer at need to areas of greater activity. This evidence has influenced the Committee's recommendation on table 9-2, Division of Trusteeship.

105. For the Division of Information from Non-Self-Governing Territories, (table 9-3) one additional post, at the Associate Officer level, is requested on the ground that "additional obligations resulting from the increased membership of the United Nations and from the implementation of General Assembly resolution 932 (X) [of 8 November 1955] relating to the preparation of a ten-year progress report on development in Non-Self-Governing Territories, which cannot be met by the presently authorized establishment, necessitate the addition of a Professional post [at that level]."

106. The General Assembly has not yet taken a decision either on the nature of the report or the date of submission. The resolution in question "invites the Secretary-General, after consultation with the specialized agencies concerned, to submit to the General Assembly, for consideration at its eleventh session, a report on the main points that might be useful in [an examination of the progress achieved in the Non-Self-Governing Territories since the establishment of the United Nations]". It is therefore the view of the Advisory Committee that a request for an additional post, based largely on the terms of the above resolution, should await a decision by the Assembly at its forthcoming session, at which time it will be possible to assess the staffing requirements of the Division. Account should also be taken of the fact that certain Territories, formerly Non-Self-Governing, have acquired their independence in the course of 1956. A reduction of \$6,100 (one Associate Officer post) is recommended.

107. Two new posts (one at the First Officer, and the other at the Associate Officer level) are proposed for the Division of Trusteeship, on the basis of the following justification:

- (a) The increase in the number of petitions received;
- (b) The increase in the membership of the Trusteeship Council from twelve to fourteen;
- (c) The heavier volume of work connected with missions to Trust Territories; and
- (d) The expansion of the workload of the Research Section.

108. The establishment at present authorized for this Division includes twenty-eight posts in the Professional category (of which sixteen at the Assistant, Associate and Second Officer levels). The Advisory Committee therefore considers that the needs of the Division might be met with the addition of one post of First Officer. A reduction of \$6,100 is accordingly recommended.

109. Two additional General Service posts are requested for the Office of Under-Secretary, of which one (at the senior level) would provide for a second secretary to the Under-Secretary, and the other (at the intermediate level) would be allotted to the stenographic pool. The Committee concurs in the establishment of the latter post, but as regards the former proposal, considers that, as a matter of principle, not more than one personal secretary should be assigned to an Under-Secretary. Admittedly, in the case of this Department, a peculiar difficulty arises out of the fact that for lengthy periods the Head of the Department has to attend meetings of the General Assembly, the Trusteeship Council and subsidiary bodies of those organs. It seems, however, to the Committee that this situation might be met by means of internal arrangements within the Office of the Under-Secretary, which (inclusive of the Stenographic Services Unit) would

*Budget amounts (total for section)*

<i>Section 10</i>		<i>Section 20</i>			
\$		\$			
2,529,099 <sup>20</sup>	893,162	1955	Posts authorized	272 <sup>20</sup>	74
(actual expense)					
2,531,600 <sup>20</sup>	940,000	1956	Posts authorized	254 <sup>20</sup>	77
2,348,400	1,213,500	1957	Posts requested	222	103
2,323,400	1,203,500	1957	Posts recommended by the Advisory Committee	222	103

111. For 1957, the Secretary-General has submitted estimates respectively of \$2,348,400 and \$1,213,500 for the Department of Public Information at Headquarters and the information centres. Provision is also made elsewhere in the budget estimates for certain directly identifiable expenditures relating to public information activities, as follows:

Section 17, chapter III.	\$
Information services equipment.....	7,000
Section 18, chapter II.	
Information Service (Geneva).....	85,700
Section 25, chapter IV.	
Contractual printing for the Department of Public Information.....	200,000

Other costs connected with public information which cannot so readily be identified figure in the several sections of the estimates covering over-all common costs of the Secretariat, such as section 15, Common staff costs; section 16, Common services; section 17, Permanent equipment (other than chapter III); section 13, Temporary assistance and consultants; section 14, Travel of staff; as well as in section 18, United Nations Office at Geneva; and sections 21 and 22, Secretariats of regional commissions, in respect of the information offices attached to those units.

112. Sections 10 and 20 are administered by the Secretary-General as a single unit. The combined monetary provision of \$3,561,900 requested for 1957 compares with a 1956 total of about \$3,346,600, excluding the Sales and Circulation Section (twenty-two posts), the cost of which is charged, for 1957, directly to the revenue from sale of publications (part D of the 1957 budget estimates). Thus, the 1957 estimates

comprise for 1957 seventeen General Service posts. A reduction of \$3,600 in respect of the proposed new post at the senior level of that category is recommended.

110. On the above basis, the Advisory Committee recommends an appropriation for section 9 of \$789,200, or \$15,800 less than the amount proposed by the Secretary-General.

*Analysis of reductions recommended*

Chapter I (i). Established posts..... \$15,800

*Section 10. Department of Public Information*  
*Section 20. Information centres*

	<i>Section 10</i>	<i>Section 20</i>
	\$	\$
Estimates submitted by the Secretary-General .....	2,348,400	1,213,500
Estimates recommended by the Advisory Committee .....	2,323,400	1,203,500

for the two sections show an effective increase of some \$215,300, which arises on the following items:

(i) \$157,980 for additional radio, press, films and visual information services occasioned by the admission of new Members (\$66,900 in section 10 and \$91,080 in section 20);

(ii) \$23,000 in section 10 for additional television services (with a corresponding increase in revenue from television programmes); and

(iii) about \$34,320, due to annual salary increments and to the fact that a 4 per cent reduction for turnover of staff is applied to the 1957 salary estimates, as against 5 per cent in 1956.

113. On the two sections combined, the number of established posts proposed for 1957 is 325, as compared with 309 in 1956, or an increase of sixteen posts, all of which are intended for the information centres. Eight of these posts (in the General Service category) have hitherto been financed from temporary assistance or casual labour funds and are now proposed for establishment. The remaining eight posts (three in the Professional category and five in the General Service category) are new posts related to the provision of services to the new Members and are reflected in the additional monetary provision of \$91,080 mentioned in item (i) of the preceding paragraph. In addition, the following changes are proposed as regards established posts:

(a) Five Professional posts to be transferred from Headquarters (section 10) to the Information centres (section 20), in accordance with the decision to transfer certain radio and film production activities to points away from Headquarters;

(b) Three other Professional posts and two General Service posts similarly to be transferred, with a view to producing *La Revista de las Naciones Unidas* in Latin America instead of at Headquarters; and

(c) One post of sound engineer in the Films and Visual Information Division (Table 10-4) to be re-

<sup>20</sup> The 1955 and 1956 figures for section 10 also cover the Sales and Circulation Section (22 posts: \$125,000 approximately), which in the 1957 estimates is shown in part D (Revenue-producing activities). The 1955 figures further include six posts transferred in 1956 to the Visitors' Service.

classified from Second Officer to First Officer level, and one First Officer post in the Radio Division (table 10-3) to be exchanged for a Second Officer post in the Office of General Services (section 12).

114. The proposed transfer of certain radio and film production activities from Headquarters to the field also necessitates the transfer of an amount of \$99,000 from section 10 (chapter II) to section 20 to cover the costs of related operational services and supplies. Furthermore, the arrangements for the increased production of material in the field reflect the change in emphasis from day-to-day reporting of the work of United Nations bodies to the presentation of feature stories on the activities of the Organization. Since the production of the material is to be transferred from Headquarters, savings may be anticipated in the items for postal and freight costs under section 16.

115. The Advisory Committee has inquired into the nature and extent of the additional activities that are foreseen in connexion with services to the sixteen new Members. At Headquarters some increase is expected in the workload through an addition to the number of accredited correspondents, requests from the new delegations for normal Press services such as the distribution of their Press releases and the holding of Press conferences and, in general, through an expanded coverage of Press and feature materials. A number of basic publications have to be brought up-to-date and issued in more languages and in larger quantities. Radio programmes have to be added in new languages. As regards films and visual information, existing material must be adapted to the needs of the new Members, with some expansion in normal film and visual services to cover their special requirements, and to provide new language versions. There will also be a certain increase in the area of liaison with non-governmental organizations and in the work connected with the promotion of teaching about the United Nations. The additional provision included in the 1957 estimates does not cover all these new activities; it represents initial steps towards the above ends.

116. Before offering comment or recommendations on the 1957 estimates under sections 10 and 20, the Advisory Committee would draw attention to the general question of the over-all expenditure for the public information activities of the United Nations, a matter that has been the subject of considerable discussion in the Fifth Committee over the past ten years. In its budget report of 1955 (A/2921, paragraphs 93-97),<sup>21</sup> the Advisory Committee suggested that "the present level of total expenditure on public information activities, estimated at more than \$5,117,000 in 1956, is definitely on the high side, when viewed in relation to the aggregate cost of other activities", and that "in the present circumstances a maximum figure of about \$4,500,000 would be more appropriate", as "a target to be attained over a period of some three years by means of gradual and progressive adjustments".

117. At the tenth (1955) session of the General Assembly, the Fifth Committee adopted a proposal that "the general recommendations and conclusions of the Advisory Committee on the organization of the public information activities of the United Nations made in its first and eighteenth reports to the tenth session of the General Assembly [A/2921; A/3031] be approved". A further proposal aimed at giving immediate effect to these recommendations so as to attain the target level of \$4,500,000 in 1956 was rejected.

118. The figure of \$5,117,000 quoted last year in the Advisory Committee's report (A/2921, paragraph 96) as the total cost of the United Nations information services included the Visitors' Service and the Sales and Circulation Section, as well as an estimate of the indirect costs of all of these activities. The total cost of activities falling strictly within the description of public information (that is, exclusive of the Visitors' Service and the Sales and Circulation Section) was estimated for 1956 at \$4,431,050. The corresponding figure reflected in the estimates for 1957 is about \$4,734,000, an increase of \$302,950. The following is a comparative statement of these costs for the years 1956 and 1957:

<sup>21</sup> *Official Records of the General Assembly, Tenth Session, Supplement No. 7.*

*Total cost of public information and related activities:  
comparison between 1956 and 1957 estimates*

	1956 \$	1957 \$
<b>HEADQUARTERS</b>		
Salaries and common staff costs	2,199,850	2,153,900
Travel on official business	15,000	18,000
Printing	76,000	200,000
Other costs including identifiable common services and equipment <sup>a</sup>	912,600	963,200
Total, Headquarters	3,303,450 <sup>b</sup>	3,335,100 <sup>b</sup>
<b>INFORMATION OFFICES AWAY FROM HEADQUARTERS<sup>c</sup></b>	1,127,600 <sup>b</sup>	1,398,900 <sup>b</sup>
TOTAL: PUBLIC INFORMATION	4,431,050	4,734,000
<b>SALES AND CIRCULATION</b>	246,000	220,100 <sup>d</sup>
<b>VISITORS' SERVICE</b>	460,000	403,700 <sup>e</sup>
GRAND TOTAL	5,137,050 <sup>f</sup>	5,357,800

<sup>a</sup> This heading covers the following items (with 1957 figures as indicated): Photographic, motion picture, radio, television and other supplies and services (section 10, chapter II—\$561,700); communication services (section 16, chapter I—\$110,000); telecommunication supplies and operation of equipment (section 16, chapter IV—\$254,500); telecommunication, photographic and motion picture equipment (section 17, chapters I and III—\$37,000).

<sup>b</sup> The figures for 1956 and 1957 are not strictly comparable as certain activities have been shifted from Headquarters to the field (see paragraphs 113 and 114).

<sup>c</sup> This heading covers all information centres (section 20), the information service at Geneva (section 18, chapter II) and the

information offices in the secretariats of the regional economic commissions at Bangkok (section 21) and Santiago (section 22).

<sup>d</sup> This figure, which is comparable to the 1956 figure shown, covers all expenses entered in table D-5 of the budget document, excluding run-on-costs of publications for sale.

<sup>e</sup> This figure, which is comparable to the 1956 figure shown, covers all expenses charged against revenue together with common staff costs, as given in table D-3 of the budget document.

<sup>f</sup> The figure of \$5,117,000 cited in paragraph 96 of the Advisory Committee's report on the 1956 estimates (A/2921) was an earlier approximation to the final figure shown here (see information annex II to the 1956 budget estimates: (A/2904/Add.1, table E).

119. The Advisory Committee has paid special attention to (a) the method of determining the figures of project estimates in the above table; and (b) the assumptions that underlie that method. This is particularly important in order to make clear the exact nature of any over-all figure that may be proposed as a limit to expenditure. The total for public information activities as such is arrived at by adding to the total of all directly identifiable public information items in the estimates a distribution of the several common costs in the budget on the basis of certain assumptions the validity of which may not only vary but even be disproved at times by actual experience. The most important of these distributed costs are the common staff costs budgeted for the Headquarters Secretariat as a whole in section 15, and the costs of travel on appointment, transfer, termination and home leave in section 14. While certain items of common staff costs, such as contributions to the Pension Fund, are susceptible of rational distribution, other items such as installation and separation costs and those for travel (with the possible exception of travel on official business) have to be distributed on the basis of a series of somewhat arbitrary assumptions. The resulting total figures are thus of an approximate character only.

120. Nevertheless, continuing attention must be paid to the over-all cost of public information activities, however approximate the estimate of that cost. If considered with a full understanding of the content of the estimate and its underlying assumptions, the over-all

estimate affords an indication, albeit only approximate, of the general trend of expenditure in this area.

121. In view, however, of the decision of the General Assembly<sup>22</sup> that the costs of the Visitors' Service and the Sales and Circulation Section are to be charged directly to the revenue from those activities, the Advisory Committee now considers that the determination of public information costs should be by reference to the cost of strictly public information activities. On this basis, the over-all ceiling of \$4,500,000 recommended in 1955 by the Advisory Committee would have resulted in an upper limit of \$4 million for the cost of purely information activities. Since then, however, sixteen new Members have been admitted to the Organization, and further additions to that number are virtually certain. Furthermore, there have been rises in wages and labour costs generally, with a consequential impact on the cost of supplies and services that account for an appreciable volume of expenditure for public information. Having regard to these considerations, the Advisory Committee recognizes that a somewhat higher ceiling would be justified. The Committee accordingly recommends that the total expenditure on public information proper (excluding the Visitors' Service and the Sales and Circulation Section) should be limited to a maximum of \$4,500,000, which is approximately \$500,000 more than the effective upper limit suggested last year for comparable activities, and that this goal should be attained in the budget estimates for the year 1959.

