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BUDGET ESTIMATES FOR THE FINANCIAL YEAR 1970

Unforeseen and extraordinary expenses

Fifth report of the Advisory Committee on Administrative and Budgetary
Questions to the General Assembly at its twenty-fourth session

1. At its 1291st meeting, on 18 December 1968, the Fifth Committee decided "to defer further consideration of the definition of unforeseen and extraordinary expenses and the procedures proposed by the Advisory Committee on Administrative and Budgetary Questions in its report in document A/7336 until the twenty-fourth session of the General Assembly, when a decision could be taken in the light of studies and information requested by delegations during the discussion of this item" at the twenty-third session of the Assembly.^{1/}
2. One of the requests addressed to the Advisory Committee was to prepare an account of past practices in the United Nations with regard to unforeseen and extraordinary expenses and of the manner in which those practices had developed over the years. In response to that request, the Committee submits a summary of the consideration of the question and the actions taken by the General Assembly up to and including its twenty-second session (see annex I below).
3. The Advisory Committee was also requested to provide information on the extent to which commitments had been entered into in recent years under the terms of the annual resolutions on unforeseen and extraordinary expenses, and the reasons therefor; the amounts of supplementary appropriations and of

^{1/} Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 74, document A/7476, para. 166.

end-of-year balances; and the extent to which actual expenses in a given year differed from the original appropriations. The relevant information covering the eight-year period 1961-1968 is contained in annex II below. As regards recourse to the resolutions on unforeseen and extraordinary expenses, part A of the annex indicates the amounts of the commitments (a) entered into with the prior concurrence of the Advisory Committee, (b) certified by the Secretary-General as relating to the maintenance of peace and security, and (c) certified by the President of the International Court of Justice; the detailed breakdown of these amounts is given in schedules 1 to 8 to annex II below. Schedules 9 to 16 compare, on a section-by-section basis, the original appropriations, the revised appropriations and the actual expenses, as well as the differences between the original appropriations and actual expenses for each of the years 1961-1968. This material is summarized in parts B and C of annex II; part D indicates the increases or decreases in the assessed contributions attributable to revisions subsequent to the adoption of the budget resolutions for each of the years in question. The factual data contained in annex II are summarized in the following table:

(In US dollars)

	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>
Original appropriations	72,969,300	82,144,740	93,911,050	101,327,600	108,472,800	121,567,420	130,314,230	140,430,950
Supplementary appropriations (1,320,000)		3,673,480	(1,034,500)	1,621,377	-	(486,890)	-2,769,770	1,356,800
Total appropriations	71,649,300	85,818,220	92,876,550	102,948,977	108,472,800	121,080,530	133,084,000	141,787,750
<u>Less:</u>								
End year balances	552,922	1,365,870	680,670	-	1,361,408	1,486,850	1,597,187	626,127
Actual expenses	71,096,378	84,452,350	92,195,880	102,948,977	107,111,392	119,593,680	131,486,813	141,161,623
Increase (decrease) compared with original appropriations	(1,872,922)	2,307,610	(1,715,170)	1,621,377	(1,361,408)	(1,973,740)	1,172,583	730,673
<u>Less:</u>								
Revenue in excess of initial estimates	1,226,995	543,787	533,455	938,038	685,748	1,118,300	945,298	419,000
Net balance to be financed by additional assessments	(3,099,917)	1,763,823	(2,248,625)	683,339	(2,047,156)	(3,092,040)	227,285	311,673

Note: The original appropriations for 1969 amount to \$154,915,250. In his report on the supplementary estimates for 1969 (A/7673), the Secretary-General requested additional appropriations totalling \$2,342,050. The Advisory Committee recommended (A/7698) that this additional request be reduced by \$340,000 to \$2,002,050. The Secretary-General further indicated that there was an anticipated shortfall of \$718,290 in the income sections, which would have the effect of increasing the total to be financed by assessments by \$3,060,340. The Advisory Committee's recommendation reduced this amount to \$2,720,340.

4. The supplementary appropriations indicated in the preceding table represent the net amounts approved by the General Assembly after taking into account the funds surrendered by the Secretary-General under sections of the budget where surpluses were anticipated. A comparison between the commitments initially entered into under the annual resolutions on unforeseen and extraordinary expenses and the gross amounts of supplementary appropriations relating to the sections where the Secretary-General anticipated a shortfall, is given below:

<u>Year</u>	<u>Gross supplementary appropriations for sections showing an anticipated deficit</u>	<u>Total commitments initially entered into under the terms of the resolution on unforeseen and extraordinary expenses</u>	<u>Other supplementary appropriations</u>
	\$	\$	\$
1961	1,256,675	495,840	760,835
1962	3,706,370	2,150,200	1,556,170
1963	729,400	343,900	385,500
1964	2,227,462	330,200	1,897,262
1965	a/	507,662	-
1966	722,647	889,250	(166,603)
1967	3,400,522	3,469,650	(69,128)
1968	2,640,227	442,100	2,198,127
1969	2,898,750 ^{b/}	1,113,800	1,784,950

a/ Owing to the circumstances prevailing at the nineteenth session of the General Assembly, the "original appropriations" for 1965 were approved at the twentieth session and thus reflect the changes normally made in the revised appropriations.

b/ As requested by the Secretary-General (A/7673).

5. In the course of the discussion in the Fifth Committee at the twenty-third session of the General Assembly, the Advisory Committee was also requested to secure the opinion of the Legal Counsel on whether the proposed certification by the Secretary-General as to "serious detriment to the United Nations" would

curtail the sovereign powers of Member States in respect of work programmes, whether the proposed amendment to Financial Regulation 3.8 would affect the appropriating powers of the General Assembly, and whether the proposed amendment of Financial Regulation 13.2 would introduce a political concept - that of "serious detriment to the United Nations" - which would be alien to the spirit of the Financial Regulations. The opinion of the Legal Counsel is contained in annex III below.

6. In that opinion, the Legal Counsel concluded, "firstly, that the adoption by the General Assembly of the proposed certification procedure would not curtail the existing legal powers of Member States or of United Nations organs having responsibility for work programmes (these powers having never included the power to commit funds within the United Nations budget beyond those which have been appropriated by the General Assembly). Secondly, it would be for the General Assembly to determine, subject to the provisions of the Charter, what concepts it is appropriate to include in the financial regulations. Thirdly, the proposed amendment to Financial Regulation 3.8 would not affect the continued existence of the appropriating powers of the General Assembly, but would represent an exercise by the Assembly of its powers under Article 17 of the Charter to take decisions on budgetary questions."

7. In the course of the discussion in the Fifth Committee at the twenty-third session of the General Assembly, questions were also raised concerning the modalities of the utilization of the appropriation line for minor contingency expenses recommended by the Advisory Committee.^{2/} The Advisory Committee would recall that the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies had recommended that:

"In order to provide the heads of the organizations with a small amount of funds to meet contingencies which may arise and which cannot be met by savings or postponed until the adoption of the next budget, a special appropriation line might, where necessary, be included in the budget for these minor contingent expenses."^{3/}

^{2/} Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 74, document A/7336.

^{3/} Ibid., Twenty-first Session, Annexes, agenda item 80, document A/6343, para. 41.

8. If this recommendation is approved by the General Assembly, the amount to be included in the contingency line will have to be determined by the Assembly in the annual budget resolution. In response to questions asked in the Fifth Committee at the twenty-third session of the General Assembly, the Advisory Committee, bearing in mind the fact that the Ad Hoc Committee of Experts had envisaged that this credit would be used for "minor" contingent expenses, indicated that, in its opinion, a credit of \$300,000 to \$400,000 should prove adequate to provide for minor adjustments due to rising costs or minor changes in approved programmes. As resort to the contingency provision would entail transferring funds between sections of the budget, the Secretary-General would have to seek the prior concurrence of the General Assembly or of the Advisory Committee if the Assembly were not in session.

9. As regards the question whether the procedures recommended by the Advisory Committee^{4/} would make it necessary for the Secretary-General to resort more frequently than hitherto to the resolution on unforeseen and extraordinary expenses, the answer, technically, may be "yes". However, what would really be involved is that other items of expenses would be reviewed under the same procedure and would be given the same scrutiny as are the items currently regarded as falling within the scope of the resolution on unforeseen and extraordinary expenses. But, even if there were more frequent recourse to the resolution on unforeseen and extraordinary expenses, it should be noted that that in itself would not lead to the submission of larger requests for supplementary appropriations than under the current procedures because, as can be seen from the table in paragraph 4 above, commitments initially entered into under the terms of past resolutions on unforeseen and extraordinary expenses have accounted for only a part of the gross supplementary requirements under the regular budget. Under the existing system, the balance of those requirements - principally expenses of a general administrative nature - has not been subject to scrutiny until late in the financial year.

10. The Advisory Committee was also asked to indicate how its recommendations^{5/} differed from existing practices, and what their main advantages would be.

^{4/} Ibid., Twenty-third Session, Annexes, agenda item 74, document A/7336.

^{5/} Ibid.

The provisions recommended by the Advisory Committee are designed to ensure earlier scrutiny, on a systematic basis, of all additional requirements in order to determine whether they can be financed through a redistribution of funds within the approved budget, or whether supplementary financing will be required. Under the provisions for the financing of unforeseen related expenses, as recommended by the Advisory Committee, the Secretary-General will retain his present authority to transfer funds between chapters of the same section. If the need for unforeseen related expenses exceeds possible savings within the section and thus cannot be financed wholly by transfers between chapters, or, if funds are required for unforeseen new expenses, the Secretary-General would seek the prior concurrence of the Advisory Committee. This procedure, also, is in keeping with Financial Regulation 4.1 as now interpreted by the Secretary-General. Financial Regulation 4.1 states that "the appropriations voted by the General Assembly shall constitute an authorization to the Secretary-General to incur obligations and make payments for the purposes for which the appropriations were voted and up to the amounts so voted". The recommendations also provide procedures to govern the test of urgency which, while inherent in the present approach to the question of unforeseen and extraordinary expenses, has not been formulated in precise terms capable of uniform interpretation. As stated in paragraph 8 above, another part of the Advisory Committee's proposal, which is based on an approved recommendation of the Ad Hoc Committee of Experts, would add an element of flexibility within the approved budget for the Secretary-General by way of the contingency line.

11. The question was also raised why the Advisory Committee had felt it desirable to recommend that the terms "unforeseen" and "extraordinary" be replaced by "unforeseen related expenses" and "unforeseen new expenses". The definitions recommended by the Advisory Committee reflect the fact that additional requirements which arise after the budget has been approved fall into two distinct categories, that is, those directly related to the purposes for which the initial appropriations were voted, and those for completely new activities or purposes. This distinction was blurred by the lack of connotative value and preciseness in the terms "unforeseen" and "extraordinary" expenses as defined in

the foot-notes to General Assembly resolution 68 C (I).^{6/} The substitution of more precise definitions designed to identify these categories of expenses does not change the substance in any way, but it should clarify the meaning of the terms and facilitate their use in the future.

