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SUMMARY RECORD OF THE 6th MEETING

Chairman:

Mr. MAYCOCK

(Barbados)

**Chairman of the Advisory Committee on Administrative and
Budgetary Questions: Mr. MSELLE**

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The meeting was called to order at 10.30 a.m.

AGENDA ITEM 118: PROGRAMME BUDGET FOR THE BIENNIUM 1990-1991

Programme budget implications of draft resolution A/45/L.2 concerning agenda item 154 (A/C.5/45/13)

1. Mr. MSELLE (Chairman of the Advisory Committee on Administrative and Budgetary Questions) said that the Advisory Committee had considered the Secretary-General's statement on the programme budget implications of draft resolution A/45/L.2 concerning electoral assistance to Haiti (A/C.5/45/13). As indicated in paragraph 2 of that statement, should the General Assembly adopt the draft resolution, the Secretary-General would establish an observer mission to be known as the "United Nations Observer Group for the Verification of Elections in Haiti" (ONUVEH) for the purpose of verifying the elections in Haiti, scheduled for 16 December 1990. The group would operate from early October 1990 until January 1991. The Secretary-General estimated the related requirements at \$9,368,300 under section 2A of the programme budget for the biennium 1990-1991. Of that amount, \$5,681,500 was for personnel costs and \$3,686,800 for operational costs.
2. The subject-matter of the statement before the Committee was in many ways unprecedented and involved a great many political variables and questions, several of which could have a bearing on the manner in which the related activities were to be financed or indeed on whether they even constituted a proper expense of the Organization. Moreover, in the opinion of ACABQ, a number of questions arose with regard to the proposed plan of action for the operation, information on which had been provided to the Advisory Committee by representatives of the Secretary-General. The Advisory Committee, bearing in mind its mandate and the fact that those variables and questions could be considered elsewhere, did not take a position on them. It had focused instead on the statement submitted by the Secretary-General in accordance with rule 153 of the rules of procedure of the General Assembly without prejudice to such political decisions as might be taken elsewhere, including in the Fifth Committee.
3. Annex I of the Secretary-General's statement contained a proposed staffing table which indicated a total of 150 security experts, 50 staff at the Professional level and above, including a Special Representative to the Secretary-General at the Assistant Secretary-General level and a chief electoral officer at the D-2 level, 9 General Service, 28 Field Service, and 112 local staff.
4. Annex II provided additional details on the provisional estimates. The estimate of \$1,483,600 for 150 security experts was based on the assumption that 85 security experts would be in the mission area for only 45 days. The Advisory Committee had been informed that the period of 45 days was an average, and that the 85 experts would be called upon as needed. Annex II also indicated that salary and common staff costs for United Nations staff members was estimated at \$1,638,300. The Advisory Committee noted that the salary costs of posts at the Professional level and above, other than the Assistant Secretary-General and D-2 posts, had been

(Mr. Mselle)

estimated at an average P-4 level, since it was not possible at present to determine the levels of the staff that would be assigned to the mission from various duty stations. The Advisory Committee pointed out that, since most if not all of the staff would thus be provided through redeployment, the extent to which the entire estimate of \$1.6 million would be required would depend on the extent to which the supplying offices and duty stations would and could obtain replacement staff during the period in question. Thus, significant savings should arise under section 2A or other sections with regard to salaries and common staff costs. Savings could similarly arise in relation to the estimate of \$718,500 for subsistence allowance.

5. An amount of \$128,200 was budgeted for international and local consultants with expertise in electoral procedures. In view of the United Nations experience in Nicaragua and Namibia, ACABQ believed that the Secretary-General should seek savings by using existing United Nations staff. Miscellaneous supplies and services were estimated at \$126,500 and freight and transportation at \$255,000. In the opinion of the Advisory Committee, efficient management should produce savings in those areas. An amount of \$67,100 was estimated for rental and maintenance of premises. In the opinion of the Advisory Committee, the host Government should be requested to defray all or part of that requirement through the provision of suitable premises where possible.

6. With regard to equipment, ACABQ noted from paragraph 5 of the statement that the bulk of the communications equipment would be borrowed from the stockpile of surplus equipment of the United Nations Transition Assistance Group (UNTAG) now in Pisa. Other equipment budgeted for in the estimates, primarily 50 vehicles and electronic data processing equipment, would be shipped to other missions at the close of the operation and its residual value would be credited to the regular budget. Thus, a considerable portion of the \$960,000 for the purchase of vehicles and the \$126,800 for the purchase of electronic data processing equipment should eventually be credited back to the regular budget. The Advisory Committee trusted that purchases of vehicles and equipment would be made with due regard to efficiency and economy.

7. Additional offsetting of the costs of the operation would be achieved if voluntary contributions to ONUVEH were received. The Advisory Committee urged the Secretary-General to pursue that avenue vigorously.

8. On the basis of its observations and recommendations, the Advisory Committee believed that, should the General Assembly adopt draft resolution A/45/L.2 and also decide that the related expenses should be borne by the regular budget, the net additional amount required under the programme budget as a whole should not exceed \$6.5 million.

9. It was not possible at present to indicate precisely under which sections and in what amounts the various additional requirements and offsetting savings would occur. The actual amounts, within the \$6.5 million ceiling, which would eventually have to be appropriated under the programme budget for 1990-1991 should be

(Mr. Mselle)

reflected in a special performance report to be submitted to the General Assembly near the close of the current session which would take into account, inter alia, such offsetting staff savings as might arise under section 2A and/or other sections, the actual estimated value of vehicles and equipment to be credited to the budget, the size of the host-Government contribution, and the effect of such voluntary contributions as might be received. Pending that report, the Secretary-General should be authorized to enter into commitments not exceeding \$5 million.