122. The Advisory Committee takes note of the efforts which the Secretary-General is making in this regard (budget foreword, paragraphs 14-17) and, for that reason, refrains from recommending any appre-

<sup>22</sup> Official Records of the General Assembly, Tenth Session, Annexes, agenda items 38 and 47, document A/3103, chapter VII.

ciable reductions in the 1957 estimates under these two sections. It considers, however, that there is scope for a modest economy in certain areas. These include chapter II of section 10, where there is an increase, on a comparable basis, of about \$90,000 over the 1956 appropriation, and chapter I of section 20, where, in view of the number of proposed new posts, a higher rate of deduction for turnover of staff would be reasonable. A reduction might also be possible in the provision of \$200,000 under chapter IV of section 25, Contractual printing, for the publications of the Department of Public Information.

123. The Advisory Committee accordingly recommends a reduction of \$25,000 in the estimate for section 10, and of \$10,000 in that for section 20, the latter to be achieved mainly through a larger deduction for turnover. A part of these reductions may be applied, at the Secretary-General's discretion, to chapter IV of section 25, the appropriation for which is customarily administered, together with those for sections 10, 20 and 18, chapter II (Geneva Information Service), as a single unit. The aggregate reduction of \$35,000 represents less than 1 per cent of the total of the four estimates under reference.

124. Two further points related to the public information programme call for comment. First, there is need for an objective study and appraisal of the work and quality of staff of the information centres. As indicated in a report to the tenth session of the General Assembly (A/3031, paragraph 4),<sup>23</sup> the Advisory Committee is not satisfied that the 1955 report of the Survey Group represents such a study of the "extent to which an informed understanding of the Organization's aims and activities is being created by existing information media and by [the] services [of the Department]", as provided in the principles underlying the information activities of the United Nations.

125. The second point concerns the proposed transfer to Latin America of work connected with the production of *La Revista de las Naciones Unidas*. The Advisory Committee has no doubt that, prior to the final decision on the precise location of this work, account will be taken of such factors as the costs of printing, sales access to all Spanish-language areas and possible problems connected with currency exchange. As an instance of this last-mentioned factor, it is relevant to note that, largely because of fluctuations in the exchange rate for the Chilean peso, additional expenditure is anticipated for 1956 under section 22, Secretariat of the Economic Commission for Latin America, to an amount of up to \$150,000.

126. Subject to the foregoing comments and reservations, the Advisory Committee recommends appropriations in the following amounts under sections 10 and 20 of the 1957 budget:

Section 10. Department of Public Information..	\$2,323,400
Section 20. Information centres.....	1,203,500

*Analysis of reductions recommended*

	\$
Section 10, chapter II. Other departmental costs..	25,000
Section 20, chapter I. Salaries and wages.....	10,000
TOTAL	\$35,000

<sup>23</sup> Official Records of the General Assembly, Tenth Session, Annexes, agenda item 38.

*Section 11. Department of Conference Services*

Estimate submitted by the Secretary-General	\$ 6,564,600
Estimate recommended by the Advisory Committee .....	6,543,000

*Budget amounts  
(departmental total)*

	\$		
6,226,355	1955	Posts authorized.....	919
(actual expense)			
6,391,400	1956	Posts authorized.....	914
6,564,600	1957	Posts requested.....	914
6,543,000	1957	Posts recommended by the Advisory Committee.....	913

127. The Secretary-General estimates the 1957 requirements for section 11 at \$6,564,600, compared with the 1956 appropriation, an increase of \$173,000, which is due to three main factors: the cost of salary increments, the lower rate of turnover adjustment, and the inclusion in the 1957 figure of the money provision for a post of Deputy Under-Secretary which was authorized for 1956 but without a corresponding credit.

128. The proposed number of posts remains unchanged at 914, although minor variations occur, as between the two years, in their distribution. Thus, three posts of interpreter at the Second Officer level are transferred to the European Office, while three new posts (table 11-3, Publishing Service) are proposed for establishment: one post at the Associate Officer level for the Cartographic Unit; and two General Service posts, for the Office of the Chief and for the Distribution Section of the Publishing Service, respectively.

129. One post is proposed for reclassification in 1957—from the Associate Officer to the Second Officer level—in order to assimilate the grading of the post of Chief of the Spanish Proof-reading Unit to that of the corresponding posts in the English and French units.

130. The post of Deputy Under-Secretary (table 11-1), which was included for the first time in the 1955 budget, remains unfilled. The Advisory Committee concurred last year in the maintenance of the post for 1956, on the terms that qualified the General Assembly's original approval: that the post would be filled only if the Secretary-General, after consultation with the Under-Secretary and on a review of actual departmental needs, decided in favour of that step and obtained the prior concurrence of the Advisory Committee.

131. In the Committee's opinion, the experience of eighteen months is sufficient for the purpose of a final decision. That experience demonstrates, as the Committee has been informed, that the post of Deputy Under-Secretary is not needed; and since it is clear, on the basis of this and other evidence before the Committee, that the present staffing of the Department at the highest levels is adequate for the efficient conduct of its business, there appears to be no administrative justification for the continuance of the post. A reduction of \$21,600 is recommended.

132. The Advisory Committee has again inquired into the progress being made in the liquidation of the arrears of translation of the Official Records in the Chinese, Spanish and Russian languages.<sup>24</sup> This is the work done during the past three years:

<sup>24</sup> There are no arrears in English and French.

	Arrears liquidated during twelve-month period ended			Balance outstanding for liquidation at 15 May 1956
	15 May 1954	15 May 1955	15 May 1956	
	Pages	Pages	Pages	Pages
Chinese . . . .	3,000	3,898	8,392	11,465
Russian . . . .	—	1,005	—	15,445
Spanish . . . .	—	2,672	2,284	7,544

133. The situation reflected in the above statistics is an encouraging one in respect of the Chinese and Spanish languages: it is expected that, in the absence of any major increase in current work, virtually the whole of the translation arrears in both languages may be completed during 1957 by the Headquarters, and in the case of Spanish, by the Geneva, staff. Where arrears of Russian translation are concerned, difficulty has again arisen because of the heavy demands made by the Russian-speaking delegations for the translation of current documents, and particularly for the Trusteeship Council and the Economic and Social Council and its technical commissions.

134. Some easing of the problem may, however, be anticipated because it has been found possible partially to overcome the earlier difficulty of recruiting qualified translators in this language. It remains the view of the Advisory Committee that it is highly desirable, either through the filling of staff vacancies or possibly through the continued engagement of temporary staff, to make a substantial inroad, without further delay, into this heavy "backlog".

135. The increases, in which the Advisory Committee concurs, in the establishment of the Publishing Service are largely due (with the exception of the proposed addition to the Cartographic Unit) to the growth in distribution work foreseen in connexion with the admission of new Members. A section within this Service is responsible for the internal reproduction (by a variety of processes) of United Nations documentation, a matter on which comment is offered in paragraphs 259 to 264 below.

136. The Secretary-General also refers in the budget document to the probable need for a strengthening during 1957 of the Editorial Control Unit, which is attached for administrative purposes to the Office of the Under-Secretary. Any such measure (to be effected without present addition to the complement of the Department) would receive the support of the Advisory Committee, which is informed that the additional staff would be found within the Department itself or the Secretariat as a whole. Observations on the editorial work of the United Nations are also contained in paragraphs 253 and 257 below.

137. The Advisory Committee recommends an appropriation for section 11 of \$6,543,000, or a reduction of \$21,600 in the Secretary-General's estimate.

#### *Analysis of reductions recommended*

Chapter I (i). Established posts . . . . . \$21,600

#### *Section 11a. Library*

	\$
Estimate submitted by the Secretary-General	514,400
Estimate recommended by the Advisory Committee . . . . .	514,400

Budget amounts (departmental total)		
\$		
479,845	1955	Posts authorized . . . . . 85
(actual expense)		
495,000	1956	Posts authorized . . . . . 84
514,400	1957	Posts requested . . . . . 84
514,400	1957	Posts recommended by the Advisory Committee . . . . . 84

138. The provision which the Secretary-General requests for the 1957 requirements of the Headquarters Library under section 11a exceeds by \$19,400 the amount approved for 1956. The increase is due mainly to salary increments and, as to some \$5,000, to the lower rate of adjustment for turnover of staff. No change is proposed for 1957 either in the number or the classification of posts.

139. Other items related to the Library are estimated in the following sections:

Section 16, chapter V (iii) . . . . .	\$ 16,700
Section 17, chapter II . . . . .	37,000
Section 25, chapter I (x) . . . . .	2,610

140. The Advisory Committee has also considered, in conjunction with the 1957 estimates, a report on the work of the Headquarters Library during 1955 (ST/LIB/2), which deals with a number of matters that have, or may have, serious financial implications.

141. In its 1955 budget report (A/2921, paragraphs 120 and 121)<sup>25</sup> the Committee pointed out that, on the information which it had received, the problem of space available to the Library was not likely to become acute for some five to six years. While the experience of the past year does not appear generally to invalidate this conclusion, there is evidence in the above-mentioned Library report that, despite the fact that the number of volumes withdrawn during 1955 from the various collections was almost one-third higher than the 1954 figure, some difficulty arises in the matter of space in certain parts of the Library. This applies, in particular, to the growing United Nations and specialized agencies collection, where no further addition to the shelving—much of it already full—can be made, and where it is expected that recourse to microprint editions of older documents will ultimately be necessary.

142. The report also refers to the number of pages copied photographically, which increased to over 52,000 in 1955. The Committee is informed that most of these photograph copies become titles of the Library, and that the work done for other parts of the Secretariat, which consists of reproducing extracts—normally, in three to four copies—of material required by a department, represents a saving compared with other methods of copying. Although the photo-reproduction is carried out by the Department of Conference Services, the requests are processed by the Library: the Committee trusts that continuous care will be exercised in the screening of all such requests.

143. The Archives Section has been attached to the Library since June 1954. Decisions regarding the categories of material to be transferred to the Archives are taken by an internal Secretariat committee, which acts according to a well-defined policy subject to review at regular intervals. As the work of this section is closely linked with that of the Records Retirement Unit in the Registry, the administrative arrangements for the transfer of material of permanent value from that

<sup>25</sup> *Official Records of the General Assembly, Tenth Session, Supplement No. 7.*

unit to Archives are of some importance: an even flow not only enables the Archives Section to gauge its space and staff requirements with accuracy, but obviates the unnecessary expense (for example, in connexion with filing cabinets) to which delays in relegating such material to Archives give rise. The Committee is informed that the arrangements in question are under careful study.

144. Subject to the above comments, the Advisory Committee recommends for approval the Secretary-General's estimate of \$514,400 for section 11a.

#### Section 12. Office of General Services

Estimate submitted by the Secretary-General	\$ 2,945,000
Estimate recommended by the Advisory Committee	2,945,000

#### Budget amounts (departmental total)

\$ 3,135,313 <sup>26</sup>	1955	Posts authorized.....	459
(actual expense)			
3,056,200 <sup>26</sup>	1956	Posts authorized.....	453
2,945,000	1957	Posts requested.....	449
2,945,000	1957	Posts recommended by the Advisory Committee.....	449

145. The Secretary-General's estimate of \$2,945,000 for the 1957 requirements of the Office of General Services excludes the United Nations Postal Administration, provision for which is made in part D of the estimates. On a comparable basis, the 1957 estimate for this section is \$26,100 higher than the 1956 appropriation, the increase due to salary increments being partially offset by a reduction in established posts.

146. Apart from the abolition of four established posts—three in the Professional and one in the General Service category—the following changes are proposed:

(i) One Principal Officer post is transferred to the Office of Under-Secretaries without Department in exchange for a Senior Officer post;

(ii) One Second Officer post is transferred to the Department of Public Information in exchange for a First Officer post;

(iii) One Associate Officer post is downgraded to the General Service category; and

(iv) Fifteen security posts are reclassified from the junior to the intermediate level of the General Service category.

147. The transfer under item (i) above is made possible by a reassignment within the Office of responsibilities relating to the Field Operations Service, while the exchange of posts under item (ii) results from the transfer to the Office of certain radio engineering functions hitherto performed in the Department of Public Information. On this latter point the Advisory Committee understands that efforts have been made over the past few years to obtain a rational division, as between this Office and the Information Department, of responsibilities for certain purely technical and maintenance work connected with public information equipment. The Committee concurs in such an arrangement, which is calculated to ensure the most effective use of existing facilities and resources, provided that a com-

plete picture of all costs attributable to public information activities is readily available. Item (iii) above does not call for comment, and the Committee agrees with the proposal in item (iv) because of the practical difficulty, to which reference is made in the budget text under table 12-4, of retaining the services of trained guards at the junior level.

148. On the evidence before the Committee, the staff resources of this Office, which is concerned with a variety of functions, largely of a house-keeping character, are being used with increasing flexibility to meet the fluctuating needs of its component divisions. In this area of activity there is wide scope for such an approach and the Committee does not doubt that present efforts will be sustained, so as to stabilize or, if possible, reduce the total requirements for the next few years.

149. In addition to the salary costs of established posts, the estimate includes a total lump-sum provision of \$720,130 for the employment of 158 manual workers. This amount reflects the wage increases (\$23,000 a year) which the Secretary-General (under the authority of General Assembly resolution 590 (VI) of 2 February 1952) approved with effect from 1 January 1956. Advance notice of the increases was given to the Advisory Committee.<sup>27</sup>

150. The Advisory Committee recommends an appropriation for section 12 of \$2,945,000, the figure submitted by the Secretary-General.

#### Section 13. Temporary assistance and consultants

Estimate submitted by the Secretary-General	\$ 430,000
Estimate recommended by the Advisory Committee	400,000
1955 (actual expense)	494,839
1956 (appropriation)	493,000

151. In addition to the estimate of \$430,000 submitted by the Secretary-General under section 13, a total of \$43,500 is provided separately in part D of the estimates for temporary assistance costs related to revenue-producing activities; similar costs for 1956, amounting to about \$50,000 were included in section 13. Disregarding the revenue-producing activities, the estimates for temporary assistance and consultants at Headquarters (excluding the secretariat of the Joint Staff Pension Board and the United Nations Staff Pension Committee (section 32)), show a decrease of \$13,000 in relation to the 1956 appropriation.