12. In response to observations made in the course of the discussions in the Fifth Committee, the text of the draft resolution and of the annex thereto, which contain the Advisory Committee's recommendations as set out in its eleventh report to the General Assembly at its twenty-third session^{7/} and as summarized above, have been revised so as to make them self-contained (see annex IV below). These texts do not differ in substance from the draft resolution and its annex submitted to the General Assembly at its twenty-third session.^{8/} However, the recommendation for the inclusion in the regular budget of an appropriation line for minor contingency expenses has been included in the body of the text of the draft resolution, rather than in the annex, as previously, and the revised text of the annex has been confined to the definition of the terms "unforeseen related expenses" and "unforeseen new expenses", and to the setting forth of the proposed procedures for financing these expenditures within existing appropriations, and for financing them when they require additional appropriations.^{9/} The Advisory Committee's more general conclusions,^{10/} though they continue to be applicable, have been excluded from the resolution and its annex because they are not essential for a clear definition of the procedures and provisions recommended by the Committee.

^{6/} See annex I below, para. 7.

^{7/} Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 74, document A/7336.

^{8/} Ibid., annex I.

^{9/} Ibid., document A/7336, paras. 25, 26, 28 and 29.

^{10/} Ibid., paras. 24, 27 and 30.

ANNEX I

Unforeseen and extraordinary expenses in the United Nations

Past action by the General Assembly

1. The need to make provision for meeting urgent expenses which arose when the General Assembly was not in session and for which no funds were appropriated under the regular budget has been experienced by the United Nations since its inception. The General Assembly, by its resolution 14 (I) of 13 February 1946, adopted the first (provisional) budget of the United Nations for the financial year 1946, which included a section IV "For unforeseen expenses - \$2,000,000", out of a total appropriation of \$21.5 million. Regulation 2 of the Provisional Financial Regulations annexed to the resolution stipulated that the provisional budget would "remain in force pending its substitution by the adoption of the first annual budget of the Organization by the General Assembly during the second part of the first session". The General Assembly resolved further that, by the second part of the first session, the Secretary-General, after consultation with the Advisory Group of Experts, should recommend action on a number of administrative and budgetary questions, including "means of meeting extraordinary expenditure".
2. At the second part of its first session, the General Assembly had before it a report by the Advisory Committee on Administrative and Budgetary Questions on the first and second annual budgets of the United Nations, for 1946 and 1947, in which the Committee states that:

"If the Councils and their Commissions should... commit the United Nations to expenditures not contemplated in the budget, General Assembly control over the finances of the Organization would be impaired. Moreover, the Secretary-General may find it impossible to carry out his responsibilities for budgetary administration and for keeping expenditure within the limit of appropriations.

"It seems necessary to find a solution which will not thwart the Councils in carrying out their functions but which will preserve the financial stability of the United Nations." a/

a/ Official Records of the Second Part of the First Session of the General Assembly, Supplement No. 4, part IV, section 1 (5), p. 13. Also issued as A/C.5/105.

3. To achieve this objective, the Advisory Committee recommended in its report that the General Assembly should adopt an additional Financial Regulation on the financial implications of proposals. The wording recommended by the Advisory Committee was largely similar to the text of the present regulation 13.1. In making its recommendation, the Advisory Committee stated that "it should be expected that only in extraordinary and urgent circumstances would the Councils make requests for activities to be undertaken involving expenditures which could not be met from available appropriations",^{b/} and expressed the belief that, "given adequate consultation between the Secretary-General and the Councils", it would be possible to make satisfactory arrangements regarding priorities of expenditures within authorized appropriations".^{b/}

4. At the same session of the General Assembly, the Advisory Committee, in its report on Consolidated Budget Estimates and General Recommendations, dealt with "Control over activities and services". It called for "more definitive action by the General Assembly" to strengthen the hand of the Secretary-General in reconciling "the competing requests of the councils and the various commissions and committees for services and activities, all of which he may not be able to meet in full within the appropriation limits".^{c/} After advocating the development of work programmes, the Advisory Committee expressed the view that "the Secretary-General should not be placed in a position of having to make automatic withdrawals from the fund to meet work demands of the councils".^{d/}

5. The General Assembly, at the second part of its first session, adopted resolution 68 A (I) of 14 December 1946, the appropriation resolution for the financial year 1946, which included a provision for unforeseen expenses in the amount of \$250,000.

6. With regard to 1947, the General Assembly followed a recommendation by the Secretary-General (A/79) and made no separate provision for unforeseen expenses in the appropriation resolution for the financial year 1947 (resolution 68 B (I)). Under resolution 68 C (I), however, the Secretary-General was authorized:

b/ Ibid., p. 14.

c/ Ibid., part IV, section 5 (3), p. 44.

d/ Ibid., p. 45.

"(b) To advance from the working capital fund such sums in 1947 as may be necessary to meet unforeseen or extraordinary expenses, provided that the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions is obtained for any advances beyond a total of \$2,000,000 (U.S.) to meet unforeseen expenses and for advances beyond a total of \$3,000,000 (U.S.) to meet combined unforeseen and extraordinary expenses".

The text then made a specific reference to possible advances to the International Court of Justice under Article 22 of the Statute of the Court.

7. Foot-notes to the paragraph quoted above stated that:

"1. The term 'Unforeseen Expenses' means expenses arising from, or incidental to, the carrying out of a programme in accord with General Assembly approved policies, which expenses were not foreseen when the estimates were made.

"2. The term 'Extraordinary Expenses' means expenses for items or objects outside the scope of the budget estimates, i.e. outside the programme on which the estimates were based."

No subsequent General Assembly resolution has included a definition or redefinition of the terms "unforeseen expenses" and "extraordinary expenses".

8. The question of withdrawals from the working capital fund for unforeseen and extraordinary expenses, under General Assembly resolution 68 C (I), was discussed in depth by the Advisory Committee at its session in April 1947. The Committee found that the Secretary-General "required a more positive backing from the General Assembly in exercising his responsibilities in relation to United Nations funds".^{e/} The Advisory Committee expressed the belief that "a salutary rule would be that projects proposed by Councils must await budgetary sanction from the General Assembly; the Councils, that is, should plan for the year ahead, so that appropriations could be sought in the budget. There seemed a great need to ensure that before projects proposed by Councils, or even by the General Assembly, were finally adopted, the Fifth Committee should examine the financial implications".^{f/} The Committee indicated that expenditures relating to peace and security and - at least in the next few years - other projects, for example, in the field of economic

^{e/} A/CN.1/1 and Corr.1, section 5 (b), p. 9.

^{f/} Ibid., section 5 (c), p. 9.

reconstruction, would be exceptions to such rules. Accordingly, the Advisory Committee recommended that the Financial Regulations be strengthened. This recommendation led to the adoption of a text which has since become regulation 13.2.

9. In its report to the General Assembly at its second session on the budget estimates for 1948 and the Working Capital Fund, the Advisory Committee returned to the need for a balanced work programme. It stated that "the Secretariat is obviously placed in an intolerable position if administrative and budgetary committees call it to task over increasing expenditures while other committees can increase the workload with little or no restraint", and that "a great weakness in the United Nations financial system is the fact that projects may be approved by bodies other than the General Assembly, which is the only appropriating authority".^{g/} In the same report, the Advisory Committee, in addition to calling for the strengthening of the Financial Regulations, recommended that, "with certain exceptions, all commitments in respect of unforeseen or extraordinary expenses should require the prior concurrence of the Advisory Committee".^{h/}

10. The Advisory Committee's recommendations were incorporated in General Assembly resolution 166 (II) on the budget for 1948, part B of which - on unforeseen and extraordinary expenses - reads as follows:

"The General Assembly

"Resolves that, for the financial year 1948,

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

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

g/ Official Records of the General Assembly, Second Session, Supplement No. 7 (A/336), para. 26.

h/ Ibid., para. 232.

(b) Such commitments not exceeding a total of \$75,000, if the President of the International Court of Justice certifies that they are necessary to enable the Court to hear cases away from The Hague, under Article 22 of its Statute.

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

In resolution 252 C (III), adopted the following year, the General Assembly, on the recommendation of the Advisory Committee (A/598), inserted the word "urgent" before the words "economic rehabilitation". Since the fourth session of the General Assembly (resolution 357 (IV)), the question of unforeseen and extraordinary expenses has been covered by a separate resolution and not as part of the resolution on the budget.

11. In its first report of 1948 to the General Assembly, the Advisory Committee on Administrative and Budgetary Questions expressed full support of the Secretary-General's stated intention "to postpone the implementation of a number of resolutions until the General Assembly has been able to take appropriate budgetary action".^{i/} It also indicated that projects and studies on non-urgent matters can only be prepared as staff becomes available upon completion of other projects or as additional funds are made available by the General Assembly.

12. At the eleventh session of the General Assembly, the Advisory Committee, in its report on revised estimates for 1957, which were due to decisions taken by the Economic and Social Council at its twenty-first and twenty-second sessions, indicated that:

"4. Among other things, a budget constitutes authority for the execution of the work programmes for which it contains financial provision. It is, therefore, important that the budget for a given financial period should be conceived in comprehensive terms covering all programmes to be undertaken during that period, and that subsequent additions to, and revisions of, the budget should be considered as exceptional. Furthermore, in the case of the United Nations budget, it is often difficult to make an isolated appraisal of revisions or supplementary requests after the budget has been formulated and reviewed as one comprehensive whole." ^{j/}

^{i/} Ibid., Third Session, Supplement No. 7 (A/534), para. 26 (3).

^{j/} Ibid., Eleventh Session, Annexes, agenda item 43, document A/3430, para. 4.

The Advisory Committee felt that:

"The General Assembly may wish to consider ways and means by which additions to a total programme of work which has already been formulated for a given year may be kept to a minimum. For example, it may be felt that the implementation of any proposals, except the most urgent, which are decided upon after the issuance of the initial estimates for a given budget year should be deferred for one year and be reflected for the first time in the initial estimates for the second year." k/

13. Discussion of this question by the Fifth Committee^{1/} led to the adoption of General Assembly resolution 1096 (XI) according to which the Assembly decided

"that, on an experimental basis in relation to the estimates for the financial year 1958, requests for additional appropriations for 1958 after the main budget estimates have been circulated to Member States shall be limited to:

(a) Those for which approval is required as a matter of urgency in the interests of peace and security;

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

(c) Those in respect of decisions of the Security Council, the Economic and Social Council or the Trusteeship Council, provided that such requests are circulated to the Governments of Member States not later than twenty-one days before the opening date of the General Assembly session;

(d) Those in respect of decisions adopted by the General Assembly either without reference to a Main Committee or on the recommendation of such a Committee."

14. Concern for the most rational and economical use of the resources of the United Nations led the General Assembly at its twelfth session to adopt resolution 1202 (XII) on the pattern of conferences, operative paragraph 4 of which reads as follows:

"4. Decides that as a general rule any meeting, other than an emergency meeting, not covered by the basic programme for a given year shall not be held during that year; the General Assembly nevertheless authorizes the Secretary-General, within a financial limit to be set annually in the

k/ Ibid., para. 6.

1/ Ibid., document A/3550, paras. 75-79.

resolution relating to unforeseen and extraordinary expenses, to decide when and where any body or ad hoc conference not covered by the basic annual programme shall meet; in the event that the decision of the Secretary-General is not accepted, the final decision in the matter shall be taken by the Assembly at its next regular session;."

15. Accordingly, under resolution 1231 (XII) on unforeseen and extraordinary expenses for the financial year 1958, the General Assembly authorized the Secretary-General, without seeking the prior concurrence of the Advisory Committee, to enter into commitments not exceeding a total of \$25,000 under the provision of operative paragraph 4 of Assembly resolution 1202 (XII). The following year, in resolution 1339 (XIII), the limit was raised to \$45,000, but subsequent resolutions reverted to the \$25,000 limitation; the provision was discontinued in resolution 2126 (XX).
16. In its report on the form of the budget, submitted to the General Assembly at its fourteenth session, the Advisory Committee returned to the suggestion it had made three years previously (see para. 12 above), and stated that:

"It would be appropriate ... to undertake, in the financial year for which estimates have already been submitted, the new projects only to the extent that they could be accommodated within those estimates and to defer the balance of the work, unless it is of major and urgent importance, until the following year." m/

Opinion in the Fifth Committee on this suggestion was divided.^{n/}

17. By resolution 1449 (XIV), the General Assembly,

"Recalling its resolution 1096 (XI) of 27 February 1957 on the submission of revised estimates,

"Desiring to restrict to a minimum additions to a total programme of work which has already been formulated for a given year and reflected in the main budget estimates submitted by the Secretary-General,

"Requests all organs of the United Nations to consider ways and means whereby new projects might be deferred until suitable provision for them can be made by the Secretary-General in the main budget estimates for a subsequent financial year, unless they are of major and urgent importance or unless they can be accommodated within approved expenditure levels by the postponement of projects of relatively low priority."

m/ Ibid., Fourteenth Session, Annexes, agenda item 44, document A/4228, para. 14.

n/ Ibid., document A/4336, para. 85.

18. The question of unforeseen and extraordinary expenses gave rise to a thorough discussion at the fifteenth session of the General Assembly. On 20 December 1960, the Assembly adopted resolution 1585 (XV) on unforeseen and extraordinary expenses for the financial year 1961, operative paragraph 3 of which requested the Advisory Committee "in the light of discussions in the Fifth Committee, to study and report to the General Assembly at its resumed fifteenth session on the question of the review of the resolution relating to unforeseen and extraordinary expenses of the United Nations".

19. In its report, the Advisory Committee defined the nature of the problem as follows:

"The Charter vests in the General Assembly the authority to approve the United Nations budget. The nature of the responsibilities and work of the Organization is such that expenditures for which provision has not been included in the approved budget arise between regular sessions of the General Assembly. The question therefore is: what procedures, consistent with the General Assembly's responsibility for financial matters, should be established for the proper authorization of such unforeseen and extraordinary expenses." o/

20. Basing itself on the experience of the preceding fourteen years, the Advisory Committee indicated that "it may be assumed that unforeseen and extraordinary expenses are unlikely to be substantial except for specific actions relating to peace and security". p/ The Committee went on to say that "where substantial expenditure arises from a decision of the General Assembly itself, it would be relatively simple for the Assembly, at the same session and in addition to its substantive decision, to consider and authorize appropriate budgetary and financial measures for the purpose". The Advisory Committee accordingly devoted its comments and suggestions to expenditures in the implementation of decisions of the Security Council, which has the primary responsibility for the maintenance of peace and security. The Committee suggested a course which "would constitute a phased and controlled delegation of authority consistent with the financial prerogatives of the General Assembly and designed to provide prompt and effective

o/ Ibid., Fifteenth Session, Annexes, agenda item 50, document A/4715, para. 6.

p/ Ibid., para. 7.

financial support for the decisions of the Security Council, pending appropriate financial action by the General Assembly itself".^{q/} This course, which has been reflected in the wording of the annual resolutions on unforeseen and extraordinary expenses adopted by the General Assembly since its sixteenth session, provided that a special session of the General Assembly would be convened by the Secretary-General to consider the matter if, as a result of a decision of the Security Council, commitments relating to the maintenance of peace and security should arise in an estimated total exceeding \$10 million before the next regular session of the General Assembly. For commitments between \$2 million and \$10 million, the Secretary-General has to seek the prior concurrence of the Advisory Committee; such concurrence is not necessary for commitments not exceeding a total of \$2 million if the Secretary-General certifies that they relate to the maintenance of peace and security.

21. In its report, the Advisory Committee suggested that similar arrangements should also apply to commitments relating to "urgent economic rehabilitation" (which had been covered in previous resolutions by the same provision as commitments relating to the maintenance of peace and security). In view of the fact, however, that the provision relating to urgent economic rehabilitation had not been necessary for a number of years, it was not included in the text of the draft resolution on unforeseen and extraordinary expenses in 1962 as submitted by the Secretary-General and reproduced by the Advisory Committee in its report to the General Assembly on the budget estimates for that year,^{r/} and did not appear in Assembly resolution 1735 (XVI).

22. In that report, the Advisory Committee added that the form and content of the resolution relating to unforeseen and extraordinary expenses may reasonably be expected to be subjected to examination by the Working Group of fifteen members appointed under General Assembly resolution 1620 (XV) of 21 April 1961 to review the administrative and budgetary procedures of the Organization. The Working Group, however, decided to devote itself to the question of the cost of peace-keeping operations.

q/ Ibid., para. 11.

r/ Ibid., Sixteenth Session, Supplement No. 7 (A/4814), para. 85.

23. In reports to the General Assembly at its seventeenth session, the Advisory Committee twice raised the question of the type of expenditures to which the resolution on unforeseen and extraordinary expenses could properly be applied. In its report on the budget estimates for 1963, the Committee drew attention to the fact that items such as expenditures arising from decisions of the General Assembly and the Security Council had been treated "in the first instance as 'unforeseen and extraordinary expenditures'",^{s/} and urged that decision-making bodies should reconsider that practice. The Committee pointed out that:

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

The problem was particularly acute when Main Committees of the General Assembly approved draft resolutions establishing subsidiary organs with relatively undefined terms of reference and work programmes, thereby making it impossible for the Secretariat to prepare an adequate statement of financial implications. The result was that the Fifth Committee was bypassed and the General Assembly in plenary session was not informed of the financial consequences of resolutions before it.

24. In the same report, the Advisory Committee, after noting that "the fiscal authority of the General Assembly, a principal organ in which all Members are represented, cannot properly be completely delegated to a subsidiary organ, particularly to one consisting of relatively few Members", put forward certain recommendations, which are quoted below:

"To remedy the situation, the Advisory Committee recommends that all Main Committees, when examining draft resolutions establishing or creating subsidiary organs, should consider carefully what tasks they wish such organs to perform and, if these are likely to give rise to financial implications, define carefully in their draft resolutions the terms of reference and, in so far as possible, the work programmes and duration of these organs. In particular, resolutions establishing subsidiary organs should make clear whether the Committee is to meet at Headquarters only or whether it is to travel and, if the latter is the case, the scope

s/ Ibid., Seventeenth Session, Supplement No. 7 (A/5207), para. 18.

and limits of the travel which is envisaged. If it is found necessary for subsidiary organs to meet away from the established conference centres, i.e. New York and Geneva, then the Advisory Committee believes that it is necessary to recognize the cost factors involved and to accept a lower standard of conference services for such meetings than are normally provided." t/

25. In its subsequent report on the supplementary estimates for 1962, the Advisory Committee, after inviting the attention of the General Assembly to its observations and recommendations in its main report on the budget estimates for 1963 (see paras. 23-24 above), considered it necessary

"to lay emphasis on the need for decision-making bodies, in particular the Economic and Social Council and its subsidiary organs, to ensure that their resolutions, where they entail expenditure, do not call for action requiring such expenditures to be met by supplementary estimates in the current financial year. The rule should be observed that such expenditures be included in the budget estimates for the following year. Such discipline is necessary if the General Assembly is to have the possibility of reviewing and controlling the budgetary expenditures for an entire financial year as a whole, and would enable the Secretary-General to limit his supplementary demands to the expenses which are clearly inescapable." u/

The Advisory Committee then went on to urge that any tendency towards vagueness and ambiguity in the connotation of the expression "unforeseen and extraordinary expenditure" should be resisted.

26. In general, the members of the Fifth Committee gave full support to the conclusions and recommendations of the Advisory Committee.^{v/} Following a unanimous decision by the Fifth Committee, the Chairman of the Committee, by a letter dated 9 October 1962 addressed to the President of the General Assembly,^{w/} suggested that the latter might wish to bring to the attention of the Assembly and of the Chairmen of the Main Committees the need for strict compliance with rule 154 of the rules of procedure and the recommendations of the Advisory Committee. A similar letter was addressed by the Chairman of the Fifth Committee

t/ Ibid., para. 20.

u/ Ibid., Annexes, agenda item 61, document A/5239, para. 14.

v/ Ibid., document A/5384, paras. 8-10.

w/ Ibid., document A/C.5/927.

to the President of the General Assembly on 26 October 1965, and was circulated to the Chairmen of the other Main Committees under cover of the President's letter of 3 November 1965.^{x/}

27. In its fifth report to the General Assembly at its eighteenth session, the Advisory Committee indicated that it was

"only with reluctance that it has concurred in some of the requests submitted to it in 1963, because it was by no means convinced that the expenses in question could reasonably be considered 'unforeseen'. In other cases, whereas it could be argued that they were 'unforeseen', there was little doubt in the Committee's mind that they were not 'unforeseeable'." ^{y/}

The Advisory Committee then went on to say that in 1963 it had again been confronted with a request, made under the resolution relating to "unforeseen and extraordinary expenses", resulting from a decision taken by a committee of the General Assembly without having complied with financial regulation 13.1; although it had been most reluctant to entertain the request, the Advisory Committee had decided to give its concurrence "as a unique exception".^{z/}

28. In commenting on the supplementary estimates for the financial year 1963, the Advisory Committee listed several supplementary requirements which could not be said to have been unforeseen. The Committee stated that:

"As a rule, budget appropriations approved by the General Assembly set limits on expenditure which should not be exceeded. Commitments or expenditure over and above these appropriations should be considered only if they could not have been foreseen at the time the appropriations were approved and are of an extraordinary nature." ^{aa/}

As can be seen from the reports of the Fifth Committee,^{bb/} there was considerable support in that Committee for the Advisory Committee's views.

29. In its main report on the budget estimates for 1965, the Advisory Committee noted "with some concern that more and more decisions requesting credits, or work

^{x/} Ibid., Twentieth Session, Annexes, agenda item 76, document A/BUR/164.

^{y/} Ibid., Eighteenth Session, Supplement No. 7 (A/5507), para. 33.

^{z/} Ibid., para. 36.

^{aa/} Ibid., Annexes, agenda item 57, document A/5558, para. 13.