152. Separate provision is also made elsewhere in the budget for temporary assistance, consultant and other similar expenditures, principally in respect of overseas offices (sections 18 to 22 and 33), scientific experts on atomic energy (section 6a), and *ad hoc* meetings of experts in certain economic and social fields (section 8). The total provision in the budget as a whole amounts to \$714,000 for temporary assistance, and \$302,400 for consultants; the latter figure, however, includes certain items that are in the nature of continuing staff salaries, as in the case of the scientific experts in section 6a, or contractual fees for investment services, as in the case of the amounts included in section 12. It also includes items in section 3, to a total amount of \$4,500, which, though figuring under the heading of "Consultants", provide for the attendance of a representative of one commission at the session of another.

<sup>26</sup> Figures include \$136,198 for 1955 and \$137,300 for 1956 in respect of the United Nations Postal Administration, provision for which in 1957 is included in part D of the estimates. Figures of established posts exclude the Postal Administration for all years

<sup>27</sup> Official Records of the General Assembly, Tenth Session, Supplement No. 7 (A/2921, paragraph 125).



153. The consolidation in a single section of virtually all Headquarters estimates for temporary assistance and consultants and the central administration of the related credits by the Office of the Controller have led to a progressive decrease in expenditure for these purposes. Requests from departments for temporary staff or consultants are reviewed by the Controller in the light of staffing resources available at the time in the Secretariat as a whole. The efficacy of the control thus exercised will be enhanced with growing experience of the changing patterns of workload over the year in the different units. The several departments are also becoming increasingly accustomed to a more flexible use of staff resources, both within and between the various segments of the Secretariat. It should be possible, moreover, for the departments to a greater extent to absorb, without additional staff or replacements, the workload arising out of temporary mission assignments. The central control might be further strengthened through the advance planning of an annual programme for the utilization of consultant services, such a programme to be based on a system of priorities and to be subject perhaps to a quarterly review.

154. The Advisory Committee recognizes that frequently the engagement of consultants is occasioned by requests from subsidiary bodies of United Nations organs for special studies. While in all such cases the Secretary-General submits, in accordance with relevant regulations, a statement of financial implications, there is probably room for a more careful consideration of this statement both by the subsidiary body and by the parent organ, in order to ensure at the highest level that established priorities are applied not merely within the field of competence of the subsidiary body but in the light of an over-all appraisal by the parent body of its total programme. It is important, further, that the statements of financial implications to be submitted by the Secretary-General should be prepared as accurately as possible in the light of all the information available at the time of submission.

	1952	1953	1954	1955	1956	1957
			(US dollars)			
Initial appropriation.....	732,000	838,000	974,000	645,000	850,000	700,000
Actual expenditure.....	881,268	628,692	840,774	672,577	—	—

159. As in previous years, the estimate of \$700,000 submitted by the Secretary-General in respect of home leave travel is calculated on the total of actual entitlements to such leave during 1957, reduced by approximately 25 per cent to take account, on the basis of experience, of such factors as turnover of staff, voluntary deferment of leave, or transfer of staff to other duty stations. It is therefore possible to make a close estimate of exact expenditure under this head for a coming year.

160. At the same time, however, the Advisory Committee considers that, as regards the year 1957, account should be taken of a further and exceptional factor of reduction in this item: the probable prolongation of the eleventh session of the General Assembly into the early part of the year, which will inevitably affect the volume of travel to be undertaken on home leave.

161. Where item (iii), Travel on official business, is concerned, the Committee concurs in the provision proposed, under sub-item (b), of \$25,000 for official travel by the Secretary-General or by staff members

155. On the above basis, an effort should be made to keep expenditure under section 13 during 1957 to \$400,000, which amount the Advisory Committee accordingly recommends for appropriation. This figure represents a reduction of \$30,000 in the provision proposed by the Secretary-General.

*Analysis of reductions recommended*

Section 13. Global reduction..... \$30,000

*Section 14. Travel of staff*

\$

Estimate submitted by the Secretary-General 1,045,000  
 Estimate recommended by the Advisory Committee 1,015,000  
 1955 (actual expense) 1,010,103  
 1956 (appropriation) 1,170,000

156. The Secretary-General's estimate of \$1,045,000 for the 1957 travel requirements of Headquarters staff comprises three items:

(i) Travel on appointment, transfer and repatriation.. 220,000  
 (ii) Travel on home leave..... 700,000  
 (iii) Travel on official business..... 125,000

Each of these items is administered as a separate sub-account, and funds are not normally transferred between them.

157. The above figure of \$125,000 does not represent the total provision for travel on official business to be undertaken by Headquarters staff, since other sections of the budget (for example, sections 1, 3 and 3b) contain items for such travel in connexion with conferences.

158. Because of the uneven incidence of home leave in any two consecutive years, it is not possible, without an adjustment of the figures in this section, to make a valid comparison between different years. This is illustrated in the following table of (a) initial appropriations (authorized or proposed); and (b) actual expenses for home leave during the period 1952 to 1957:

for purposes related to his special responsibilities. The Committee is also prepared to recommend the estimate of \$100,000 under sub-item (a) for official travel by staff members for normal departmental purposes, in view of the additional requirements for a fuller co-ordination with regional units, a closer supervision of information centres and other purposes.

162. On chapter I, Travel on appointment, transfer and repatriation, the amount requested exceeds the 1956 appropriation by \$20,000, even though the departmental estimates for 1957 in sections 6 to 12 are based on the premise that there will be a lower turnover of staff than in 1956. The Advisory Committee considers that this difference between the two years should be reflected in the travel provision under this particular item, which should at least be held at the 1956 figure of \$200,000.

163. On the basis of what is said above, the Advisory Committee makes the following recommendations on section 14:

	<i>Reduction in Secretary-General's Estimate</i>	<i>Appropriation</i>
	\$	\$
Item (i)	20,000	200,000
Item (ii)	10,000	600,000
Item (iii) (a)	—	100,000
Item (iii) (b)	—	25,000
Total recommended for section		\$1,015,000

#### Section 15. Common staff costs

	\$
Estimate submitted by the Secretary-General	3,336,100
Estimate recommended by the Advisory Committee	3,331,500
1955 (actual expense)	4,999,050 <sup>28</sup>
1956 (appropriation)	3,273,600

164. Common staff costs during 1957, as estimated by the Secretary-General at \$3,336,000, are \$62,000 higher than the 1956 appropriation, but \$33,000 below the expenditure of 1955 (excluding \$1,630,000 required during that year for the reimbursement of national income taxation). Increases (between the 1956 and 1957 figures) of \$52,000 under chapter I and of minor amounts under chapters II and III are partially offset by a decrease of \$7,400 under chapter IV, where a grant to the International School is not proposed (1956: \$12,000).

165. The Advisory Committee has no comment to offer on the increase in chapter I, where the amount of the Pension Fund contributions to be charged to the budget is directly related to the total salary bill, or on that in chapter III, where the level of contributions to approved medical schemes (item (ii)) reflects current experience.

166. As regards the costs estimated under chapter II, the slight reductions proposed on installation and separation payments (items (i) and (ii)) appear to take insufficient account of the relative stability that has now been reached in the matter of appointments and separations. On the chapter as a whole, a reduction of \$4,500 to the 1956 level is recommended. As the question of applying a more restrictive rule in respect of removal costs is now under study, the Committee refrains from a specific recommendation on item (iv).

167. On chapter IV, apart from the grant to the International School (see paragraph 164 above), virtually the sole change between the two years occurs in item (iii), *Interne training*: \$3,600 more is required for 1957 in order to assimilate the weekly stipend of the regular internes to that of the special internes (\$50). The total estimate of \$93,500 for this item comprises:

- (a) \$24,000 for two regular interne programmes:
  - (i) 30 civil servants, eight weeks;
  - (ii) 30 university students, eight weeks.
- (b) \$69,500 for one special interne programme: 20 special internes (guide-internes), one year.

168. The Secretary-General will report on the special interne programme to the General Assembly at its forthcoming session, at which time the Advisory Committee proposes to review the working of the programme during the first full year of operation, with par-

<sup>28</sup> Includes \$1,630,000 for the reimbursement of national income taxation.

ticular reference to (a) the volume and quality of the services rendered to the Guided Tours Unit; (b) the distribution of the special internes' time between guide duties, on the one hand, and their work with departments of the Secretariat, on the other; and (c) the extent to which the combination of duties fulfils the dual purpose of the special programme, which is to enable the internes, while rendering assistance to the Visitors Service, to acquire knowledge of the United Nations. Meanwhile, the Committee concurs, on the provisional basis on which they are put forward, in the Secretary-General's proposals.

169. For section 15 as a whole, the Advisory Committee recommends, subject to the reservation in the preceding paragraph, an appropriation of \$3,331,500, or a decrease of \$4,500 in the Secretary-General's estimate.

#### *Analysis of reductions recommended*

Chapter II. Installation and separation costs..... \$4,500

#### Section 16. Common services

	\$
Estimate submitted by the Secretary-General	3,819,800
Estimate recommended by the Advisory Committee	3,789,800
1955 (actual expense)	3,766,233
1956 (appropriation)	3,645,700

170. The Secretary-General's estimate for 1957 in respect of common services exceeds, on a comparable basis, the 1956 appropriation by \$159,100 (excluding the item of \$15,000 for housing accommodation for the Secretary-General previously appearing in section 6, chapter I). Four out of the six chapters in section 16 show appreciable increases, as follows:

	\$
Chapter I.	
Communication services.....	33,000
Chapter II.	
Rental and maintenance of premises (excluding housing accommodation for the Secretary-General)	30,100
Chapter III.	
Stationery and office supplies.....	35,000
Chapter IV.	
Rental and maintenance of equipment.....	64,700

171. As pointed out in the Secretary-General's foreword to the budget estimates (A/3126, paragraph 22), these increases reflect the rising cost of labour in the New York area, which in turn affects both the direct labour contracts of the Organization and the cost of almost all services and materials. The extent to which such increases can be absorbed is limited by the fact, to which the Advisory Committee has previously drawn attention,<sup>29</sup> that the several items included under this section are subject to differing degrees of administrative control. Nevertheless, the same consideration calls for intensified efforts to achieve economy in areas, such as communication services and various kinds of supplies, where a larger measure of direct control can be exercised.

172. The provision in chapter I for communication services reflects increases in the estimates for telephone services (\$16,000); cable, telegraph and wireless (\$3,000); postal services (\$4,000); freight, cartage and express (\$2,000); and air freight (\$8,000). In the

<sup>29</sup> See, for instance, *Official Records of the General Assembly, Tenth Session, Supplement No. 7 (A/2921, paragraph 152)*.

Advisory Committee's opinion, renewed efforts should be made to curb the volume both of telephone services (particularly in view of continuing increases in rates) and of commercial cable and telegraph services. As regards the other items, which include appreciable amounts in respect of public information material, the use of air freight should be strictly limited, for the most part, to cases of extreme urgency in which careful advance planning is not feasible. In addition, the increased emphasis, reflected in the 1957 estimates for section 20, Information centres, on the production of information material in the field rather than at Headquarters should also contribute to a reduction in postal and freight costs for information purposes.

173. Increases also occur in the estimates under chapter II for contractual services for maintenance of premises (\$25,600); utilities (\$17,000) and alterations to premises (\$10,000); and in the provision under chapter III for stationery and office supplies (\$35,000). The Advisory Committee considers that continuous efforts should be directed towards ensuring that expenditures on these several items are kept at a minimum through the strictest possible control over contracts and alterations and in the consumption of utilities and office supplies. Similarly, the estimates for replacement of parts under items (i) and (iv) of chapter IV, and for miscellaneous supplies and services under item (ii) of chapter V appear to offer scope for economy.

174. On the basis of the above observations, the Advisory Committee considers that an increase of \$129,000 over the comparable 1956 appropriation should suffice, making a total appropriation of \$3,789,800 for section 16. The reduction of \$30,000 which is accordingly recommended may be distributed at the discretion of the Secretary-General.

*Analysis of reductions recommended*

Section 16. Global reduction..... \$30,000

*Section 17. Permanent equipment*

	\$
Estimate submitted by the Secretary-General	286,500
Estimate recommended by the Advisory Committee	250,000
1955 (actual expense)	169,355
1956 (appropriation)	165,000

175. The estimate of \$286,500 submitted by the Secretary-General under section 17 represents an increase of \$121,500, or almost 75 per cent, over the 1956 appropriation. Disregarding the item of \$35,000 for library books and maps, the whole of the provision, with the exception of about \$40,000 for additional equipment, is intended for the replacement of existing items of furnishing and equipment.

176. During the tenth (1955) session of the General Assembly, the Secretary-General informed the Fifth Committee that the Secretariat had been precluded by the pressure of work from reporting during that session on a programme of replacement of furniture and equipment. The Secretary-General further indicated that such a report would be presented in 1956, together with any proposals for necessary changes in existing budgetary arrangements.<sup>30</sup>

177. The Advisory Committee understands that as regards furniture, office equipment and telecommuni-

cations equipment, detailed schedules of replacement have been developed for the next ten years on the basis of an individual, physical examination of each piece of equipment, together with a study of its age and history of use, and the cost of repairs and maintenance; but that in respect of major equipment installations such as compressors, pumps and boilers, which form an integral part of the buildings, it was found that principles that are valid for the replacement of office equipment and telecommunications equipment are not equally applicable. The Committee is informed that the studies clearly point to the need for a fuller experience of the operations at Headquarters before proposals on this aspect of the property management programme can be presented with authority.

178. Accordingly, while the submission of a comprehensive replacement programme has been temporarily deferred, the estimates under section 17 covering furniture, office equipment and telecommunications equipment are stated to be based on the replacement schedules that have already been developed. These schedules, of course, constitute no more than a broad guide for the purpose of establishing in advance an initial estimate of possible requirements at a particular time; actual replacement during a given year of any piece of equipment will still be governed by its condition and by a judgment as to the point of time at which replacement would be most advantageous, with reference to all relevant factors, including replacement cost in relation to resale value.