^{bb/} Ibid., documents A/5644, para. 7; and ibid., agenda item 58, document A/5681, paras. 17-18.

involving additional expenditure, are being taken by subsidiary bodies, adding considerably to the appropriation voted by the General Assembly and subject only to the latter's ex-post facto approval at the end of the year." cc/

30. The Advisory Committee stated that it did not believe that "it was the intention of the General Assembly that the term 'other competent body' in financial regulation 13.1 should encompass all subsidiary bodies established by the General Assembly or one of its councils or committees, irrespective of the composition of these subsidiary bodies, whether or not their terms of reference or work programmes gave them authority to incur expenditure". dd/

31. The Advisory Committee suggested that

"The main reasons for the kind of problem encountered are, firstly, the absence of a sufficiently precise definition of the terms of reference and work programmes of subsidiary bodies, secondly, the absence of certain relevant information when a proposal to incur additional expenditure is under consideration, and thirdly, misapprehension as regards the powers of the Advisory Committee to concur in expenses for which there is no provision in the budget approved by the General Assembly." ee/

The Committee considered that that kind of problem would "cease to exist only if the actions of decision-making bodies conform to certain disciplines within the framework of a rational budgetary process". ff/

32. The Advisory Committee restated its views on the problem in chapter I of its main report on the budget estimates for 1966. gg/ Lastly, in its main report on the budget estimates for 1968, the Committee, after reviewing the situation and past developments, indicated that "the main problem... is that the normal resolution relating to unforeseen and extraordinary expenditure has become a device for increasing the Organization's budget beyond its approved level". hh/ It recommended that the General Assembly might wish to consider modifying the text of

cc/ Ibid., Nineteenth Session, Supplement No. 7 (A/5807), para. 33.

dd/ Ibid., para. 34.

ee/ Ibid., para. 36.

ff/ Ibid., para. 40.

gg/ Ibid., Twentieth Session, Supplement No. 7 (A/6007), paras. 80-84.

hh/ Ibid., Twenty-second Session, Supplement No. 7 (A/6707), para. 69.

the relevant resolution in such a manner as to include a definition of what is intended by "unforeseen and extraordinary" expenses, limiting them, as was recommended by the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies, to "clearly exceptional cases involving emergencies". ii/

33. The course of action recommended by the Advisory Committee received widespread support in the Fifth Committee.

"The basic principle to be reasserted was that only the General Assembly had the power to appropriate funds. A budget was designed to ensure that a reasoned analysis had been made of programmes for which funds are provided and that prior review and approval had been given by the organs which had the power to authorize expenditures. Both those objectives were defeated when obligations were incurred without adequate review, approval and authorization. Despite repeated appeals for restraint, subsidiary organs had continued to regard their own programmes as being of major importance and had called for their immediate implementation, regardless of whether the necessary budgetary provision had been made. The representatives of the Secretary-General had a special responsibility to advise subsidiary bodies of the constitutionality or otherwise of any decision contemplated by them. A similar discipline was called for on the part of Member States.

"At the same time, a number of delegations pointed out that the Secretary-General should have the authority to incur additional expenditures in genuine emergencies. The difficulty was to find a solution which allowed him sufficient latitude. In an orderly budgetary process the necessity for supplementary estimates should not necessarily be excluded." jj/

34. On 19 December 1967, the General Assembly adopted resolution 2370 (XXII) on the Regular Budget of the United Nations, in paragraph 6 of which it

"Further requests, bearing in mind the above intent with respect to the planning estimates, that the Advisory Committee on Administrative and Budgetary Questions, in consultation with the Secretary-General, recommend for consideration by the General Assembly at its twenty-third session an appropriate definition of 'unforeseen and extraordinary expenses', together with a resolution - and such other action as may be appropriate - to cope with the interrelated problems identified in paragraph 73 of its first report to the Assembly at its twenty-second session, and in chapter III of the second report of the Ad Hoc Committee especially those recommendations relating to transfers and supplementary estimates found in paragraphs 35 to 46 thereof".

ii/ Ibid., para. 73.

jj/ Ibid., Annexes, agenda item 74, document A/7014, paras. 60 and 61.

ANNEX II
Appropriations and Expenditures, 1961-1968
(In US dollars)

	1961	1962	1963	1964	1965	1966	1967	1968
A. <u>Commitments under resolutions on unexpended and extraordinary expenses</u>								
With the prior concurrence of the Advisory Committee	174,390	1,120,000	343,900	53,400	159,500	161,050	2,279,400	333,100
Certified by the Secretary-General as relating to the maintenance of peace and security	276,800	1,018,200	-	213,000	330,500	699,200	1,111,000	93,000
Certified by the President of the International Court of Justice	44,650	12,000	-	63,000	17,662	29,000	49,250	16,000
	495,840	2,150,200	343,900	330,200	507,662	889,250	3,469,650	442,100
B. <u>Comparison between original appropriations and revised appropriations</u>								
Additional appropriations (including total under A above) for sections under which original appropriations proved inadequate	1,256,675	3,706,370	729,400	2,227,462	2/	722,647	3,400,522	2,640,227
Less: Credits surrendered by Secretary-General in connexion with request for supplementary appropriations, and end-of-year section transfers	2,576,675	20,690	1,763,900	606,085	1,209,537	486,690	630,752	1,283,427
Supplementary appropriations, net	(1,320,000)	3,673,460	(1,034,500)	1,621,377	(486,690)	(486,690)	2,769,770	1,356,800
Net supplementary appropriations as a percentage of original appropriation	(1.8)	4.5	(1.1)	1.6	(0.4)	(0.4)	2.1	1
C. <u>Comparison between original appropriations and actual expenses</u>								
Sum total of over-expenditures (on a section basis)	1,016,617	3,000,941	708,645	2,227,462	79,802	719,388	2,593,695	2,491,677
Less: Sum total of under-expenditures (on a section basis)	2,891,539	694,331	2,123,815	606,085	1,441,210	2,693,128	1,421,112	1,761,004
Net increase (decrease) over original appropriation	(1,874,922)	2,307,610	(1,415,170)	1,621,377	(1,361,408)	(1,973,740)	1,172,583	730,673
Net increase (decrease) as a percentage of original appropriation	(2.6)	2.8	(1.8)	1.6	(1.3)	(1.6)	0.9	0.5
D. <u>Increases (decrease) in assessed contributions attributable to changes subsequent to the adoption of the budget resolutions for the financial year in question</u>								
Increase (decrease) over original appropriation (as under C above)	(1,872,922)	2,307,610	(1,415,170)	1,621,377	(1,361,408)	(1,973,740)	1,172,538	730,673
Less: Increase in income, compared to original estimate	1,226,995	543,787	533,455	938,098	685,748	1,118,300	945,298	419,000
Net increase (decrease)	(3,099,917)	1,763,823	(2,248,625)	683,279	(2,047,156)	(3,092,040)	227,240	311,673

2/ Under General Assembly resolution 2004 (XIX), operative paragraph 3.
b/ Owing to the circumstances prevailing at the nineteenth session of the General Assembly, the "original appropriations" for 1965 were approved at the twentieth session, and thus reflect the changes normally made in the revised appropriations.

Schedule 1

Financial year 1961 - General Assembly resolution 1585 (XV)
of 20 December 1960

\$

(a) Expenses authorized with the prior concurrence of the Advisory Committee	
United Nations Sugar Conference, 12 September-13 October 1961 (Section 2)	42,000
New pension system, GA 1561 (XV) of 18 December 1960 (Section 3)	38,390
Palais des Nations modernization (Section 7)	81,000
United Nations Representative on Hungary (Section 18)	13,000
	<hr/>
	174,390
(b) Certified by the Secretary-General as relating to the maintenance of peace and security	
Conference on the Discontinuance of Nuclear Weapons Tests (Section 2)	249,800
Sub-Committee on Angola, GA 1603 (XV) of 20 April 1961 (Section 18)	27,000
	<hr/>
	276,800
(c) Certified by the President of the International Court of Justice (Section 21)	44,650

Total: \$495,840

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Schedule 2

Financial year 1962 - General Assembly resolution 1735 (XVI)
of 20 December 1961

\$

(a) Expenses authorized with the prior concurrence of the Advisory Committee

Meetings of two sub-committees of the Committee on the Peaceful Uses of Outer Space (Section 2)	38,500
Two resumed parts of the sixteenth regular session of the General Assembly (Sections 3, 5, 9, 10 and 11)	266,300
Provisional enlargement of meeting-room facilities at headquarters (Section 7)	50,000
Provision of additional office space and related furniture and equipment (Sections 8 and 9)	30,000
International encouragement of scientific research into the control of cancerous diseases (Section 12)	60,000
Special missions (Section 18) (United Nations Conciliation Commission for Palestine, GA 1725 (XVI); United Nations Commission for Rwanda-Urundi, GA 1743 (XVI); Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, GA 1654 (XVI); Sub-Committee on the Situation in Angola, GA 1742 (XVI); Special Committee on Territories under Portuguese Administration, GA 1699 (XVI); United Nations Mission in Rwanda and Burundi, GA 1746 (XVI); Commission of Investigation into the conditions and circumstances resulting in the tragic death of Mr. Dag Hammarskjold and of members of the party accompanying him, GA 1628 (XVI); United Nations Representative on Hungary)	675,200 ^{a/}
	<u>1,120,000</u>

^{a/} The Advisory Committee gave its concurrence in a maximum expenditure of \$850,750 for these purposes.

Financial year 1962 - General Assembly resolution 1735 (XVI)
of 20 December 1961 (continued)

	\$
(b) Certified by the Secretary-General as relating to the maintenance of peace and security	
Special meetings and conferences (Section 2) (Conference on the Discontinuance of Nuclear Weapons Tests; Conference of the Eighteen-Nation Committee on Disarmament, and Sub-Committee on a Treaty for the Discontinuance of Nuclear Weapons Tests)	901,500
United Nations Truce Supervision Organization in Palestine (S/511 of 9 April 1962) (Section 18)	116,700
	<hr/> 1,018,200
(c) Certified by the President of the International Court of Justice (Section 21)	12,000
Total: \$2,150,200	

Schedule 3

Financial year 1963 - General Assembly resolution 1862 (XVII)
of 20 December 1962

\$

(a) Expenses authorized with the prior concurrence of the Advisory Committee	
Scientific and Technical Sub-Committee of the Committee on the Peaceful Uses of Outer Space (Section 2)	13,700
Training of internal security forces - Burundi and Rwanda (Section 12)	122,300
Special missions (Section 18) (Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples; United Nations Conciliation Commission for Palestine)	130,900
Office of the United Nations High Commissioner for Refugees (Section 20)	77,000
	<hr/>
	343,900
(b) Certified by the Secretary-General as relating to the maintenance of peace and security	Nil
(c) Certified by the President of the International Court of Justice	Nil

Total: \$343,900

/...

Financial year 1964 - General Assembly resolution 1985 (XVIII)
of 17 December 1963

\$

(a) Expenses authorized with the prior concurrence of the Advisory Committee	
Special Committee on the Policies of <u>Apartheid</u> of the Government of the Republic of South Africa (GA 1978 A (XVIII)) (Section 18)	6,900
United Nations Conciliation Commission for Palestine (GA 1912 (XVIII)) (Section 18)	26,000
Special Training Programmes for Territories under Portuguese administration (GA 1973 (XVIII)) (Section 12)	20,500
	<hr/>
	53,400
(b) Certified by the Secretary-General as relating to the maintenance of peace and security	
Expert Group on <u>Apartheid</u> (S/182 (1963)) (Section 18)	68,000
United Nations Mediator on Cyprus (S/186 (1964)) (Section 18)	128,200
Mission to the Kingdom of Cambodia and the Republic of Viet-Nam (S/189 (1964)) (Section 18)	17,600
	<hr/>
	213,800
(c) Certified by the President of the International Court of Justice	63,000

Total: \$330,200

Schedule 5

Financial year 1965 - General Assembly resolution 2004 (XIX),
operative paragraph 3 of 18 February 1965

	\$
(a) Expenses authorized with the prior concurrence of the Advisory Committee	
Supervision of elections in the Cook Islands under New Zealand administration (Section 16)	39,300
Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples	120,200
	<hr/>
	159,500
(b) Certified by the Secretary-General as relating to the maintenance of peace and security	
United Nations Mediator on Cyprus (Section 16)	80,000
Representative of the Secretary-General in the Dominican Republic (Section 16)	240,000
United Nations Military Observer Group in India and Pakistan (Section 16)	10,500
	<hr/>
	330,500
(c) Certified by the President of the International Court of Justice	17,662

Total: \$507,662

Schedule 6

Financial year 1966 - General Assembly resolution 2126 (XX)
of 21 December 1965

\$

(a)	Expenses authorized with the prior concurrence of the Advisory Committee	
	Sub-Committees of the Committee on the Peaceful Uses of Outer Space (Section 2)	81,500
	United Nations Conciliation Commission for Palestine (Section 16)	21,000
	Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (Section 16)	58,550
		<hr/>
		161,050
(b)	Certified by the Secretary-General as relating to the maintenance of peace and security	
	United Nations Mediator on Cyprus (Section 16)	5,000
	Secretary-General's representative in the Dominican Republic (Section 16)	82,500
	United Nations India-Pakistan Observation Mission (Section 16)	593,700
	India-Pakistan withdrawals mission	18,000
		<hr/>
		699,200
(c)	Certified by the President of the International Court of Justice	29,000

Total: \$889,250

Schedule 7

Financial year 1967 - General Assembly resolution 2243 (XXI)
of 20 December 1966

\$

(a) Expenses authorized with the prior concurrence of the Advisory Committee	
Fifth emergency special session of the General Assembly, and Security Council meetings (Section 1 - \$50,000; Section 3 - \$216,000; Section 10 - \$270,500)	536,500
Legal Sub-Committee of the Committee on the Peaceful Uses of Outer Space (Section 2)	23,500
United Nations Special Mission on Aden, visit to Geneva (Section 16)	27,800
Special Committee on the Policies of <u>Apartheid</u> of the Government of the Republic of South Africa (Section 16)	17,200
Implementation of resolutions 2 (XXIII) of the Commission on Human Rights, and 1216 (XLII) of Economic and Social Council (Section 16)	219,400
Move of the UNIDO Secretariat to Vienna (Section 21)	1,500,000
	<hr/>
	2,279,400
(b) Certified by the Secretary-General as relating to the maintenance of peace and security	
United Nations Truce Supervision Organization in Palestine (Section 16)	1,034,500
United Nations Special Mission on Aden, visit to Beirut and Cairo (Section 16)	9,500
Field Service support for military observers in Suez Canal sector	97,000
	<hr/>
	1,141,000
(c) Certified by the President of the International Court of Justice	
	49,250
Total: \$3,469,650	

/...

Financial year 1968 - General Assembly resolution 2364 (XXII)
of 19 December 1967

	\$
(a) Expenses authorized with the prior concurrence of the Advisory Committee	
Special Rapporteur on <u>Apartheid</u> , appointed by the Commission on Human Rights (Section 3 - \$24,700, Section 10 - \$12,000)	36,700
Colour television equipment (Section 8) ^{a/}	159,000
<u>Ad Hoc</u> Working Group of Experts established under Commission on Human Rights resolution 2 (XXIII) (Section 17).	98,000
United Nations Council for Namibia (Section 17)	39,400
	<u>333,100</u>
(b) Certified by the Secretary-General as relating to the maintenance of peace and security	
United Nations Middle East Mission	93,000
(c) Certified by the President of the International Court of Justice	16,000
Total: \$442,100	

^{a/} The Secretary-General indicated to the Advisory Committee that this equipment was urgently required to meet the growing demand for colour television coverage of United Nations proceedings, and that the cost would be offset by increased revenue in an estimated amount of \$65,000 in 1968 and \$97,000 in 1969.

1961
(In US dollars)

Section	Original appropriation General Assembly resolution 1594 (XV)	Supplementary appropriation General Assembly resolution 1592 (XVI)	Subsequent section transfers	Revised appropriation	Unencumbered balances at year end	Actual expenses	Actual expenses compared with original appropriation	
							Increase	Decrease
1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies	1,090,350	30,000	-	1,120,350	3,919	1,116,431	26,061	
2. Special meetings and conferences	255,600	451,800	-	707,400	72,096	635,304	379,704	
3. Salaries and wages	35,702,600	286,025	-	35,988,625	122,524	35,866,101	1,63,501	
4. Common staff costs	8,213,300	-	-	8,213,300	84,167	8,129,133	(84,167)	
5. Travel of staff	2,034,000	(10,000)	-	2,024,000	88,246	1,935,754	(98,246)	
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations: Hospitality	100,000	-	-	100,000	5,628	94,382	(5,618)	
7. Buildings and improvements to premises	3,872,375	-	-	3,872,375	12,434	3,859,941	(12,434)	
8. Permanent equipment	400,000	10,000	-	410,000	3,441	406,559	6,559	
9. Maintenance, operation and rental of premises	3,279,050	48,100	(46,463)	3,280,687	33,726	3,247,561	(31,489)	
10. General expenses	3,146,750	339,250	46,463	3,532,463	-	3,055,463	385,713	
11. Printing	1,260,750	(50,000)	-	1,210,750	121	1,210,629	(50,121)	
12. Special expenses	134,000	65,000	-	199,000	14,231	184,769	50,769	
13. Economic development	1,970,000	(845,000)	-	1,125,000	-	1,125,000	(845,000)	
14. Social activities	1,960,000	(585,000)	-	1,375,000	-	1,375,000	(585,000)	
15. Human rights activities	100,000	-	-	100,000	20,164	79,836	(20,164)	
16. Public administration	1,850,000	(975,000)	-	875,000	-	875,000	(975,000)	
17. Narcotic drugs control	75,000	-	-	75,000	1,304	73,696	(1,304)	
18. Special missions	2,848,750	-	-	2,848,750	39,011	2,809,739	(39,011)	
19. United Nations Field Service	1,295,800	(71,800)	-	1,224,000	4,252	1,219,748	(76,052)	
20. Office of the United Nations High Commissioner for Refugees	2,342,275	(39,875)	-	2,302,400	28,056	2,274,342	(67,933)	
21. International Court of Justice	755,700	25,900	-	781,600	19,610	761,990	6,290	
Totals	72,969,300	(1,220,000)	-	71,749,300	592,922	71,096,378	(2,891,559)	(1,872,922)
Income								
Staff assessment	6,730,000	200,000	-	6,930,000		6,998,075	268,075	
Other	5,531,530	304,040	-	5,835,570		6,490,430	958,960	
Totals	12,261,530	504,040	-	12,765,570		13,488,505	1,226,935	

1962
(In US dollars)

Section	Original appropriation General Assembly resolution 1724 (XVI)	Supplementary appropriation General Assembly resolution 1860 (XVII)	Subsequent section transfers	Revised appropriation	Unencumbered balance at year-end	Actual expenses	Actual expenses compared with original appropriation	
							Increase	Decrease
1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies	1,155,240	(16,190)	-	1,139,050	23,995	1,115,115		(40,125)
2. Special meetings and conferences	1,532,000	760,010	(200)	2,291,810	53,776	2,238,034	706,034	
3. Salaries and wages	40,765,550	132,750	-	40,898,300	348,743	40,549,557		(215,993)
4. Common staff costs	9,399,650	309,050	-	9,708,700	196,405	9,512,295	112,645	
5. Travel of staff	2,065,000	100,900	(6,100)	2,159,800	56,622	2,103,178	36,178	
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; Hospitality	100,000	-	6,100	106,100	7	106,093	6,093	
7. Buildings and improvements to premises	4,364,500	35,000	-	4,399,500	12,552	4,386,948	22,448	
8. Permanent equipment	438,500	10,000	-	448,500	1,422	447,078	8,578	
9. Maintenance, operation and rental of premises	3,458,200	112,400	-	3,570,600	24,301	3,546,299	88,099	
10. General expenses	3,684,800	432,400	-	4,117,200	19,228	4,117,972	433,172	(24,739)
11. Printing	1,286,650	143,100	-	1,429,750	167,859	1,261,911		
12. Special expenses	194,600	60,000	-	254,600	44,003	210,597	15,997	
13. Economic development	2,135,000	-	-	2,135,000	63,458	2,071,542		(63,458)
14. Social activities	2,105,000	-	-	2,105,000	7,113	2,097,887		(7,113)
15. Human rights activities	140,000	-	-	140,000	14,501	125,499		(14,501)
16. Public administration	1,945,000	-	-	1,945,000	304,824	1,640,176		(304,824)
17. Narcotic drugs control	75,000	-	-	75,000	7,021	67,979		(7,021)
18. Special missions	2,490,650	1,535,160	(17,300)	4,008,510	19,614	3,988,896	1,498,246	
19. United Nations Field Service	1,357,000	(34,000)	17,300	1,340,300	57	1,340,243		(16,757)
20. Office of the United Nations High Commissioner for Refugees	2,925,800	60,900	-	2,986,700	630	2,986,070	60,270	
21. International Court of Justice	926,600	12,000	200	938,800	19	938,781	12,181	
Totals	82,144,710	3,675,480	-	85,820,190	1,365,870	84,454,320	3,003,941	(694,331)
								2,307,610
<u>Income</u>								
Staff assessment	8,670,250	71,150	-	8,741,400	-	8,601,265		(68,985)
Other	5,391,800	293,000	-	5,684,800	-	6,004,572	612,772	
Totals	14,062,050	364,150	-	14,426,200	-	14,605,837		543,787

1963
(In US dollars)

Section	Original appropriation General Assembly resolution 1961 (XVII)	Supplementary appropriation General Assembly resolution 1964 (XVIII)	Subsequent section transfers	Revised appropriation	Unaccounted balance at year end	Actual Expenses	Actual expenses compared with original appropriation	
							Increases	Decreases
1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies	1,185,300	-	-	1,185,300	53,128	1,132,172	(53,128)	
2. Special meetings and conferences	3,645,200	(702,800)	(25,000)	2,917,400	20,147	2,937,547	(197,947)	
3. Salaries and wages	44,487,800	(860,800)	-	43,627,000	247,162	43,379,838	(1,108,262)	
4. Common staff costs	10,195,500	(36,500)	(10,650)	10,148,350	146,613	9,993,737	(201,763)	
5. Travel of staff	2,024,200	-	(6,350)	2,017,850	37,631	1,980,219	(43,981)	
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; Hospitality	100,000	-	6,350	106,350	35	106,315	6,315	
7. Buildings and improvements to premises	4,272,000	-	-	4,272,000	143	4,271,857	(143)	
8. Permanent equipment	500,000	20,000	(7,450)	512,550	804	511,746	11,746	
9. Maintenance, operation and rental of premises	3,568,200	141,100	(64,000)	3,645,300	180	3,645,120	76,920	
10. General expenses	3,983,800	166,200	89,000	4,239,000	36	4,238,964	255,164	
11. Printing	1,483,750	(26,900)	-	1,456,850	12,647	1,444,203	(99,947)	
12. Special expenses	4,845,000	(46,900)	-	4,798,100	17,362	4,780,738	(64,262)	
13. Economic development	2,135,000	(40,000)	-	2,095,000	2,619	2,092,381	(42,619)	
14. Social activities	2,105,000	-	-	2,105,000	3,429	2,101,571	(3,429)	
15. Human Rights activities	140,000	40,000	-	180,000	1,316	178,684	30,684	
16. Public administration	1,945,000	-	-	1,945,000	77,236	1,867,764	(77,236)	
17. Narcotic drugs control	75,000	-	-	75,000	17,134	57,866	(17,134)	
18. Special missions	2,453,000	170,400	7,450	2,630,850	40	2,630,802	185,802	
19. United Nations Field Service	1,403,000	-	10,650	1,421,650	5	1,421,645	16,645	
20. Office of the United Nations High Commissioner for Refugees	2,450,000	133,700	-	2,583,700	18,331	2,565,369	115,369	
21. International Court of Justice	914,300	-	-	914,300	24,364	889,936	(24,364)	
Totals	93,911,050	(1,034,500)	-	92,876,550	680,760	92,195,880	(2,423,815)	(1,715,170)
Income								
Staff assessment	9,101,000	(170,000)	-	8,931,000	-	9,016,927	(24,073)	
Other	6,146,500	113,000	-	6,259,500	-	6,704,028	571,928	
Totals	15,247,500	(57,000)	-	15,190,500	-	15,780,955	533,455	