179. Considered in this light, the 1957 programme of replacement appears somewhat too liberal. In the Committee's opinion, its scope might be curtailed in three specific areas.

180. First, as regards chapter I, a part of the furniture proposed for replacement might be used in offices or other areas where appearance is not of particular consequence. As regards furniture that is purchased in new condition, a longer period than ten years should normally be allowed before replacement. Account must also be taken of the reduction in over-all requirements for office furniture that has resulted from the reorganization of the Secretariat.

181. Secondly, it is desirable to continue the present efforts to achieve a prolonged use of office equipment and in particular of typewriters, together with a slower rate of replacement for such items as cipher equipment. The Committee understands that steps will be taken, if possible, to purchase at second hand, with a substantial saving, the process camera for which \$22,000 is included in item (iii) of chapter I.

182. Thirdly, in respect of miscellaneous equipment under chapter IV, the Committee suggests a more conservative approach in the purchase of such ancillary equipment as tools.

183. Furthermore, the Committee considers that some deferment is reasonable in the acquisition of radio, television and motion picture equipment, in view of the fact that a considerable expenditure has been incurred on this account over the past few years.

184. The Advisory Committee accordingly recommends an appropriation for section 17 of \$250,000, or a reduction of \$36,500 in the estimate submitted by the Secretary-General.

*Analysis of reductions recommended*

Section 17. Global reduction..... \$36,500

<sup>30</sup> Official Records of the General Assembly, Tenth Session, Annexes, agenda items 38 and 47, documents A/3103 and A/C.5/630.

## PART IV. EUROPEAN OFFICE OF THE UNITED NATIONS

185. In part IV of the 1957 budget estimates, the Secretary-General requests provision to a total amount of \$5,746,200 for the requirements of two offices housed in the *Palais des Nations* at Geneva:

(a) The United Nations Office at Geneva, the title of which has been changed, in accordance with a recommendation of the Survey Group, from the previous title of "The European Office of the United Nations" (section 18); and

(b) The Office of the United Nations High Commissioner for Refugees, on which the Advisory Committee submits recommendations in paragraphs 223 to 227 below (section 19).

## Section 18. The United Nations Office at Geneva

	\$
Estimate submitted by the Secretary-General	5,059,000
Estimate recommended by the Advisory Committee	5,010,000
1955 (actual expense)	5,032,196
1956 (appropriation)	4,998,700

186. The trend of expenditure and staffing requirements at the United Nations Office at Geneva for the three-year period 1955-1957, is illustrated in the following table:

Direct staff costs	1955		1956		1957	
	Expense \$	Posts authorized	Appropriation \$	Posts authorized	Estimates \$	Posts requested
Chapter I. General Services	2,590,080	462	2,395,120	471	2,494,700	477
Chapter II. Information Service	99,644	12	94,700	11	85,700	11
Chapter III. Joint secretariat of the Permanent Central Opium Board and the Drug Supervisory Body	67,721	8	65,970	9	68,700	9
Chapter IV. Secretariat of the Economic Commission for Europe	941,903	155	985,000	155	992,000	150
Chapter V. Narcotic Drugs Division	65,778 <sup>a</sup>	29	186,910	26	196,800	26
Sub-total	3,765,126	666	3,727,700	672	3,837,900	673
Chapter VI. Common staff costs	752,141		671,000		728,000	
Chapter VII. Common services	382,524		389,000		407,100	
Chapter VIII. Permanent equipment	132,405		211,000		86,000	
TOTAL	5,032,196		4,998,700		5,059,000	

<sup>a</sup> Exclusive of expenditure of about \$130,000 incurred at Headquarters prior to the transfer of the Division to Geneva in August 1955.

187. As between the years 1956 and 1957, there are increases of \$110,000 in direct staff costs<sup>31</sup> (including \$55,000 in respect of salary increments); \$57,000 in common staff costs (chapter VI); and \$18,000 in common services (chapter VII). These increases, totalling \$185,000, are partially offset by a decrease of \$125,000 in permanent equipment (chapter VIII), so that the 1957 estimates for section 18, as submitted in the budget document (A/3126), are on balance \$60,000 higher than the 1956 appropriation.

188. Since the date of his budget presentation, the Secretary-General has submitted proposals for the modernization of the *Palais des Nations* (A/C.5/659)

<sup>31</sup> The term is used in a wide sense to cover all items entered in chapters I to V: established posts, temporary assistance, consultants, overtime and night differential, travel on official business, etc.

which, if approved by the General Assembly, will involve a supplementary provision under chapter VIII<sup>32</sup> of \$160,000, and raise the total of the 1957 estimates for section 18 to \$5,219,000, or \$220,000 above the 1956 appropriation. The Advisory Committee will examine and report on these proposals in advance of the forthcoming Assembly session.

189. As in previous years, the estimates for section 18 include provision under five separate chapters for temporary assistance and travel on official business. There appears to be a strong case for consolidating the sums provided for each of these items in a single chap-

<sup>32</sup> The 1956 appropriation of \$211,000 under chapter VIII included (a) \$65,000 for the renewal of the air-conditioning plant, and (b) \$50,000 for improvements to the installations at the *Palais des Nations*. These and other exceptional items hamper a direct comparison of the figures shown in the above table (paragraph 186).

ter to be administered centrally, and the Committee has requested the Secretary-General to report on this matter in conjunction with his 1958 budget estimates, indicating whether the Headquarters practice (see budget sections 13 and 14) might not be extended with advantage to the Geneva Office.

### Chapter I. General services

	\$
Estimate submitted by the Secretary-General	2,494,700
Estimate recommended by the Advisory Committee	2,494,700 <sup>33</sup>

#### Budget amounts (total for chapter)

	\$		
2,590,080	1955	Posts authorized	462
(actual expense)			
2,395,120	1956	Posts authorized	471
2,494,700	1957	Posts requested	477
2,494,700	1957	Posts recommended by the Advisory Committee	477

190. Compared with 1956, there is an increase of almost \$100,000 in the estimated requirements under this chapter for 1957. Apart from salary increments and the establishment of six additional posts (including three Professional posts transferred from the Headquarters Department of Conference Services), this increase is due to certain special factors:

(a) The Technical Unit previously charged to chapter II (Information Service) has been transferred to the Building Management Division in chapter I (see paragraph 198 below);

(b) Although a net increase of six posts (including two posts of translator transferred from Headquarters) was approved for 1956, the related monetary provision was based on less than a full year's requirements. For 1957, the cost of these posts is correspondingly higher.

191. The following staffing changes are proposed for 1957:

#### Conference and General Services (table 18-4):

(a) Languages and Stenographic Division:

(i) Three additional Professional posts of interpreter (transferred from Headquarters during 1956);

(ii) Two additional General Service posts, for the Russian typing pool.

(b) Documents, Registry and Distribution Division:

One additional General Service post of mail clerk for the Registry.

192. No reclassification of posts is requested under chapter I; minor variations in grading between the years 1956 and 1957 are due to exchanges of posts between the Library (table 18-2), Conference and General Services (table 18-4), and Administrative and Financial Services (table 18-5).

193. The Advisory Committee concurs in the proposed addition to the establishment under chapter I, General services, in view of the upward trend in the workload of the Geneva Office which is reflected in the following table:

	1954	1955	Percentage of increase, 1955, compared with 1954 Per cent
Number of meetings held..	2,024	2,656 <sup>a</sup>	30
Pages typed in the pools..	236,500	288,900	22
Pages translated.....	53,000	68,100	28
Documents distributed....	5,946,000	7,829,000	30
Documents reproduced (impressions) .....	62,400,000	69,100,000	12
Sales invoices.....	31,600	38,100	22
Freight shipments.....	4,176	5,079	25
Services rendered to specialized agencies and others	\$200,300	\$246,154	23

<sup>a</sup> Includes the two conferences of Heads of Governments and Foreign Ministers, which had an effect on certain of the services of the Geneva Office, but not on the languages or documents services.

194. On the evidence presented to the Committee, the experience of the first four months of 1956 confirms the trend noted during 1955: it is estimated that the number of meetings to be held during 1956 in the Palais will be virtually unchanged, while the production figures for translation and typing may exceed the 1955 levels. The two principal factors accounting for this increased activity are (a) the larger volume of services rendered to specialized agencies and others;<sup>34</sup> and (b) the expansion in the services required by the Economic Commission for Europe, which, apart from a higher number of meetings,<sup>35</sup> is making a progressively fuller use of rapporteurs drawn from governmental delegations, a practice that tends to enlarge the volume of work demanded both of the translation sections and the typing pools.

195. The remaining items in chapter I are the following:

	1957 estimate	1956 appropriation	Variation, 1957 compared with 1956
	\$	\$	\$
Consultants .....	5,700	4,700	+1,000
Temporary assistance..	155,000	169,500	(-14,500)
Overtime and night differential .....	12,000	12,000	—
Casual labour.....	53,000	53,000	—
Travel on official business .....	7,000	5,000	+2,000

196. The Advisory Committee recommends that the estimate for chapter I should be approved as submitted by the Secretary-General at the figure of \$2,494,700, subject to the following reservation: on chapters I to V inclusive of the present section the Committee recommends a global cut of \$14,000 in temporary assistance, and of \$2,500 in travel on official business in order to ensure the strictest control of these expenditure items and, in the case of the latter cut, to take account of the reduction in fares which came into force in June 1956 on a majority of the European railway systems.

### Chapter II. Information Service

	\$
Estimate submitted by the Secretary-General	85,700
Estimate recommended by the Advisory Committee	85,700 <sup>36</sup>

<sup>34</sup> The income derived from such services is a reliable gauge of the workload at the Geneva Office resulting from other than United Nations activities.

<sup>35</sup> 1955: 721 meetings of the Commission and its subsidiary bodies; 1956 (estimated): 859 meetings.

<sup>36</sup> Subject to the recommendation made in paragraph 196 above.

<sup>33</sup> Subject to the recommendations made in paragraph 196.

*Budget amounts  
(total for chapter)*

\$			
99,644	1955	Posts authorized.....	12
(actual expense)			
94,700	1956	Posts authorized.....	11
85,700	1957	Posts requested.....	11
85,700	1957	Posts recommended by the Advisory Committee.....	11

197. No change is proposed for 1957 either in the number or the classification levels of the established posts in the Information Service, which has been reconstituted in accordance with a recommendation of the Survey Group. The staff of the Service comes under the immediate authority of the Director of the Geneva Office acting, in matters of policy, under directives issued by the Headquarters Department of Public Information.

198. The reduction of \$9,000 by comparison with the 1956 appropriation is due to the transference of the Technical Unit to the Building Management Division in chapter I of the present section.

199. During November 1955, the Secretary-General reported to the General Assembly his intention of transferring a sum of approximately \$10,000 from other sections of the 1956 budget for the purpose of strengthening the Geneva Information Service. At the time of its examination of the 1957 estimates, the Advisory Committee understood that possible changes to be introduced in the functions and scope of the Information Service are not reflected in the budget submission, for the reason that the re-appraisal of the distribution of activities between Headquarters, New York, and field offices has not yet been completed. While refraining in these circumstances from any judgment on such changes, the Committee has provided in the draft appropriation resolution for the customary power of unfettered transfer of credits between sections 10 and 20 and the present chapter.

200. An appropriation of \$85,700 is recommended for chapter II.

*Chapter III. Joint secretariat of the Permanent Central  
Opium Board and the Drug Supervisory Body*

\$			
Estimate submitted by the Secretary-General	68,700		
Estimate recommended by the Advisory Committee .....	68,700 <sup>87</sup>		

*Budget amounts  
(total for chapter)*

\$			
67,721	1955	Posts authorized.....	8
(actual expense)			
65,970	1956	Posts authorized.....	9
68,700	1957	Posts requested.....	9
68,700	1957	Posts recommended by the Advisory Committee.....	9

201. No change is proposed for 1957 either in the number or the classification levels of the posts to be provided for the joint secretariat of the Permanent Central Opium Board and the Drug Supervisory Body. The increase of \$2,730 by comparison with the 1956 figure is due to salary increments.

202. The Advisory Committee concurs in the maintenance for 1957 of the existing establishment of nine

<sup>87</sup> Subject to the recommendation made in paragraph 196 above.

posts, but trusts that full effect will now be given to the recommendation of the Secretary-General's Survey Group. The 1955 report of the Group referred to the opportunity which the transfer of the Narcotic Drugs Division to Geneva afforded to "all parts of the international narcotics control system . . . for more effective co-operation and greater possibilities of helping each other out in times of pressure". The Committee has received an assurance that the Division in question is prepared to give all possible secretarial and clerical assistance to the joint secretariat, and particularly during the November sessions of the Board and the Body. Such assistance can be rendered all the more easily in view of a re-arrangement of office accommodation at the *Palais des Nations* which will bring the joint secretariat and the Division of Narcotic Drugs into close proximity.

203. The Committee is far from suggesting that an effort at economy should be made unilaterally by the joint secretariat. On the contrary, it believes that the close working arrangements between the two units which its present recommendation presupposes flow naturally from the fundamental unity of the Secretariat—a unity independent of the source of authority in substantive matters. By the same token, the Committee is of opinion that the establishment of such arrangements can serve as solid groundwork for the single secretariat which, in its opinion, must inevitably follow the ultimate adoption of the proposed single convention on narcotic drugs.

204. An appropriation of \$68,700 is recommended for the present chapter.

*Chapter IV. Secretariat of the Economic Commission  
for Europe*

\$			
Estimate submitted by the Secretary-General	992,000		
Estimate recommended by the Advisory Committee .....	992,000 <sup>88</sup>		

*Budget amounts  
(total for chapter)*

\$			
941,903	1955	Posts authorized.....	155
(actual expense)			
985,000	1956	Posts authorized.....	155
992,000	1957	Posts requested.....	150
992,000	1957	Posts recommended by the Advisory Committee.....	150

205. The estimate of \$992,000 submitted by the Secretary-General in respect of chapter IV represents an increase of \$7,000 compared with the 1956 appropriation, and of \$50,000 compared with the 1955 expenditure figure.

206. The changes in establishment between the years 1956 and 1957 were foreshadowed during last year by the Secretary-General (A/3041, paragraphs 18 to 20).<sup>89</sup> Two posts in the Professional category (one at the Senior Officer and the other at the Assistant Officer level) and three posts in the General Service category are proposed for abolition, together with the downgrading of a post of Director to the level of Principal Officer. The remaining items in the estimate (items (ii) to (v) inclusive) show no change between the two years.