1964
(In US dollars)

Section	Original appropriation General Assembly resolution 1961 (XVII)	Supplementary appropriation General Assembly resolution 2016 (XX)	Revised appropriation (actual expenses)	Actual expenses compared with original appropriation	
				Increases	Decreases
1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies	1,207,950	(102,303)	1,105,647		(102,303)
2. Special meetings and conferences	4,012,100	(169,680)	3,842,480		(169,680)
3. Salaries and wages	45,233,980	1,032,242	46,266,222	1,032,242	
4. Common staff costs	10,365,500	218,745	10,584,245	218,745	
5. Travel of staff	1,989,900	32,655	2,022,555	32,655	
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations, Hospitality	105,000	(9,996)	95,064		(9,996)
7. Buildings and improvements to premises	7,436,970	(216,054)	7,220,916		(216,054)
8. Permanent equipment	958,200	(5,121)	953,079		(5,121)
9. Maintenance, operation and rental of premises	3,610,000	11,923	3,621,923	11,923	
10. General expenses	4,052,000	182,275	4,234,275	182,275	
11. Printing	1,454,000	(14,303)	1,439,697		(14,303)
12. Special expenses	7,767,800	2,655	7,770,455	2,655	
13. Economic development	2,250,000	41,421	2,291,421	41,421	
14. Social activities	2,105,000	9,850	2,114,850	9,850	
15. Human rights activities	140,000	37,315	177,315	37,315	
16. Public administration	1,890,000	(82,377)	1,747,623		(82,377)
17. Narcotic drugs control	75,000	(6,171)	68,829		(6,171)
18. Special missions	2,400,000	365,268	2,765,268	365,268	
19. United Nations Field Service	1,955,700	25,209	1,980,909	25,209	
20. Office of the United Nations High Commissioner for Refugees	2,253,500	185,071	2,438,571	185,071	
21. International Court of Justice	955,000	(2,893)	952,107		(2,893)
Totals	101,357,600	1,621,377	102,948,977	2,227,462	(606,085)
Income					1,621,377
Staff assessment	9,488,400	336,568	9,824,968	336,568	
Other	5,693,400	601,470	6,295,870	601,470	
Totals	15,186,800	938,038	16,124,838	938,038	

1965
(In US dollars)

Section	Original appropriation ^{a/} General Assembly resolution 2124 (XX)	Subsequent section transfers	Revised appropriation	Unencumbered balance at year end	Actual expenses	Actual expenses compared with original appropriation ^{a/}	
						Increase	Decrease
1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies	1,236,700	-	1,236,700	73,571	1,310,271	(73,571)	(73,571)
2. Special meetings and conferences	1,552,500	-	1,552,500	184,597	1,737,097	(184,597)	(184,597)
3. Salaries and wages	42,323,800	(17,965)	49,305,837	256,552	49,049,285	(274,515)	(274,515)
4. Common staff costs	11,593,000	-	11,593,000	12,150	11,580,850	(12,150)	(12,150)
5. Travel of staff	2,105,600	-	2,105,600	65,872	2,039,728	(65,872)	(65,872)
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; Hospitality	125,000	-	125,000	12,537	112,463	(12,537)	(12,537)
7. Buildings and improvements to premises	5,445,350	(61,839)	5,383,511	118,804	5,264,707	(180,643)	(180,643)
8. Permanent equipment	489,600	-	489,600	7,145	482,455	(7,145)	(7,145)
9. Maintenance, operation and rental of premises	3,739,150	32,538	3,771,688	-	3,771,688	32,538	32,538
10. General expense	4,433,300	29,267	4,462,567	-	4,462,567	29,267	29,267
11. Printing	1,553,000	34	1,553,034	-	1,553,034	34	34
12. Special expenses	8,524,200	-	8,524,200	8,469	8,515,731	(8,469)	(8,469)
13. Economic development, social activities, and public administration	6,145,000	-	6,145,000	1,394	6,143,606	(1,394)	(1,394)
14. Human rights advisory services	180,000	-	180,000	3,119	176,881	(3,119)	(3,119)
15. Narcotic drugs control	75,000	-	75,000	2,192	72,808	(2,192)	(2,192)
16. Special missions	4,021,500	-	4,021,500	305,077	3,716,423	(305,077)	(305,077)
17. United Nations Field Service	1,764,000	-	1,764,000	87,803	1,676,197	(87,803)	(87,803)
18. Office of the United Nations High Commissioner for Refugees	2,469,300	17,963	2,487,263	-	2,487,263	17,963	17,963
19. International Court of Justice	1,147,800	-	1,147,800	36,147	1,111,653	(36,147)	(36,147)
20. United Nations Conference on Trade and Development	2,779,600	-	2,779,600	186,739	2,592,861	(186,739)	(186,739)
Totals	108,472,800	-	108,472,800	1,361,408	107,111,392	(1,361,408)	(1,361,408)
<u>Income</u>							
Staff assessment	10,224,000	-	-	-	10,227,836	105,836	105,836
Other	6,481,200	-	-	-	7,063,112	581,912	581,912
Totals	16,705,200	-	-	-	17,290,948	605,748	605,748

^{a/} Because of the circumstances prevailing at its nineteenth session, the General Assembly approved the "original appropriation" for 1965 at its twentieth session; the original appropriation for 1965 thus embodies the adjustments normally made in connexion with the supplementary appropriation.

1966

(In US dollars)

Section	Original appropriation General Assembly resolution 2123 (XII)	Supplementary appropriation General Assembly resolution 2123 (XII)	Subsequent section transfers	Revised appropriation	Unnumbered balance at year end	Actual expenses		Actual expenses compared with original appropriation
						Increases	Decreases	
1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies	1,107,400	(76,100)	-	1,029,300	62,005	967,295	(140,105)	
2. Special meetings and conferences	1,741,000	(84,900)	-	1,656,100	174,721	1,481,379	(259,651)	
3. Salaries and wages	56,500,000	(417,700)	(29,329)	55,852,971	533,286	55,319,685	(780,315)	
4. Common staff costs	13,195,500	(171,500)	-	13,024,000	193,947	12,830,053	(365,247)	
5. Travel of staff	2,144,400	(23,400)	-	2,121,000	126,879	1,994,121	(150,279)	
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; Hospitality	125,000	-	-	125,000	9,367	115,633	(9,367)	
7. Buildings and improvements to premises	4,560,000	-	(61,733)	4,298,267	28	4,236,239	(61,761)	
8. Permanent equipment	525,930	-	(4,085)	521,845	241	521,604	(4,246)	
9. Maintenance, operation and rental of premises	3,800,000	125,000	4,085	3,929,085	-	3,929,085	129,085	
10. General expenses	4,700,000	380,000	100,733	5,181,733	-	5,181,733	480,733	
11. Printing	1,800,000	-	(39,000)	1,761,000	27,315	1,733,685	(66,315)	
12. Special expenses	8,895,800	3,200	-	8,899,000	6,698	8,882,302	(3,498)	
13. Economic development, social activities, and public administration	6,105,000	-	-	6,105,000	221	6,104,779	(221)	
14. Human rights advisory services	220,000	-	-	220,000	21,517	198,483	(21,517)	
15. Narcotic drugs control	75,000	-	-	75,000	8,230	66,762	(8,238)	
16. Special missions	4,317,990	(59,795)	-	4,248,200	47,768	4,200,432	(117,596)	
17. United Nations Field Service	2,105,800	(120,800)	-	1,986,000	65,245	1,922,755	(183,445)	
18. Office of the United Nations High Commissioner for Refugees	3,011,200	80,300	-	3,092,100	59	3,092,041	80,241	
19. International Court of Justice	1,074,100	-	29,329	1,103,429	-	1,103,429	29,329	
20. United Nations Conference on Trade and Development	5,971,500	(110,000)	-	5,861,500	411,285	5,450,215	(521,285)	
Totals	121,567,420	(466,990)	-	121,080,430	1,426,650	119,653,680	(719,328)	(1,573,740)
Income								
Staff assessment	13,114,900	(64,500)	-	12,450,000	-	12,519,166	(595,732)	
Other	5,675,800	1,279,400	-	7,955,200	-	8,389,832	1,724,032	
Totals	15,790,700	614,900	-	20,405,200	-	20,909,000	1,118,300	

1967
(In US dollars)

Section	Original appropriation General Assembly resolution 2202 (XXI)	Supplementary appropriation General Assembly resolution 2362 (XXII)	Subsequent section transfers	Revised appropriation	Unencumbered balance at year end	Actual expenses compared with original appropriation	
						Actual expenses	Increase/Decrease
1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies	1,241,750	19,450	-	1,261,200	51,452	1,209,748	(52,002)
2. Special meetings and conferences	1,010,150	(173,880)	(136,431)	1,507,839	14,800	1,493,039	(85,111)
3. Salaries and wages	37,046,500	239,500	-	57,286,000	64,730	57,221,270	174,770
4. Common staff costs	13,572,700	(115,700)	-	13,457,000	93,571	13,363,429	(209,271)
5. Travel of staff	2,011,630	96,000	(10,152)	2,097,478	95,389	2,002,149	(9,481)
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; Hospitality	121,000	-	10,152	131,152	-	131,152	10,152
7. Buildings and improvements to premises	4,930,700	(2,000)	-	4,928,700	11,608	4,917,092	(11,608)
8. Permanent equipment	633,900	90,000	-	723,900	1,007	722,893	88,993
9. Maintenance, operation and rental of premises	4,000,500	95,000	-	4,095,500	12,397	4,083,103	82,603
10. General expenses	5,122,900	443,500	136,372	5,702,772	-	5,702,772	579,872
11. Printing	1,055,900	(15,000)	59	1,040,959	-	1,040,959	(14,941)
12. Special expenses	9,072,200	60,000	-	9,132,200	20,494	9,111,706	39,506
13. Economic development, social activities and public administration	6,105,000	-	-	6,105,000	84	6,104,916	(84)
14. Human rights advisory services	220,000	-	-	220,000	14	219,986	(14)
15. Narcotic drugs control	75,000	-	-	75,000	1,455	73,545	(1,455)
16. Special missions	3,165,000	1,366,200	(25,958)	4,505,242	2,378	4,500,864	1,337,884
17. United Nations Field Service	1,424,000	227,000	25,958	2,076,958	-	2,076,958	292,958
18. Office of the United Nations High Commissioner for Refugees	3,233,000	27,000	-	3,260,000	23	3,259,977	26,977
19. International Court of Justice	1,119,900	(7,800)	-	1,112,100	16,075	1,126,085	(23,875)
20. United Nations Conference on Trade and Development	7,407,000	(180,000)	-	7,227,000	565,308	6,661,692	(745,308)
21. United Nations Industrial Development Organization	5,720,500	600,500	-	6,320,000	646,462	5,673,538	(145,962)
Totals	130,304,250	2,769,770	-	133,074,020	1,597,187	131,476,833	1,172,583
Income							
Staff assessment	13,249,800	223,000	-	13,472,800	-	13,472,800	404,712
Other	8,322,086	787,468	-	9,109,554	-	8,933,212	540,586
Totals	21,571,886	1,010,468	-	22,584,354	-	22,406,012	945,298

1968

(In US dollars)

Section	Original appropriation General Assembly resolution 2465 A (XVII)	Supplementary appropriation General Assembly resolution 2468 A (XVIII)	Subsequent section transfers	Revised appropriation	Unencumbered balance at year end	Actual expenses	Actual expenses compared with original appropriation	
							Increase	Decrease
1. Travel and other expenses of representatives and members of commissions, committees and other subsidiary bodies	1,270,700	-	-	1,270,700	35,053	1,235,647	(35,053)	
2. Special meetings and conferences	2,937,100	(581,800)	(58,327)	2,386,973	92,347	2,294,626	(702,474)	
3. Salaries and wages	59,420,800	1,102,200	-	60,523,000	12,566	60,510,434	1,089,564	
4. Common staff costs	13,769,000	219,000	14,025	14,002,025	-	14,002,025	233,025	
5. Travel of staff	2,102,500	46,000	-	2,228,500	108,915	2,119,585	(62,915)	
6. Payments under annex I, paragraphs 2 and 3, of the Staff Regulations; Hospitality	4,861,200	5,000	-	4,826,200	5,754	4,820,446	(754)	
7. Buildings and improvements to premises	4,861,200	(35,000)	-	4,826,200	17,565	4,808,635	(50,565)	
8. Permanent equipment	605,500	170,400	3,129	779,029	-	779,029	173,529	
9. Maintenance, operation and rental of premises	4,135,000	96,500	31,679	4,263,179	-	4,263,179	128,179	
10. General expenses	5,627,000	240,000	-	5,867,000	12,101	5,854,899	227,999	
11. Printing	1,624,400	(41,000)	-	1,583,400	59	1,583,341	(41,059)	
12. Special expenses	9,210,800	(58,300)	9,494	9,161,994	-	9,161,994	(48,806)	
13. Economic development, social development and public administration	5,113,600	-	-	5,113,600	1,697	5,111,903	(1,697)	
14. Industrial development	991,400	-	-	991,400	4,668	986,732	(4,668)	
15. Human rights advisory services	220,000	-	-	220,000	3,524	216,476	(3,524)	
16. Narcotic drugs control	75,000	-	-	75,000	1,987	73,013	(1,987)	
17. Special missions	6,029,600	622,800	-	6,652,400	40,609	6,611,791	582,191	
18. Office of the United Nations High Commissioner for Refugees	3,469,000	24,000	-	3,493,000	1,775	3,491,225	22,225	
19. United Nations Court of Justice	1,356,350	56,000	-	1,412,350	21,005	1,391,345	34,995	
20. United Nations Conference on Trade and Development	9,175,000	(329,000)	-	8,846,000	37,053	8,808,947	(366,053)	
21. United Nations Industrial Development Organization	8,232,000	(212,000)	-	8,020,000	229,429	7,790,571	(441,429)	
Totals	140,130,950	1,356,900	-	141,487,850	626,127	141,161,623	2,491,677	130,673
Income								
Staff assessment	14,620,700	132,300	-	14,753,000	-	15,005,443	384,743	
Other	9,014,300	212,700	-	9,227,000	-	9,048,557	34,257	
Totals	23,635,000	345,000	-	23,980,000	-	24,054,000	419,000	

ANNEX III

A

24 January 1969

To: Mr. Bruce R. Turner
Controller

From: C. Roy Smith, Executive Secretary,
Advisory Committee on Administrative
and Budgetary Questions

Advisory Committee report on unforeseen and extraordinary expenses

1. You will recall that, at its 1291st meeting, the Fifth Committee decided to defer until the twenty-fourth session of the General Assembly further consideration of the definition of unforeseen and extraordinary expenses and the procedures proposed by the Advisory Committee in its report on that subject (A/7336); a decision in the matter could be taken at that session "in the light of studies and information requested by delegations during the discussion of this item" at the twenty-third session.
 2. At the 1284th and 1288th meetings of the Fifth Committee, the representative of Pakistan expressed the view that legal opinion should be obtained on three aspects of the Advisory Committee's recommendations, which might be summarized as follows:
 - (a) Would the proposal by the Advisory Committee in paragraph 29 (b) of document A/7336 concerning certification by the Secretary-General as to "serious detriment to the United Nations" curtail the sovereign powers of Member States in respect of work programmes?
 - (b) Would the amendment to Financial Regulation 3.8 proposed by the Advisory Committee (A/7336, annex, paragraph 3) affect the appropriating powers of the General Assembly?
 - (c) Would the proposed amendment to Financial Regulation 13.2 (A/7336, annex I, paragraph 3) introduce a political concept - that of "serious detriment to the United Nations" - which would be alien to the spirit of Financial Regulations?
 3. The Advisory Committee's views in the matter were explained by the Chairman of the Advisory Committee at the 1285th and 1290th meetings of the Fifth Committee.
 4. If you agree, I should be grateful if you would seek the opinion of the Legal Counsel on the three questions listed in paragraph 2 above.
- /...

B.

10 July 1969

To: Mr. T.B. Kirkbride, Director
Budget Division
Office of the Controller

From: C.A. Stavropoulos
The Legal Counsel

Subject: Report of the Advisory Committee on Administrative and Budgetary Questions concerning unforeseen and extraordinary expenses

1. I refer to your memorandum on this subject of 10 April 1969, with which you enclosed a memorandum dated 24 January 1969 from the Executive Secretary of the Advisory Committee on Administrative and Budgetary Questions requesting a legal opinion on three questions arising from the eleventh report of the Advisory Committee to the General Assembly at its twenty-third session (A/7336 of 18 November 1968), entitled "Budget estimates for the year 1969 - Unforeseen and extraordinary expenses".
2. These questions relate to some of the provisions which the Advisory Committee had invited the General Assembly to adopt for the future regulation of the problem of unforeseen and emergency expenses. For reasons which are set out in paragraphs 7 and 8 below, it is proposed to commence with the consideration of the first and third of the questions raised (see paragraphs 2 (a) and 2 (c) of the Memorandum dated 24 January 1969 from the Executive Secretary of the Advisory Committee), both of which are understood to relate to paragraph 29 (b) of the Advisory Committee's report (A/7336), and thereafter to consider the question relating to the proposed amendment of the Financial Regulation 3.8.
3. In order to summarize the context in which we understand the first two questions arise, we shall first set out briefly what we understand to be their common origin.

Paragraph 29 (b) of the Advisory Committee's report (A/7336) - Certification as to "serious detriment to the United Nations"

4. In each of the first two questions to be considered, specific reference is made to a proposal contained in paragraph 29 (b) of the Advisory Committee's report (A/7336), under which one of the conditions to be met before resort may

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be had to future annual resolutions of the General Assembly concerning unforeseen expenses (in order to finance unforeseen expenditure which cannot be met within existing appropriations) would be that the Secretary-General should certify that the proposed expenditure is in the nature of an emergency, and therefore cannot be deferred until the next financial year "without serious detriment to the United Nations". This provision is among those annexed to the draft resolution proposed by the Advisory Committee, and which, under operative paragraph 1 of that draft resolution, would henceforward govern "the matters dealt with therein" (see A/7336, annex I).

5. The effect of the proposed certification as to "serious detriment to the United Nations" would be to rebut a presumption set forth in the preceding paragraph of the Advisory Committee's report (A/7336, paragraph 28) that an unforeseen expenditure which cannot be financed from within existing appropriations "shall be deferred until provision therefor can be made by the General Assembly in the normal manner for the next financial year".

6. It would appear, therefore, that this new provision would preclude, within a current financial year, unforeseen expenses in respect of which the Secretary-General did not feel able to provide the required certification. In the past, such expenses were precluded if the Secretary-General did not feel able to certify that provision therefor could be made in the annual General Assembly resolution relating to unforeseen and extraordinary expenses (see Financial Regulation 13.2).

7. It is understood that the proposed determination by the Secretary-General as to whether or not the deferral of a particular expenditure would involve "serious detriment to the United Nations" has given rise to the following two questions upon which a legal opinion has been sought, namely:

(a) Would the proposed certification by the Secretary-General as to "serious detriment to the United Nations" curtail the "sovereign powers of Member States in respect of work programmes" (see paragraph 2 (a) of Memorandum dated 24 January 1969 from the Executive Secretary of the Advisory Committee); and

(b) Would this determination as to "serious detriment to the United Nations" introduce a political concept which would be "alien to the spirit of the Financial Regulations" (see paragraph 2 (c) of Memorandum dated 24 January 1969 from the Executive Secretary of the Advisory Committee)?

/...

8. In formulating the second of these questions, the introduction of the concept of "serious detriment to the United Nations" was attributed to the proposed amendment to Financial Regulation 13.2. Since, however, this concept is the basis for the first as well as the second question, and originates textually in paragraph 29 (b) of the Advisory Committee's report annexed to the draft resolution (rather than in the general certification requirement in the amended Financial Regulation 13.2), and would be made applicable by operative paragraph 1 of the draft resolution, it is therefore proposed to comment first on both of these questions in the context of their common origin.

Would the proposed certification curtail the powers of Member States in respect of work programmes?

9. The first question to be answered is whether the proposed certification by the Secretary-General as to "serious detriment to the United Nations" would curtail "the sovereign powers of Member States in respect of work programmes". (See paragraph 2 (a) of Memorandum dated 24 January 1969 from the Executive Secretary of the Advisory Committee).

10. It is assumed that this reference to "the sovereign powers of Member States in respect of work programmes" relates to those powers exercised by Member States through the instrumentality of competent United Nations organs and bodies charged with responsibilities for such work programmes. For it is primarily through the latter, rather than in their separate sovereign capacities, that Member States determine and control United Nations work programmes, and each such organ or body is vested with such powers as are provided for in its constituent instruments. In our opinion, these legal powers - which, in the case of organs and bodies other than the General Assembly, do not now include the power to commit funds within the United Nations budget beyond those which have been appropriated by the General Assembly - would not in themselves be diminished by the adoption of the formula here referred to (contained in paragraph 29 (b) of document A/7336).