<sup>88</sup> Subject to the recommendation made in paragraph 196 above.

<sup>89</sup> *Official Records of the General Assembly, Tenth Session. Annexes, agenda item 47.*

207. In his budget presentation the Secretary-General expresses the hope that the secretariat of the Commission will "be able to augment its capacity in dealing with [an] increased programme by an accelerated use of unpaid government rapporteurs and experts". This system, to which the Advisory Committee pays tribute, of inviting the collaboration of governmental representatives, without recourse to a large secretariat, will, it is hoped, be progressively applied in an increasingly larger number of regions.

208. The Advisory Committee has also taken note of the opening statement (E/ECE/242) by the Executive Secretary to the eleventh (1956) session of the Commission, in which the following, among other, points were made:

(a) That the administrative principle of having a hard-working staff with a minimum of unused resources offers, in addition to budgetary savings, the advantage that the pressure of work is a useful discipline, keeping a secretariat above the demoralization of futility and frustration;

(b) That a heavy workload protects a secretariat from the temptation, affecting so many inter-governmental organizations, of eliciting from reluctant representatives requests for more studies, the usefulness of which is limited to serving as a substitute for the failure of effective inter-governmental action; and

(c) That the secretariat of ECE has consistently upheld the proposition that no meeting is better than a bad meeting.

209. The estimate for chapter IV submitted by the Secretary-General at the figure of \$992,000 is recommended for approval.

#### Chapter V. Narcotic Drugs Division

	\$
Estimate submitted by the Secretary-General	196,800
Estimate recommended by the Advisory Committee	196,800 <sup>40</sup>

#### Budget amounts (total for chapter)

\$			
65,778	1955	Posts authorized.....	29
(actual expense)			
186,910	1956	Posts authorized.....	26
196,800	1957	Posts requested.....	26
196,800	1957	Posts recommended by the Advisory Committee.....	26

210. Although no change is proposed by the Secretary-General in the number or the classification levels of the posts to be provided in 1957 for this Division, the estimate is almost \$10,000 higher than the 1956 appropriation. Apart from salary increments, this increase is mainly due to the fact that in the 1956 budget, prepared before the transfer of the Division to Geneva, the monetary provision for certain of the General Service posts was calculated at the initial step-rate of the level; subsequently, however, staff members who had reached a higher step-rate were transferred from Headquarters to these posts.

211. Subject to the observations contained in paragraphs 202 and 203 above, the Advisory Committee recommends an appropriation of \$196,800, the figure submitted by the Secretary-General.

<sup>40</sup> Subject to the recommendation made in paragraph 196 above.

#### Chapter VI. Common staff costs

	\$
Estimate submitted by the Secretary-General	728,000
Estimate recommended by the Advisory Committee	720,000
1955 (actual expense)	752,141
1956 (appropriation)	671,000

212. The provision proposed by the Secretary-General for this chapter exceeds by \$57,000 the sum appropriated for 1956. The larger part of this increase arises on three items:

	Increase \$
Contributions to Joint Staff Pension Fund.....	14,000
Repatriation grants.....	15,000
Travel on home leave.....	15,000

213. It is stated in the budget document that requirements have been estimated in the light of 1954 and 1955 experience and, in the Committee's view, the provision requested for most of the items is reasonable. On two points a slight scaling-down is suggested: first, where repatriation grants are concerned, the increase, if "mainly on account of the increase in benefits which would follow an increase in the average length of service" seems unduly large; and secondly, as regards items involving travel (items (i) and (viii)), it is understood that the reduction in certain European railway fares, which took effect after the preparation of the estimates, has not been taken into account.

214. Accordingly, the Advisory Committee recommends that the estimate should be approved at the figure of \$720,000, the reduction of \$8,000 to be applied to the chapter as a whole.

#### Chapter VII. Common services

	\$
Estimate submitted by the Secretary-General	407,100
Estimate recommended by the Advisory Committee	398,600
1955 (actual expense)	382,524
1956 (appropriation)	389,000

215. Compared with 1956, there is an increase of \$18,100 in the estimated requirements for 1957 under this chapter. The principal items for which a larger provision is proposed are:

	Increase \$
Cables, telegraph, wireless and long-distance telephone	2,500
Postal services.....	2,000
Utilities .....	5,000
Internal reproduction supplies.....	7,000
Freight, cartage and express.....	3,000

216. The first of the above items includes \$8,000 for long-distance telephone calls, of which 50 per cent is on account of the High Commissioner's Office; in addition, item (i) of the chapter, which covers other than long-distance telephone services, shows an increase of \$1,000 over 1956. The Committee recommends a combined reduction of \$3,000 in the two items, to be achieved mainly through a tighter control of telephone expenses.

217. In addition, reductions, to an amount of \$5,500, are recommended on the following items:

(a) \$1,500 on item (v), Contractual services for maintenance operations, which includes \$7,500 for the first stage of a programme for the re-decoration of the *Palais* to be carried out over a twelve-year period. The Committee suggests a slight extension of the term of the programme;

(b) \$3,000 on item (viii), Internal reproduction supplies, for which the 1957 estimate is respectively \$7,000 and \$18,000 higher than the 1956 and 1955 figures;

(c) \$1,000 on item (ix), Rental of office and other equipment, where the provision of \$7,000 for repairs to furniture is somewhat liberal.

218. On the above basis, the Advisory Committee recommends an appropriation of \$398,600 for chapter VII, or a reduction of \$8,500 in the Secretary-General's estimate.

#### Chapter VIII. Permanent equipment

	\$
Estimate submitted by the Secretary-General	86,000
Estimate recommended by the Advisory Committee	70,000
1955 (actual expense)	132,405
1956 (appropriation)	211,000

219. The 1956 appropriation for this chapter includes two exceptional items—\$65,000 for the renewal of the air-conditioning plant and \$50,000 for improvements to other installations at the *Palais*—which should be excluded from any comparison between the years 1956 and 1957.

220. Furthermore, as is indicated in paragraph 188 above, the Secretary-General has now submitted proposals for the modernization of the *Palais* (A/C.5/659) involving an addition of \$160,000 to the 1957 estimate, for a total of \$246,000. The Committee's report on these supplementary requests will be presented during October 1956.

221. The Committee's recommendation, which is in favour of a decrease of \$16,000 on the chapter as a whole, will not have the effect of eliminating indispensable running costs. Most of the items proposed are for additional purchases and, in the Committee's opinion, there is full scope for curtailing requirements in respect of typewriters and, by means of a more aggressive policy of records disposal, in respect of filing cabinets. Generally, there is need in this chapter for a strict system of priorities to be applied in order that additions to the heavy expenditure of past years may be held to a minimum.

222. The Advisory Committee accordingly recommends an appropriation of \$70,000 for chapter VIII, representing a reduction of \$16,000 in the estimate submitted by the Secretary-General.

#### Analysis of reductions recommended

	\$
Chapter I.	
Chapter II.	
Chapter III.	
Chapter IV.	
Chapter V.	
Chapter VI.	
Chapter VII.	
Chapter VIII.	
TOTAL	
	\$49,000

#### Section 19 Office of the United Nations High Commissioner for Refugees

	\$
Estimate submitted by the Secretary-General	687,200
Estimate recommended by the Advisory Committee	685,000

#### Budget amounts (total for section)

	\$		
649,845	1955	Posts authorized	107
(actual expense)			
685,000	1956	Posts authorized	107
687,200	1957	Posts requested	108
685,000	1957	Posts recommended by the Advisory Committee	108

223. The provision proposed for 1957 in respect of this section shows only a slight change—an increase of \$2,200—by comparison with 1956. A total establishment of 108 posts, or one more than the number at present authorized, is requested under chapters I and II.

224. Under chapter I (Headquarters [Geneva] Office of the High Commissioner), a Senior Officer post is proposed for downgrading to the First Officer level, while under chapter II (Branch Offices of the High Commissioner), a similar proposal (Senior Officer to First Officer level) is accompanied by the addition of one General Service post and by the re-classification of another post in that category to the Professional category.

225. Apart from the costs estimated under the present section, certain amounts are included in other sections of the 1957 budget in respect of the Geneva headquarters Office of the High Commissioner:

	\$
Section 18, chapter VI (Common staff costs)	58,000
Section 18, chapter VII (Common services)	18,000
Section 25, chapter V (Contractual printing)	3,300

The over-all costs of the Office of the High Commissioner for Refugees are thus estimated for 1957 at \$766,500.

226. Most of the detailed items under section 19 show no variation between the years 1956 and 1957, and the Advisory Committee is prepared to concur in the proposed over-all establishment of 108 posts, it being understood that, within the total strength, changes in the staffing pattern (though not in classification levels) may be made by transfers of posts within or between the two chapters of the section.

227. For the three-year period 1953 to 1955, actual expenditure under the present section has fallen short of the authorized appropriation by amounts ranging from \$5,000 to \$35,000.<sup>41</sup> Accordingly, it seems reasonable to recommend that the 1957 appropriation should be held at the 1956 level of \$685,000, representing a reduction of \$2,200 in the estimate submitted by the Secretary-General.

#### Analysis of reductions recommended

Section 19	\$2,200
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### PART V. INFORMATION CENTRES (exclusive of the Information Service at Geneva)

#### Section 20. Information Centres

228. The Advisory Committee's comments and recommendations on this section which has been considered in conjunction with section 10, Department of Public Information, are contained in paragraphs 111 to 126 above.

	41	Appropriation \$	Expenditure \$
1953	.....	650,000	645,000
1954	.....	685,000	673,000
1955	.....	685,000	650,000



PART VI. SECRETARIATS OF THE REGIONAL ECONOMIC COMMISSIONS (OTHER THAN THE ECONOMIC COMMISSIONS FOR EUROPE)

229. The 1957 estimates relating to the secretariats of the Economic Commission for Asia and the Far East and the Economic Commission for Latin America reflect an expansion in these secretariats occasioned by an increase in the work programmes of the two Commissions. Most of this expansion was covered by the Secretary-General's proposals of 1955 on the organization of the Secretariat: consideration of these proposals had, however, to be deferred as they included certain elements requiring further study and analysis. In addition to incorporating the proposals that were made last year, the 1957 estimates take account, in the case of the ECAFE secretariat, of the subsequent decision by the Commission, at its twelfth (1956) session (E/2821),<sup>42</sup> to add a number of new projects to its work programme and to enlarge the scope of several existing projects.

230. The Advisory Committee appreciates the factors which have guided the Secretary-General in formulating his budget proposals for these two sections, and which are briefly set forth in paragraphs 11 and 12 of the budget foreword. Accordingly, the Committee does not desire to suggest any major changes in these estimates, even though, according to its information, it appears that the work programmes of the Commissions are often framed and approved without sufficient attention to their financial implications. In particular, it is essential that a statement of financial implications should be considered *before* programme recommendations are adopted by the regional commissions and, equally, that a similar statement covering the total programme of a regional commission for a given year should be available to the Economic and Social Council, concurrently with the report of the commission, for examination before the programme is reviewed.

231. The Advisory Committee's detailed recommendations on the estimates under each of the two sections are given below.

*Section 21. Secretariat of the Economic Commission for Asia and the Far East*

	\$
Estimate submitted by the Secretary-General	1,495,300
Estimate recommended by the Advisory Committee	1,433,000

*Budget amounts  
(total for section)*

	\$			
1,113,724	1955	Posts authorized.....	154	
(actual expense)				
1,198,200	1956	Posts authorized.....	154	
1,495,300	1957	Posts requested.....	194 <sup>43</sup>	
1,433,000 <sup>43</sup>	1957	Posts recommended by the Advisory Committee.....	194 <sup>43</sup>	

232. Excluding the regional social affairs unit (chapter II) which is a new item for 1957, the Secretary-General's estimates under section 21 amount to \$1,449,000 representing an increase of \$250,800 over the 1956 appropriation, and of about \$335,300 over the

1955 expenditure. Approximately 80 per cent of the increase over the 1956 figure arises on the cost of established posts, which show an increase in number from 154 in 1956 to 194 in 1957—an addition of forty posts, eleven of which, however, have previously been provided from temporary assistance funds.

233. The remaining twenty-nine posts represent the increase in work programmes referred to in paragraph 229 above and comprise two groups. The first group of seventeen posts was recommended in 1955 by the Secretary-General's Survey Group on the basis of the programme approved by the Commission at its eleventh (1955) session, while the second group of twelve new posts is now proposed in order to meet the additions to the work programme adopted by the Commission at its twelfth (1956) session.

234. Attention may be drawn to two points in this work programme, (E/2821, pages 32-43). First, the projects are grouped into three categories: (i) continuing projects and activities of high priority; (ii) *ad hoc* projects of high priority; and (iii) other projects which, in view of staff and budget limitations, will have to be deferred for the time being, and probably cannot be undertaken either in 1956 or 1957. While the Advisory Committee understands that the 1957 estimates are based on (i) and (ii) above, it trusts that even the projects in these groups will in fact be undertaken according to a rational order of priorities.

235. Secondly, the Commission itself has indicated in its report that with respect to several of the projects (including a number of projects in categories (i) and (ii)), the co-operation of the Technical Assistance Administration has either been secured or will be sought. The Secretary-General will doubtless take this into account in determining the pace at which the proposed expansion of the secretariat of the Commission should proceed.

236. In the Advisory Committee's view, sufficient allowance has not been made for these factors, or for the administrative problems associated with recruitment to a large number of new posts, in the 6 per cent deduction that has been made in the cost of established posts for turnover of staff including delayed recruitment. The Committee suggests that a deduction at the rate of 7½ per cent should be fixed, and accordingly recommends a reduction of \$16,000 in the estimate.

237. As regards the six reclassifications in the Professional category proposed in this section, which include one from the Senior Officer to the Principal Officer level, the observations in paragraph 101 above concerning the Department of Economic Affairs apply generally to this section also.

238. Following the recommendation in paragraph 98 above for the costs of the regional social affairs units to be budgeted in section 8, the provision of \$46,300 in chapter II of section 21 for the Far East social affairs unit falls to be deleted.

239. Accordingly, the Advisory Committee recommends an appropriation for section 21 of \$1,433,000, or a reduction of \$62,300 in the estimate submitted by the Secretary-General.

<i>Analysis of reductions recommended</i>	\$
Chapter I. Salaries and wages.....	16,000
Chapter II. Social Affairs Unit.....	46,300
	TOTAL 62,300

<sup>42</sup> Official Records of the Economic and Social Council, Twenty-second Session, Supplement No. 2.

<sup>43</sup> Figure excludes the regional social affairs unit.

*Section 22. Secretariat of the Economic Commission for Latin America*

	\$
Estimate submitted by the Secretary-General	1,193,200
Estimate recommended by the Advisory Committee	1,164,400

*Budget amounts  
(total for section)*

\$			
964,608	1955	Posts authorized.....	157
(actual expense)			
1,015,100	1956	Posts authorized.....	157
1,193,200	1957	Posts requested .....	174 <sup>44</sup>
1,164,400 <sup>44</sup>	1957	Posts recommended by the Advisory Committee.....	174 <sup>44</sup>

240. The estimated expenditure for 1957 of the secretariat of the Economic Commission for Latin America (excluding the regional social affairs unit) amounts to \$1,176,400, or an increase of \$161,300 over the 1956 appropriation, and of \$211,800 over the 1955 expenditure. A large part (\$132,000) of the increase over the 1956 appropriation is due to the proposed addition of seventeen new posts, fourteen of which, in the Professional category, are based on the recommendations made by the Survey Group in 1955 (A/3041, paragraphs 21 to 23)<sup>45</sup>. There is also provision for three additional posts in the General Service category.

241. The programme of work and the priorities adopted by ECLA at its 1955 session (E/2796/Rev.1, pages 30-35)<sup>46</sup> are, as in the case of the ECAFE programme, grouped into the three categories mentioned in paragraph 234 above, and the same general observations apply. Indeed, paragraph 152 of the Commission's report indicates that eight projects which had previously been included in the high priority category were, at the 1955 session, placed in a lower priority category for the following reasons: "Three of these projects would have required technical specialists not available to the secretariat; two were being dealt with by other bodies of the United Nations; and the other three, although important, did not appear to justify diverting staff from work which had a more direct bearing on economic development". This fact lends emphasis both to the basic relationship between priorities and available resources, and to the necessity for a more careful and co-ordinated planning, combined with a close scrutiny of the financial implications of proposed programmes.

242. A number of reclassifications of posts has been proposed in this section, including three from the Senior Officer to the Principal Officer level and two from the First Officer to the Senior Officer level. The Advisory Committee is informed that the efforts in ECLA have hitherto been directed to the development of a trained corps of economists and related specialists, without particular reference to the adequacy of the classification levels. A similar situation may perhaps also prevail in the ECAFE secretariat. Nevertheless, in the Advisory Committee's view, the observations contained in paragraph 101 above concerning the Department of Economic and Social Affairs have generally an equal application to the secretariat of ECLA.

243. For the reasons outlined in the preceding paragraphs, and in order to take account of the difficulty of

<sup>44</sup> Figure excludes the regional social affairs unit.

<sup>45</sup> *Official Records of the General Assembly, Tenth Session, Annexes, agenda item 47.*

<sup>46</sup> *Official Records of the Economic and Social Council, Twentieth Session, Supplement No. 10A.*

recruitment, the Advisory Committee suggests, as in the case of section 21, an adjustment for turnover of staff at 7½ per cent of salaries, or 1½ per cent more than the rate proposed by the Secretary-General. The reduction in the estimate would amount to \$12,000.

244. As the Committee has recommended in paragraph 98 above that the regional social affairs units should be budgeted under section 8, the provision of \$16,800 in chapter II of section 21 for the regional unit attached to ECLA should be deleted.

245. In the light of the foregoing observations, an appropriation of \$1,164,400 is recommended for section 22, representing a reduction of \$28,800 in the Secretary-General's estimate.

*Analysis of reductions recommended*

	\$
Chapter I. Salaries and wages.....	12,000
Chapter II. Social affairs units.....	16,800
TOTAL	28,800

PART VII. REPRESENTATION AND HOSPITALITY EXPENSES

*Section 23. Special payments under annex I, paragraph 2, of the Staff Regulations*

	\$
Estimate submitted by the Secretary-General	50,000
Estimate recommended by the Advisory Committee	50,000
1955 (actual expense)	43,167
1956 (appropriation)	50,000

246. The Staff Regulations, annex I, paragraph 2, authorize the Secretary-General "on the basis of appropriate justification and/or reporting, to make additional payments to Under-Secretaries and officials of equivalent rank at Headquarters to compensate for such special costs as may be reasonably incurred in the interest of the Organization in the performance of duties assigned to them by the Secretary-General. The maximum total amount of such payments is to be determined in the annual budget by the General Assembly".

247. The Advisory Committee concurs in the proposal of the Secretary-General that a maximum sum of \$50,000 should be provided for this purpose in the 1957 budget.

*Section 24. Hospitality*

	\$
Estimate submitted by the Secretary-General	20,000
Estimate recommended by the Advisory Committee	20,000
1955 (actual expense)	19,602
1956 (appropriation)	20,000

248. This section of the budget covers the hospitality expenses of the Organization, both at Headquarters and at other offices of the United Nations, and includes provision for the reimbursement of staff members not in receipt of representation or comparable allowances for hospitality expenses authorized in advance by the Secretary-General. The Advisory Committee recommends an appropriation of \$20,000.

249. The 1955 expenditure of \$19,602 included \$9,250 in respect of offices away from Headquarters,

and \$4,470, the amount contributed towards the cost of a reception held, during the tenth session of the General Assembly, jointly by the President of the Assembly and the Secretary-General.

## PART VIII. CONTRACTUAL PRINTING

### Section 25. Contractual printing

	\$
Estimate submitted by the Secretary-General .....	1,373,900
Estimate recommended by the Advisory Committee .....	1,373,900
1955 (actual expense) .....	1,374,934 <sup>47</sup>
1956 (appropriation) .....	1,391,900 <sup>47</sup>

250. As in 1956, the 1957 estimates for the printing under contract of the Official Records and the publications of the United Nations are consolidated in a single section, for which the Secretary-General has requested a total of \$1,373,900, or \$18,000 less than the 1956 appropriation.

251. A comparative analysis of the 1956 and 1957 figures indicates (a) that, allowing for the exclusion from section 25 of the 1957 estimates of the item for promotion expenses, the proposed expenditure is *prima facie* identical in amount for the two years; but (b) that there is an *effective* decrease in the 1957 estimates much in excess of \$18,000. Certain exceptional items, over which the Secretary-General has no control, are called for in 1957:

(i) In chapter I(ix), \$10,500 more is required, in accordance with General Assembly resolution 987 (X) of 3 December 1955, for the printing of documents of the International Law Commission;

(ii) In chapter II(i), the expenditure for the printing of the *Treaty Series* is estimated at \$90,000, an increase of \$18,400 by comparison with 1956;

(iii) In chapter II(ii), provision has to be made for four issues of the *Bulletin on Narcotics*;

(iv) In chapter IV, the increase of \$24,000 in the publications of the Department of Public Information is due to the enlarged membership of the Organization; and

(v) In chapter I, the same cause results in an increase in the average number of copies of the Official Records to be printed.

252. Subject to the over-riding authority of the Secretary-General, responsibility for the printing programme of the United Nations is vested in the Publications Board, which has the following, among other, terms of reference:

To approve the estimates for contractual printing for inclusion in the budget estimates for each financial year, having due regard to the internal facilities of the Secretariat;

To establish each year the publications programme of the United Nations and issue all necessary directives to ensure control of the execution of that programme;

To determine policies within the Secretariat governing all phases of the preparation, production and distribution of documents.

<sup>47</sup> The 1955 and 1956 figures include respectively \$24,475 and \$18,000 for promotion expenses connected with the sale of publications. For 1957, \$20,000 is provided for this purpose in Part D of the estimates, Revenue-producing activities (Sale of publications).

253. These terms of reference illustrate the wide repercussions which decisions of the Publications Board can have on the work programmes of the departments and on those of servicing units concerned with the translation, reproduction and distribution of documents. Its decisions regarding the proportion of printing to be undertaken internally also affect the provision for paper supplies under section 16 of the budget. But apart from such factors, there exists a close link between the Board and the editorial work of the Organization, its present Chairman being responsible, in his capacity of Chief Editor of the United Nations, for giving policy guidance to the Editorial Control Unit in the Department of Conference Services.

254. The amounts estimated for 1957 under individual chapters of section 25 (chapters I to VI) total \$1,433,900, against which there is a deduction under chapter VII of \$60,000, representing the cost of that part of the contractual printing programme which it is planned to transfer to internal reproduction.

255. The net reduction, by comparison with 1956, of some \$56,000 in chapter I is due mainly to the placing of more advantageous contracts for printing in Chinese and Russian, which offsets the factors of increase noted in paragraph 251 above. As regards chapter II, a substantial addition to item (i), Office of Legal Affairs, and a minor increase in item (ii), Department of Economic and Social Affairs, are partially compensated (a) by the omission of any provision for publications of the Department of Political and Security Council Affairs (against \$4,500 in 1956); and (b) by a reduction of \$18,000 in item (iii), Department of Trusteeship and Information from Non-Self-Governing Territories. Where the latter provision is concerned, the Secretary-General proposes that, in two years out of three, the volume of supplements to the summaries of information from Non-Self-Governing Territories (transmitted under Article 73 e of the Charter), which has hitherto been issued both in mimeographed and printed form, should be replaced by fascicules to be produced internally by the offset process. The Advisory Committee regards this as a wise proposal, which it accordingly commends to the General Assembly. The very small sales figures of recent years<sup>48</sup> appear to lend insufficient weight to the argument heard in the Committee on Information from Non-Self-Governing Territories (A/AC.35/SR/149) to the effect that the withdrawal of the volume from sale in two years out of three would cause detriment to the interests of inhabitants of the Territories.

256. In other proposals also (E/2903), which are now before the Economic and Social Council, the Secretary-General has sought to give effect to the intention of the General Assembly which, in resolution 789 (VIII) of 9 December 1953, invited "... all organs of the United Nations ... to scrutinize their existing documentation and effect such reduction therein as may be feasible, and to co-operate with the Secretary-General in his efforts to reduce the volume and at the same time to improve the quality of the documentation of the United Nations". Specifically, the Secretary-General suggests that, in lieu of the annual reports on human rights, the Council might consider the adoption of a system, such as it has followed in other fields, whereunder the Secretariat would prepare

<sup>48</sup> English edition .....	(maximum)	300 copies
French edition .....		15-40 copies
Spanish edition .....		0-10 copies

a summary of reports transmitted by Member States over a period of perhaps three years. Further substantial savings could be effected were it agreed to dispense in consequence with the translation and circulation of the reports themselves, as distinct from the summary, which would provide a full, though concise, account of the development of human rights over the selected period.

257. It is the opinion of the Publications Board, in which the Advisory Committee concurs, that excluding such limitations as the General Assembly or other organs may impose, the Secretary-General cannot, of his own authority, achieve further economies on printing of any appreciable size, except possibly (a) through the transfer of a larger volume of work to internal production, and (b) through continued efforts towards the re-negotiation, as opportunity offers, of printing contracts. Clearly, the editorial services of the United Nations have an increasingly important function to perform, but it seems likely that their principal contribution will be towards an improvement in the quality of material. The Committee is glad to note that, with that object in view, a strengthening of the Editorial Control Unit is proposed (see paragraph 136 above). It is, of course, true that the Secretary-General is competent to make far-reaching proposals designed to stem the flow of documents from United Nations organs, but the decision on their number and size rests in the final analysis with those organs; it depends also on the extent to which delegations are prepared to reconcile the economy requested in the Fifth Committee with their action in other bodies.

258. During the forthcoming session, the General Assembly will again consider possible measures for reducing the heavy expenditure arising out of the publication of the *Treaty Series*. The Advisory Committee suggests that the Assembly may also wish to study the further proposal which the Secretary-General put forward in 1955 (A/2904, foreword, paragraph 20)<sup>49</sup> for a simplification of the existing system of summary records. The adoption of such a proposal would yield large savings. While the simplification might take various forms, probably the most practicable would be to substitute for the existing summary record in certain of the Main Committees a fuller and more detailed rapporteur's report, with a consequent economy in précis-writing, translating, editing, distributing and printing services. At its last session, the Fifth Committee, while maintaining its summary record in unaltered form, presented to the General Assembly an amplified report on its principal agenda item—the 1956 budget estimates. In view of this experimental submission, which seems very good, the Advisory Committee suggests that the General Assembly should now take a decision on the proposed simplification, which would entail an amendment of the Assembly's rules of procedure.

259. Reference has been made in preceding paragraphs to the possibility of substituting, in certain cases, internal reproduction for external printing. As noted above (paragraph 254), the total of the 1957 estimates has been reduced on this account by \$60,000.

260. The principal factors in any extension of the use of internal processes of reproduction are (a) the capacity of the staff and equipment at present available for that purpose; and (b) the question whether an enlargement of that capacity would be financially advan-

tageous. In reporting to the Secretary-General, the Publications Board has taken the position that, inasmuch as changes in organization or additions to equipment could be recommended only on the basis of the most reliable evidence, consideration of this matter should await the outcome of studies which the competent services of the Secretariat are now undertaking. The Advisory Committee is in agreement with that position, and submits below an outline of the problem at issue for the sole purpose of assisting the review of the estimates presented in section 25.

261. At the time of the move to the permanent Headquarters, it was decided that in the choice of equipment for the internal reproduction service, emphasis should be placed on the process of offset reproduction, as offering two advantages:

(a) For the reproduction of documentation for delegations and meetings, only the immediate requirements need be run in mimeograph form; the large number of copies required for outside mailing can be reproduced on a planned basis on offset presses; and

(b) Stocks can be cut to a minimum, with a consequent reduction in warehouse requirements, because the offset presses are available for prompt reproduction to meet requests for secondary distribution or re-runs of old documents. Similar considerations apply to the equipment related to other processes that has been added to the internal reproduction plant.