11. It may be added, moreover, that the powers of Member States in respect of work programmes include those which they exercise as Members of the General Assembly, which latter, under the provisions of Article 17 of the Charter, is required to "consider and approve the budget of the Organization" (under

Article 17.1), and to apportion the expenses of the Organization between its Members (under Article 17.2). Accordingly, notwithstanding the adoption of the Advisory Committee's proposals, it would still remain within the power of Member States to determine the financing of the Organization's work programmes, in respect of both foreseen and unforeseen expenses, through such collective decisions as may in the future be adopted by the General Assembly.

12. The ability of a United Nations organ or body such as those referred to above, to give urgent effect to its wishes may sometimes depend, not only on the limits of its own powers, but to some extent also on the scope of the authority delegated to the Secretary-General by a different or higher organ. It has, for example, been the practice of the General Assembly, in its annual resolution concerning unforeseen and extraordinary expenses, to authorize the Secretary-General himself, subject to certain conditions, to enter into commitments to meet such expenses in excess of existing appropriations. By extending or reducing the scope of this delegated authority, the General Assembly may thereby be extending or reducing the ability of the Secretary-General to secure the financing of certain types of activity which may from time to time be desired, inter alia, by one of the United Nations organs or bodies concerned with work programmes.

13. Nevertheless, even if such a change affects the possibility of supplementing the power of a particular organ through the exercise by the Secretary-General of powers delegated independently to him, this would not alter the legal powers of the former. Thus, if the certification proposed by the Advisory Committee were, in fact, to result in additional restrictions as to what can be done urgently in certain circumstances, this would follow from a change in the authority delegated to the Secretary-General in relation to unforeseen expenses in general, and would not be a curtailment of the pre-existing legal powers of Member States or of United Nations organs or bodies having responsibility for work programmes.

Would the proposed certification introduce a political concept alien to the spirit of the Financial Regulations?

14. The second question to be considered is whether a determination as to "serious detriment to the United Nations" would introduce a "political concept... which would be alien to the spirit of the Financial Regulations" (see paragraph 2 (c) of memorandum dated 24 January 1969 from the Executive Secretary of the Advisory Committee).

15. In our opinion, this is not a strictly legal question. The legal power of the General Assembly to include or exclude particular provisions in, or from, the Financial Regulations, is governed by the terms of the Charter, and, in our view, there is no legal basis for declaring that a particular concept may not be included only by reason of its being allegedly "alien to the spirit of the Financial Regulations". Moreover, this would hardly seem to be a quality susceptible of legal definition.

16. The General Assembly is not precluded by the Charter from delegating authority in relation to the control of various aspects of the Organization's finances (subject always to the continued overriding authority of the General Assembly under Article 17 of the Charter), and such delegations have, in fact, been made in the past. Accordingly, even if it should be the case that a determination by the Secretary-General as to serious detriment to the United Nations might involve a "political concept", it would, in our opinion, be for the General Assembly alone to decide whether or not to empower the Secretary-General to make this determination, and subject to what conditions, if any; (it being understood that the provisions of the Charter and relevant decisions of United Nations principal organs would, in any event, govern the exercise of any such power delegated).

Would the amended Financial Regulation 3.8 concerning supplementary estimates affect the appropriating powers of the General Assembly?

17. A further question asked is whether the amendment to Financial Regulation 3.8 proposed by the Advisory Committee (and incorporated in operative paragraph 3 of the draft resolution annexed to the Committee's report (A/7336, annex I, paragraph 3)) would affect the appropriating powers of the General Assembly (see paragraph 2 (b) of Memorandum dated 24 January 1969 from the Executive Secretary of the Advisory Committee).

18. The existing Financial Regulation 3.8 reads as follows:

"Supplementary estimates may be submitted by the Secretary-General whenever necessary."

19. Under the amendment proposed by the Advisory Committee, the two concluding words, "whenever necessary", would be deleted, and replaced by the following:

"... if required for additional expenses authorized under the terms of the resolution of the General Assembly relating to unforeseen emergency expenses."

20. The appropriating powers of the General Assembly, which are derived from Article 17 of the Charter, are not themselves impaired by the adoption of regulations and procedures to be followed in the administration of the Organization's finances, such as the proposed amendment to Financial Regulation 3.8. By adopting a provision such as this, the General Assembly issues a directive which, until it is cancelled or superseded by a further decision of the General Assembly, remains binding on the Secretary-General and on all United Nations organs. A similar consequence results from other Financial Regulations which have been adopted by the General Assembly, which may limit some of the options available in administering the Organization's finances for so long as the General Assembly chooses to retain such limitations, but which do not thereby limit the continuing power of the General Assembly to rescind or amend any regulation emanating from itself.

21. In the event that the proposed amendment to Financial Regulation 3.8 should result in fewer supplementary estimates being submitted to the General Assembly, and consequently in a less frequent exercise by the latter of its appropriating power, then it could be said that the General Assembly would have regulated, to this extent, the timing and manner in which it shall exercise its appropriating powers. The powers in question, however, would remain intact.

22. The procedural limitation resulting from the proposed amendment to Financial Regulation 3.8 would also not affect the legal powers of the General Assembly to apportion funds if, for example, a new development occurred after the submission of the regular annual budget, concerning which the General Assembly wished to take emergency action involving additional expenditure or

which might give rise to the convening of a special, or an emergency special session which, in turn, might wish to authorize additional expenditure. If, however, such an eventuality should occur following the adoption of the proposed amendment to Financial Regulation 3.8, the General Assembly might, perhaps, find it necessary to call for supplementary estimates going beyond the limits of the amended regulation, and to this extent to modify the latter, or authorize an exception thereto. Although the General Assembly would not lack the power to do this, the possibility is mentioned in order that this procedural consequence of the proposed amendment may be taken into account.

23. For the reasons outlined above, the proposed amendment to Financial Regulation 3.8, would not in our opinion, affect the existence or scope of efficacy of the General Assembly's powers of appropriation, and neither would it affect the continuing power of the General Assembly to regulate the manner in which these powers should be invoked, in accordance with such procedures as it may from time to time consider appropriate and in conformity with the Charter.

Conclusion

24. In the light of the foregoing, it is to be concluded, firstly, that the adoption by the General Assembly of the proposed certification procedure would not curtail the existing legal powers of Member States or of United Nations organs having responsibility for work programmes (these powers having never included the power to commit funds within the United Nations budget beyond those which have been appropriated by the General Assembly). Secondly, it would be for the General Assembly to determine, subject to the provisions of the Charter, what concepts it is appropriate to include in the financial regulations. Thirdly, the proposed amendment to Financial Regulation 3.8 would not affect the continued existence of the appropriating powers of the General Assembly, but would represent an exercise by the Assembly of its powers under Article 17 of the Charter to take decisions on budgetary questions.

25. If Member States, through the exercise of their sovereign powers in the General Assembly, were to accept that unforeseen and extraordinary expenses

can be incurred only on occasions where deferral of those expenses would be of "serious detriment to the United Nations", it would clearly be their intention that, while such expenditures would not be entirely debarred, they would be incurred only rarely. For it is only in very exceptional circumstances that deferral of an expenditure for a few months to permit its consideration through the regular procedure by the General Assembly before funds are committed, would give rise to serious detriment to the Organization.

ANNEX IV

DRAFT RESOLUTION

The General Assembly,

Recalling its resolution 2370 (XXII) of 19 December 1967, with particular reference to paragraph 6 thereof,

Having considered the reports by the Advisory Committee on Administrative and Budgetary Questions^{a/} submitted in response thereto,

1. Decides that the procedures and other provisions with respect to unforeseen expenses and their financing which are annexed to this resolution shall govern the matters dealt with therein;
2. Decides further that a resolution on unforeseen emergency expenses shall constitute authority for the Secretary-General to enter into commitments for "unforeseen related expenses" and "unforeseen new expenses" duly certified by the Secretary-General, and also for such expenses as may be specifically enumerated in the said resolution;
3. Amends Financial Regulations 3.8 and 13.2 as follows:

"Regulation 3.8: Supplementary estimates may be submitted by the Secretary-General, if required for additional expenses authorized under the terms of the resolution of the General Assembly relating to unforeseen emergency expenses."

"Regulation 13.2: Where, in the opinion of the Secretary-General, the proposed expenditure cannot be made from the existing appropriations, commitments shall not be entered into until the General Assembly has made the necessary appropriations, unless the Secretary-General certifies and, as necessary, the Advisory Committee on Administrative and Budgetary Questions concurs, that provision can be made under the terms of resolution ____ (XXIV) of the General Assembly and the annual resolution of the General Assembly on unforeseen emergency expenses.";

a/ Official Records of the General Assembly, Twenty-third Session, Annexes, agenda item 74, document A/7336; and A/... .

4. Decides that future regular budgets of the United Nations, beginning with the budget for _____, shall include a special appropriation line for minor contingency expenses, as proposed in paragraph 41 of the second report of the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies^{b/} in an amount to be determined by the General Assembly in its resolution on budget appropriations for the financial year in question.

Annex

Procedures and other provisions with respect to unforeseen expenses and their financing

1. Definitions. The definitions of "unforeseen expenses" and "extraordinary expenses" given in foot-notes 1 and 2 of General Assembly resolution 68 C (I) shall be replaced by the following:

(a) The term "unforeseen related expenses" means additional expenses which are directly related to the purposes for which the initial appropriations were voted, but which could not have been foreseen, and which therefore were not provided for in the original appropriations as approved by the General Assembly;

(b) The term "unforeseen new expenses" means additional expenses for completely new activities or purposes requested and approved by the competent organs, which could not have been foreseen and which therefore were not provided for in the original appropriations as approved by the General Assembly.

2. Financing within existing appropriations. If a proposed expenditure falls within either of the above definitions, and cannot be deferred, the Secretary-General shall be authorized to incur the expenditure:

(a) In the case of unforeseen related expenses:

(i) if the expenditure can be financed from funds available within sections, in which case such action may be reported subsequently to the Advisory Committee;

(ii) if the expenditure can be financed by transfers between sections, with the prior approval of the Advisory Committee.

b/ Ibid., Twenty-first Session, Annexes, agenda item 80, document A/6343.

(b) In the case of unforeseen new expenses, if the expenditure can be financed either from funds available within sections or by transfers between sections, with the prior approval of the Advisory Committee.

3. Financing requiring additional appropriations. If a proposed expenditure falls within either of the definitions in paragraph 1 above, and if it cannot be financed from within existing appropriations, there shall be a presumption that it shall be deferred until provision therefor can be made by the General Assembly in the normal manner for the next financial year.

4. Resort may, however, be had to the annual resolution on unforeseen emergency expenses under the following conditions:

(a) If the Secretary-General certifies that the funds required cannot be financed by transfers from within existing appropriations; and

(b) If the above presumption concerning deferral is specifically rebutted by a certification by the Secretary-General that the proposed expenditure is in the nature of an emergency and therefore cannot be deferred without serious detriment to the United Nations until provision therefor can be made by the General Assembly in the normal manner for the next financial year; or

(c) If proposed expenditures are for increases which are specifically provided for under General Assembly resolutions, such as adjustments in wages, general service (and comparable) salary rates, or post adjustments in the professional and higher categories, and the Secretary-General certifies that they cannot be absorbed within approved appropriations, they may be included, subject to appropriate justification by the Secretary-General and review and approval by the Advisory Committee.