262. The staffing of the service as from 1951 was planned on the basis of operating the equipment in such a manner as to produce at all times the documentation required for meetings and for the general needs of the Secretariat. Thus, for approximately two-thirds of the year, staff working on two shifts a day is adequate to requirements. During sessions of the General Assembly, additional temporary staff is recruited to permit the introduction of a third shift.

263. As the volume of documentation for the various meetings fluctuates in different sessions, it has proved possible for the reproduction service to avail itself of surplus capacity by reproducing publications that otherwise would have been printed externally. All of this additional work has been carried out during normal working hours without the acquisition of new equipment or additions to the staff. It follows that only the cost of paper and miscellaneous supplies, together with a percentage for amortization of equipment—or a total estimated at 35 per cent of the cost of external printing—represents an additional expenditure.

264. But once the limits of surplus capacity are reached, an expansion of internal reproduction entails other elements of cost. Improved methods of composition have to be considered, together with the possible acquisition of new presses capable of handling a higher load than that at present required for documents production. The necessary staff increases must be studied carefully in relation to the nature and the volume of work to be transferred from the external printing budget, for the purpose of establishing a reasonably accurate cost ratio between contractual printing and internal reproduction in respect of an expanded programme.

265. Subject to the observations in the preceding paragraphs, the Advisory Committee recommends an appropriation for section 25 of \$1,373,900, the figure proposed by the Secretary-General.

<sup>49</sup> *Official Records of the General Assembly, Tenth Session, Supplement No. 5.*

## PART IX. TECHNICAL PROGRAMMES

*Section 26. Technical Assistance Administration**Section 27. Economic development**Section 28. Social activities**Section 28a. Human rights activities**Section 29. Public administration*

Estimate submitted by the Secretary-General	\$ 2,061,100
Estimate recommended by the Advisory Committee	2,061,100
1955 (actual expense)	1,779,600
1956 (appropriation)	2,061,100

266. Under part IX of the 1957 estimates, a total of \$2,061,100, the amount approved for 1956, is proposed by the Secretary-General as a lump-sum grant from the regular budget of the United Nations towards its technical assistance activities. The funds thus appropriated will be used to augment the funds made available from the Special Account of the Expanded Programme of Technical Assistance.

267. According to the Secretary-General's foreword to the budget estimates (paragraph 25), this is a provisional estimate, subject to possible modification in the light of the review of the relevant programmes to be made by the Economic and Social Council at its current twenty-second session. The total amount is distributed among the sections as follows:

Section 26.	\$
Technical Assistance Administration.....	386,700
Section 27.	
Economic development.....	479,400
Section 28.	
Social activities.....	1,000,000
Section 28a.	
Human rights activities.....	50,000
Section 29.	
Public administration.....	145,000
	2,061,100

268. The appropriation of the amounts proposed under sections 27 to 29 involves a decision of policy to be taken by the General Assembly concerning the level of these programmes in the light of over-all budgetary considerations. Therefore, while the Advisory Committee has taken note of the fact that these amounts are provisionally set at the 1956 levels, their inclusion in the appropriation resolution recommended by the Committee constitutes no more than a formal budgetary action.

269. The Advisory Committee's review of the Secretary-General's proposals under section 26, on the other hand, has been directed to an examination, in accordance with paragraph 1 of General Assembly resolution 594 (VI) of 4 February 1952, of the administrative part of the Organization's technical assistance programme as a whole, including related questions of organization and procedure. Accordingly, information is provided in this budget section on the total requirements for the administrative costs and operational services of the programme, and not merely on that part of the costs which is financed from the regular budget.

270. A second factor that has influenced the Committee's review of the above matters is its recent detailed study of the technical assistance operations of two of the specialized agencies, the International Labour Organisation and the United Nations Educational, Scientific and Cultural Organization. In the course of

that study, which is the subject of separate reports to the General Assembly,<sup>50</sup> the Committee was impressed by the need for further efforts towards (a) the integration of the technical assistance programme with the regular programmes of participating organizations; and (b) the fullest possible use of existing facilities, and particularly where administrative and financial services are concerned.

271. The total estimates under section 26—as distinct from the appropriation requested under that section—represent the full costs of the programme other than those directly incurred on projects. They are grouped under the two headings "administrative costs" and "operational services" in accordance with definitions approved by the Technical Assistance Board and the Administrative Committee on Co-ordination (E/2728).<sup>51</sup> While the Advisory Committee has reserved its final judgment on the validity of these definitions, the total of the two categories of costs affords a measure of the economy and efficiency with which the technical assistance programme is administered. The Committee is therefore more concerned with the total of these costs and its relation to programme expenditures as a whole than with the proportion of costs shown in either category.

272. The 1957 estimates are based on the same level of programme activity as for 1955 (\$8 to \$9 million), and take account of three considerations:

(a) As stated in the Secretary-General's foreword to the budget estimates (paragraph 26), the presentation of these estimates does not reflect the outposting at Santiago and Mexico City, on an experimental basis, of some of the staff of the Programme Division;

(b) The functions of the former Executive Office and those of the programme budgeting and financial control, which previously were the responsibility of the Programme Division, have been consolidated in a new Administrative Division, as recommended by the Survey Group in 1955; and

(c) Thirty-eight posts which have been financed during 1956 from temporary assistance funds are proposed for establishment in 1957; at the same time, nine other established posts are to be abolished.

273. On point (a) above, since May 1956 certain TAA officials have been outposted at Santiago, with an extension of this procedure to Mexico City planned for 1 August. All communications relating to the programme from the southern part of Latin America are now routed to the Santiago unit, to be examined there and reported to Headquarters for decision. A similar procedure will be established for the northern part of Latin America through the Mexico unit as from 1 August 1956. While comment in advance of the report to be submitted by the Secretary-General later in the year (budget foreword, paragraph 26) would be premature, the Advisory Committee was assured that a cautious approach calculated to safeguard the smooth operation of the programme has been made, and that since such steps as have been taken are of a purely provisional character, they could be reversed in the event that the General Assembly should finally decide against the plan.

274. As regards point (b) above, no special comment is called for on the new arrangements for the Administrative Division. It is, however, suggested that

<sup>50</sup> See documents A/3142 and A/3166.

<sup>51</sup> *Official Records of the Economic and Social Council, Twentieth Session, agenda item 4.*

in making changes in the internal organization, care should be taken to avoid a weakening of the smooth administration of the programme.

275. On point (c) above, there has been an increase, during 1955-1956, from fifteen to nineteen in the number of posts carried on temporary assistance and detailed to the Office of Personnel. This increase is understood to be due principally to the growing difficulty of recruiting experts of the necessary standing in an ever larger number of specialized fields. The comments offered below on administrative costs have a bearing both on points (b) and (c) above.

276. Administrative and operational services costs are estimated for 1957 at a total of \$1,474,100, as compared with \$1,462,260 for 1956. For 1955, actual obligations of this type amounted to \$1,157,571, representing 15.7 per cent of total programme costs (A/3124, page 42).<sup>52</sup> The corresponding figure for 1954 was 18.6 per cent. In considering the percentage ratio for 1957, regard must be had to the fact that certain additional commitments, totalling some \$1,200,000, incurred during 1955 for supplies and equipment could not be entered as 1955 obligations (thus reducing the total level of the programme) because of non-delivery before the end of that year. Had it been possible for these commitments to be entered as obligations, the proportion of administrative and operational services costs to total obligations would have been slightly over 13 per cent. On the other hand, it would be unrealistic, in assessing such costs as a proportion of total expenditure, to include substantial expenditures for the purchase of equipment, a project which does not entail administrative costs on the same scale as the rest of the programme.

277. The observations in the preceding paragraphs accentuate the difficulty of drawing valid conclusions from such ratios without reference to the circumstances attending each case. In its 1954 report on technical assistance (A/2661),<sup>53</sup> the Advisory Committee considered that a proportion of less than 12 per cent was reasonable in the circumstances prevailing at that time as regards both the level and content of the programme. If there is an increase in the level of the programme, and if this includes larger outlays on equipment and supplies, the proportion of administrative costs should tend to decrease. Similarly, the growing emphasis on country programming and an increasing reliance on the secretariats of the regional economic commissions and on the offices of the Resident Representatives of the Technical Assistance Board point the way to a possible reduction in administrative costs. Therefore, while welcoming the decreasing proportion of these costs over the period 1954-1955, the Committee recommends the continuance of efforts towards a further reduction.

278. Subject to the above comments, the Advisory Committee recommends appropriations for the under-mentioned sections at the figures submitted by the Secretary-General:

	\$
Section 26 .....	386,700
Section 27 .....	479,400
Section 28 .....	1,000,000
Section 28a .....	50,000
Section 29 .....	145,000
TOTAL, PART IX	2,061,100

<sup>52</sup> Official Records of the General Assembly, Eleventh Session, Supplement No. 6.

<sup>53</sup> Official Records of the General Assembly, Ninth Session, Annexes, agenda item 26.

## 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
1955 (actual expense)	649,466
1956 (appropriation)	649,500

279. The proposed appropriation of \$649,500 for section 30, in which the Advisory Committee concurs, provides for the payment during 1957 of the seventh of fifteen equal annual instalments in accordance with paragraph 1 (a) of General Assembly resolution 250 (III) of 11 December 1948 concerning credits due to certain Member States in respect of the transfer to the United Nations of the permanent capital assets of the League of Nations.

280. Payments made under the transfer will amount by the end of 1957 to approximately \$4,546,000, leaving a balance outstanding for liquidation during the eight-year period 1958 to 1965 of \$5,196,000.

### Section 31. Amortisation of the Headquarters construction loan

	\$
Estimate submitted by the Secretary-General	2,000,000
Estimate recommended by the Advisory Committee	2,000,000
1955 (actual expense)	2,000,000
1956 (appropriation)	2,000,000

281. The Advisory Committee recommends an appropriation of \$2 million for section 31, to meet the seventh annual instalment in repayment of the interest-free loan of \$65 million advanced by the Government of the United States of America towards the construction of the United Nations Headquarters. By the end of 1957 a total of \$11 million will have been repaid, leaving a balance outstanding of \$54 million, to be liquidated, under the terms of the loan agreement, by 1 July 1982, according to the following scale of annual instalments:

Year	Annual payment \$
1958 and 1959 .....	2,000,000
1960 to 1975 .....	2,500,000
1976 to 1981 .....	1,500,000
1982 .....	1,000,000

## PART XI. JOINT STAFF PENSION BOARD AND UNITED NATIONS STAFF PENSION COMMITTEE

### Section 32. Joint Staff Pension Board and United Nations Staff Pension Committee

	\$
Estimate submitted by the Secretary-General	133,600
Estimate recommended by the Advisory Committee	133,600

#### Budget amounts (total for section)

	\$	
112,625	1955	Posts authorized..... 8
(actual expense)		
107,200	1956	Posts authorized..... 8
133,600	1957	Posts requested..... 9
133,600	1957	Posts recommended by the Advisory Committee..... 9

282. The estimated requirements for 1957 under section 32 exceed by \$26,400 the 1956 appropriation, the increase being due to two main factors: (a) \$10,000 more is required under Consultants (chapter I (ii)) because of the growth of the Pension Fund, and because the triennial actuarial valuation (article XXXI of the regulations of the Fund) is to be made during 1957; and (b) \$13,000 more is estimated under chapter III for travel expenses connected with the 1957 session of the Joint Staff Pension Board, which is to be held at Geneva. (The 1956 appropriation covered a session at New York). Subsidiarily, the proposed addition of one General Service post, at the intermediate level, accounts for an increase of some \$3,500 (including common staff costs).

283. The total of \$133,600 proposed for this section includes a sum of \$97,510 (gross) or, after deduction of staff assessment, \$90,010, which, in accordance with article XXVII of the regulations, is chargeable to the Fund. In addition, \$13,060 requested under other sections of the 1957 estimates is also so chargeable. The summary table appended to the present section in the budget document shows that the total net amount recoverable from the Fund (on the basis of the budget submission) is \$103,070.

284. The Advisory Committee has previously suggested<sup>54</sup> that economy might be achieved, without detriment to the work of the Joint Staff Pension Board, by reducing both the frequency of the sessions and the number of representatives attending. At its seventh session (1956) the Board considered a proposal dealing with its composition, and decided that its Standing Committee should (a) examine the comments to be submitted on the proposal by participating staff pension committees, and (b) report to the Board at its 1957 session, when the question of the frequency of sessions will also come under review.

285. The Advisory Committee recommends an appropriation for section 32 of \$133,600, the figure proposed by the Secretary-General.

## PART XII. THE INTERNATIONAL COURT OF JUSTICE

### Section 33. The International Court of Justice

	\$
Estimate submitted by the Secretary-General	624,600
Estimate recommended by the Advisory Committee	617,000
1955 (actual expense)	594,463
1956 (appropriation)	620,000

286. Compared with 1956, there is *prima facie* an increase of \$4,600 in the estimated 1957 requirements for this section, respective increases of \$4,900 and \$1,200 in chapters II and IV being only partially offset by a decrease of \$1,500 in chapter III; chapter I, at \$355,400, remains unchanged between the two years.

287. In the 1957 estimates, however, there is no deduction in respect of turnover of staff; this, if applied to the established posts item in chapter II at the same rate as in 1956 (5 per cent), would amount to \$7,750, representing—on a comparable basis—an effective decrease of some \$3,000 in the 1957 figure for the section as a whole, when compared with the 1956 appropriation.

288. Inasmuch as a turnover deduction is applied in every office of the United Nations, it is reasonable, in the case of the Registry of the Court, to maintain the practice of 1956, while adjusting the rate to that proposed for 1957 at Headquarters (4 per cent). A reduction of \$6,100 is accordingly recommended in item (i) of chapter II.

289. It is stated in the budget document, as justification for the proposed addition of a General Service post in the Registry of the Court (table 33-1), that the number of staff in the shorthand-typewriting department has proved to be insufficient and has necessitated the employment of temporary assistants. The Advisory Committee concurs in the proposal, but recommends, as a corollary, a reduction of \$1,500 in the provision for temporary assistance (chapter II (ii)), which is requested at the 1956 level of \$20,000.

290. The remaining items in chapter II, as well as those in chapter III, are estimated at or below the 1956 level and do not call for special comment. The increase of \$1,200 in chapter IV is due to the proposed replacement or purchase of recording machines and photocopying apparatus; the latter item is expected to yield savings on certain other accounts.

291. For the section as a whole, the Advisory Committee recommends an appropriation of \$617,000, representing a reduction of \$7,600 in the estimate submitted by the Secretary-General.

#### Analysis of reductions recommended

Chapter II	\$
(i) Established posts.....	6 100
(ii) Temporary assistance.....	1 500
TOTAL	7,600

#### REVENUE-PRODUCING ACTIVITIES

292. As a result of the comprehensive review undertaken in 1955 of the revenue-producing activities at Headquarters, the General Assembly, on the recommendation of the Advisory Committee, agreed on two points: (a) that the existing management arrangements should be continued for the present but kept under periodic review; and (b) that the budgetary and accounting treatment of the major revenue-producing activities should be revised along lines that were specified in the Secretary-General's report as modified by the comments of the Advisory Committee.<sup>55</sup>

293. In accordance with the second of these decisions, the 1957 estimates of the five<sup>56</sup> major revenue-producing activities are presented in a revised form whereby identifiable direct expenses of an activity are charged against the revenue derived therefrom. Estimates of additional indirect costs, provision for which is included under the regular budget sections, are also shown for each activity in order to give a fuller financial picture of the operation. The excess of gross revenue over the total of direct and indirect costs is included in the estimates of miscellaneous income (A/3126, part C, section B) as the net income from the operation. However, as the indirect costs are already provided for in the regular budget sections, the total of such costs

<sup>55</sup> Official Records of the General Assembly, Tenth Session, Supplement No. 7, A/2921, *Ibid.*, Annexes, agenda item 38, documents A/C.5/623, A/2991 and A/3103.

<sup>56</sup> The United Nations Postal Administration, the Visitors' Service, sale of publications, catering and related services, and the United Nations Gift Centre.

<sup>54</sup> Official Records of the General Assembly, Ninth Session, Supplement 7, A/2688, para. 237; *Ibid.*, Tenth Session, Supplement 7, A/2921, para. 204.

for all the five activities (estimated for 1957 at \$380,260) is carried as a credit to miscellaneous income in payment for services rendered to revenue-producing activities. Further details of the method of presentation are given in the introduction to part D of the budget estimates.

294. The Advisory Committee has examined the estimates of income and expenditure submitted by the Secretary-General; in the case of activities which are under direct United Nations management, the Committee has also reviewed the number and levels of the established posts that are proposed. Subject to the detailed comments that follow, the Advisory Committee recommends that the following authorization to the Secretary-General in respect of these activities should be included in the text of the appropriation resolution for 1957 (see Appendix I to chapter I of the present report):

"The Secretary-General is authorized in accordance with the Financial Regulations to charge against the income derived from the sale of publications, the catering and related services, the United Nations Postal Administration, the Visitors Service and the Gift Centre, the direct expenses of those activities. Income in excess of those expenses shall be treated as miscellaneous income under the terms of financial regulation 7.1 and paragraph 2 of the present resolution."

#### *United Nations Postal Administration*

295. The following is a summary statement of the estimated income and expenditure for this activity in 1957:

	\$	£
Gross revenue.....		550,000
Direct expenses chargeable to revenue	271,300	
Additional expenses provided under regular budget.....	26,050 <sup>57</sup>	
		<u>297,350</u>
Net income from the activity		252,650 <sup>58</sup>

296. The United Nations Postal Administration is an activity which brings in a considerable revenue to the Organization mainly through sales of stamps to philatelists. The greater part of the sales, to an estimated amount of \$529,000 in 1957, are at Headquarters, with only about \$21,000 derived from sales overseas.

297. The 1955 agreement between the United Nations and the Swiss Postal Authorities, to which reference is made in the budget text under table D-1, included the following arrangements:

(i) A separate issue of Swiss stamps would be made for the United Nations and each of the specialized agencies with headquarters at Geneva;

(ii) The issue would be made progressively in series commencing with that for the United Nations in 1955, coinciding with the tenth anniversary of the Organization, followed by an issue for the World Meteorological Organization in 1956;

(iii) The Director of the European Office agreed to accept an issue containing stamps of six values but

<sup>57</sup> For credit to miscellaneous income under heading "Services rendered to revenue-producing activities".

<sup>58</sup> For credit to miscellaneous income under heading "United Nations Postal Administration".

reserved the right to raise the question again after one year should the number prove inadequate;

(iv) Each series of stamps would be used for the official mail of the organization concerned;

(v) An arrangement was made between the United Nations and the Swiss Government that the special Swiss stamps would be sold to the public at the *Palais des Nations* for franking mail posted there. The Swiss postal authorities would retain all the proceeds from stamps sold at the *Palais des Nations* since it was assumed that they could be, and in many cases probably would be, used for franking purposes. The United Nations would, however, receive 50 per cent of sales made to philatelists by the Central Post Offices at Berne and Geneva;

(vi) The United Nations could continue to use the over-printed stamps<sup>59</sup> until 30 April 1956.

298. The new stamps and a special stamp commemorating the tenth anniversary of the United Nations, valid until 31 December 1955, were issued on 24 October 1955. For the year 1955, revenue to the United Nations from sales of these stamps amounted to more than \$25,000.

299. No other point in the estimates for the Postal Administration calls for special comment and the Advisory Committee recommends them for approval as submitted.

#### *Visitors' Service*

300. A summary statement of the 1957 estimates of income and expenditure follows:

	\$	£
Gross revenue.....		570,000
Direct expenses chargeable to revenue	401,900	
Additional expenses provided under regular budget.....	148,500 <sup>60</sup>	
		<u>550,400</u>
Net income from the activity		19,600 <sup>61</sup>

301. The primary object of the Visitors' Service is not to secure a large net income, but rather to promote understanding about the Organization and to provide services to its visitors. But subject to this consideration, there can be no question that, by and large, the activity should be self-supporting.

302. The Service, which was brought under direct United Nations management as from 1 June 1955, employs, in addition to the regular supervisory and other ancillary staff covered by table D-4, between fifty and sixty full-time guides and about ten on a part-time basis. The conditions of service of the guides are governed by special staff rules, although in respect of leave provisions the normal United Nations rules apply. In view of the nature of the employment, it would be reasonable, in the Committee's opinion, to assimilate leave

<sup>59</sup> Under the League of Nations system, both the League and the International Labour Organisation had an arrangement with the Swiss postal authorities whereby those organizations used Swiss stamps bearing the over-print "League of Nations", etc. for their official mail. These stamps were sold by the Swiss Post Office to philatelists, with 50 per cent of the proceeds going to the League of Nations and the ILO. In 1949 the United Nations entered into a similar arrangement with the Swiss Government, and over-printed Swiss stamps continued to be used until 30 April 1956.

<sup>60</sup> For credit to miscellaneous income under heading "Services rendered to revenue-producing activities".

<sup>61</sup> For credit to miscellaneous income under heading "Visitors Service".



provisions, as indeed the other conditions of service, to those prevailing elsewhere in the area for similar work.

303. The Advisory Committee further considers that, assuming the level of activity indicated in the estimates generally, there is room for some economy in several of the direct expenses, and particularly in the item for miscellaneous supplies and services. The Committee accordingly recommends that, on the basis of a gross revenue of \$570,000, expenditure should be reduced by \$5,400, thereby increasing the net income from the activity to \$25,000 in 1957.

#### *Sale of publications*

304. A summary statement of the 1957 estimates of income and expenditure is given below:

	\$	\$
Gross revenue.....		345,000
Direct expenses chargeable to revenue	147,640	
Additional expenses provided under regular budget.....	163,210 <sup>62</sup>	
	<u>310,850</u>	
Net income from the activity		34,150 <sup>63</sup>

305. Like the Visitors' Service, the sale of publications cannot be regarded primarily as a revenue-earning activity. However, the net income shown as derived from this activity does not reflect the fact that while the income from all sales of publications is taken to account, only the additional run-on costs of publications (as against the basic printing costs) and administrative expenses of sales are entered as expenditure. Having regard to this fact (though without suggesting any change in present practice), the Advisory Committee recommends that the expenses for this activity as shown in table D-5 should be reduced by some \$16,000, so that the net income from the activity would be raised to about \$50,000.

#### *Catering and related services*

306. The income and expenditure for this activity for 1957 are estimated as follows:

	\$	\$
Gross revenue.....		1,514,000
Direct expenses chargeable to revenue	1,408,000	
Additional expenses provided under regular budget.....	40,000 <sup>64</sup>	
	<u>1,448,000</u>	
		66,00
Amortization of Working Capital Fund advance for permanent equipment...		45,000 <sup>65</sup>
Net income from the activity		21,000 <sup>66</sup>

307. Catering and related services, with minor exceptions, represent an activity which is primarily intended for the provision of facilities to delegations and the Secretariat. Subject therefore to the creation of any reserves necessary to ensure that the operation as a

<sup>62</sup> For credit to miscellaneous income under heading "Services rendered to revenue-producing activities".

<sup>63</sup> For credit to miscellaneous income under heading "Sale of publications".

<sup>64</sup> For credit to miscellaneous income under heading "Services rendered to revenue-producing activities".

<sup>65</sup> For credit to the Working Capital Fund.

<sup>66</sup> For credit to miscellaneous income under heading "Catering and related services".

whole shall be self-supporting, any substantial increases in net income should be devoted largely to improving the quality both of the menus and of the service, and possibly also to price reductions.

308. The direct operation of these services is under contract to a catering firm, which receives instructions from the Office of General Services on all aspects of the operation. The Advisory Committee trusts that the current negotiation of a new contract will lead to an appreciable improvement in the sense indicated above.

309. Subject to these observations, the Advisory Committee recommends for approval the estimates of income and expenditure submitted by the Secretary-General.

#### *United Nations Gift Centre*

310. The estimated income and expenditure for this activity in 1957 are shown below in summary form:

	\$	\$
Gross revenue.....		492,500
Direct expenses chargeable to revenue	376,000	
Additional expenses provided under regular budget.....	2,500 <sup>67</sup>	
	<u>378,500</u>	
Net income from the activity.....		114,000 <sup>68</sup>

311. The Gift Centre, which is also managed under contract, yields a substantial revenue. Nevertheless, operating expenses appear to be somewhat high in relation to the nature of the activity. The Advisory Committee notes that the present contract expires in July 1956 and considers that the new contract now being negotiated should provide the Secretary-General with authority to ensure the efficient conduct of the Centre on sound business lines.

312. The Board of Auditors has drawn the Advisory Committee's attention to the fact that as of 31 January 1956, an amount of \$112,500 was provided from the General Fund of the United Nations as operating capital for the Gift Centre. Since only \$71,000 of this amount represented inventories of stocks held and since all sales are on a cash basis, the Board was inclined to the view that the Gift Centre was in an unduly strong cash position. The Advisory Committee considers that the amount of capital provided from United Nations funds should be subject to periodic review in the light of the changing needs of the Centre.

313. Subject to the above, the Advisory Committee recommends for approval the estimates of income and expenditure submitted by the Secretary-General in table D-8.

#### ESTIMATES OF INCOME

314. The estimates of income in 1957 are presented by the Secretary-General under two headings:

- (a) Income from staff assessment; and
- (b) Miscellaneous income.

	\$
<i>Income from staff assessment</i>	
Estimate submitted by the Secretary-General	4,675,000
Estimate recommended by the Advisory Committee.....	4,675,000
1955 (actual revenue).....	4,335,869
1956 (approved estimate).....	4,361,900

<sup>67</sup> For credit to miscellaneous income under heading "Services rendered to revenue-producing activities".

<sup>68</sup> For credit to miscellaneous income under heading "United Nations Gift Centre".

315. By resolution 973 A (X) of 15 December 1955 the General Assembly established, as from 1 January 1956, a Tax Equalization Fund, directing that all revenue derived from the Staff Assessment Plan and not otherwise disposed of by specific resolution of the Assembly shall be credited to the Fund.

316. The 1957 estimate exceeds by \$314,000 the approved 1956 figure, and by \$339,000 the actual 1955 receipts from this source. The larger part of these increases is due to the fact that in each of the two earlier years substantial sums (1955: \$250,000; 1956: \$200,000) were transferred to the Special Indemnity Fund created by General Assembly resolution 888 C (IX) of 17 December 1954.

317. The Advisory Committee concurs in the Secretary-General's estimate of the sum to be credited to the Tax Equalization Fund, \$4,675,000.

<i>Miscellaneous income</i>	\$
Estimate submitted by the Secretary-General	2,146,060
Estimate recommended by the Advisory Committee	2,167,310
1955 (actual revenue)	2,861,781
1956 (approved estimates)	3,050,800

318. The Secretary-General's estimates of miscellaneous income in 1957 are \$905,000 below the approved 1956 figure, and \$716,000 below the actual revenue of 1955. Two factors account largely for this decrease: (a) the change in the budgetary treatment of revenue-producing activities (see paragraph 293 above); and (b) the fact that, whereas the 1956 estimates include

\$270,000 from sales of the *Proceedings of the 1955 Conference on the Peaceful Uses of Atomic Energy*, this source is not expected to yield more than \$55,000 (representing delayed receipts) in 1957.

319. Detailed comment is offered in paragraphs 295 to 312 above on items (ix) to (xiv) of the present estimates. The Advisory Committee recommends, for the reasons stated in paragraphs 303 and 305 respectively:

(a) An increase of \$5,400 (to \$25,000) in item (x), Visitors' Service (Headquarters); and

(b) An increase of \$15,850 (to \$50,000) in item (xi), Sale of publications.

320. Item (iii), Income from investments and other interest, shows an anticipated decrease of \$21,000 and \$39,500 compared respectively with the 1956 and 1955 figures and, as is indicated in the explanatory notes, is based on the experience of the current year.

321. As regards item (i) Rental income (space charges), the estimated gross income of \$96,000 from garage rentals appears to reflect an anticipated net loss on the operation of the garage of some \$7,000. The Committee trusts that, to the extent possible, administrative action will be taken with a view to eliminating this loss, and that more generally on all the items of miscellaneous income, there will be a sustained effort to maintain and, where feasible, augment the revenue.

322. The Advisory Committee recommends that the estimates of miscellaneous income should be approved at a total of \$2,167,310, or an increase (explained in paragraph 319 above) of \$21,250 in the figure submitted by the Secretary-General.

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