10. With regard to paragraph 12 of the Secretary-General's statement, the Advisory Committee recommended that the question of recourse to the contingency fund should be decided at such time as the actual appropriations for the operation were being approved.

11. Mr. DUVALT (Mexico) said that his delegation was convinced of the need for an international effort in Haiti, since the international community had done little to help that country to overcome its many problems. It was therefore important that the Committee should provide the necessary financing for technical assistance in the electoral process, in accordance with the request made by the Government of Haiti. His delegation could accept the amount estimated by the Advisory Committee as required for the observer mission.

12. However, it had serious reservations about the content of the Secretary-General's statement and found it difficult to consider the financial implications of the draft resolution on the bases offered therein. The previous day the Permanent Representative of Bolivia had indicated repeatedly in his introduction of the draft resolution in the General Assembly that it concerned a technical assistance activity and had no connection with international peace and security. It was therefore surprising that such an activity was to be financed under section 2A of the programme budget instead of under section 24. It was also strange that paragraph 12 of the statement should attribute an international dimension to the electoral process in Haiti and argue that an international presence could help to halt the massive emigration of Haitian nationals. His delegation rejected those views, for it believed that the electoral process was an internal affair covered by the sovereign right of the Haitian people to choose and participate freely in the determination of their own destiny. It regarded any action by the United Nations as a response by the international community to a request for technical assistance from a Member State. It also thought that the cause of the massive emigration should be sought in the extreme poverty of the Haitian people and that the solution to that problem lay in determined international economic co-operation.

13. The financing of the electoral assistance to Haiti should be governed by the provisions of paragraphs 8 and 9 of annex I of General Assembly resolution 41/213 concerning additional expenditures not provided for in the programme budget. The additional expenditure on electoral assistance could certainly not be governed by the provisions concerning extraordinary expenses relating to the maintenance of peace and security, as the Secretary-General claimed.

(Mr. Duhalt, Mexico)

14. It would be difficult for the Committee to take a decision on the financial implications of technical assistance to the electoral process in Haiti without knowledge of the plan of action to be carried out by the observers and advisers, a plan which should also contain information about the objectives, tasks and specific activities.

15. Mr. FONTAINE ORTIZ (Cuba) recalled that it was the unanimous view of the Group of Latin American and Caribbean States that the question now before the Fifth Committee was not related to international peace and security. That view had also been supported by the caucus of non-aligned countries in the Security Council and by many other delegations. The draft resolution itself reaffirmed the technical-assistance status of the proposed electoral assistance to Haiti. In her three letters addressed to the Secretary-General (A/44/965, A/44/973 and A/44/979), the President of the Provisional Government of Haiti had stated that the Interim Electoral Council was already receiving technical assistance funded by the United Nations Development Programme (UNDP). It could thus be inferred that the assistance now requested was technical in nature and complied with the provisions of paragraph 24.6 of the proposed programme budget for the biennium 1990-1991 concerning technical assistance in the form of short-term advisory services.

16. It was usual for proposals of the kind now before the Committee to be accompanied by a detailed plan of action so that Member States could have some idea of the possibilities of success and the risks of the operation. In the circumstances the lack of such a plan was an obstacle to the consideration of the proposal. Furthermore, the Secretary-General's statement was incomplete, vague and unrelated to the content of the draft resolution.

17. As to the source of financing, in the last sentence of paragraph 12 of his statement the Secretary-General indirectly suggested that the proposed operation should be regarded as an unforeseen and extraordinary expense. However, General Assembly resolution 44/203, which dealt with unforeseen and extraordinary expenses for the biennium 1990-1991, clearly established that such expenses could relate only to the maintenance of peace and security and to certain activities of the International Court of Justice. The Secretary-General's proposal, if adopted, would therefore contravene the provisions of resolution 44/203. The proposed operation was in fact an additional activity and its financing should therefore be governed by the contingency-fund procedure. Alternatively, under the provisions of paragraph 9 of annex I to General Assembly resolution 41/213, the operation could be financed by redeployment of resources or modification of existing activities. The Secretary-General was wrong to argue that it should be financed under section 2A of the programme budget, for the proposed electoral assistance had no connection with peace-keeping operations.

18. His delegation therefore proposed that the Committee should accept the ACABQ recommendation for an appropriation of \$6.5 million instead of the amount requested by the Secretary-General; allocate the non-recurrent additional expenditure to section 24 of the programme budget; and consider the activities described in section B of the Secretary-General's statement within the framework of paragraph 9 of annex I to resolution 41/213.

19. Mr. INOMATA (Japan) said that Japan fully supported draft resolution A/45/L.2 on electoral assistance to Haiti and accepted the recommendation of the Advisory Committee that the Secretary-General should be authorized to enter into a commitment to meet the extraordinary expenses it required. However, it wished to emphasize that assistance to Haiti would be provided on an exceptional basis and should in no sense be considered to constitute a precedent for future modalities of assistance to Member States, including the method of financing. Moreover, the proposed assistance should be funded outside the programme budget, perhaps through a special account established for that purpose to which assessments levied on Member States and voluntary contributions would be credited.

20. The draft resolution and the statement of programme budget implications appeared to differ in their description of the purpose, mandate and scope of the proposed mission, the statement of programme budget implications containing the more substantive information. As a result, political issues better discussed elsewhere might be deliberated in the Fifth Committee. It was to be hoped that future statements of programme budget implications issued by the Secretariat would faithfully reflect the draft resolution in order to enable the Committee to concentrate on the administrative and budgetary aspects of the decision.

21. Mrs. ASHTON (Bolivia) said that her delegation agreed with the recommendations of the Advisory Committee concerning the statement of programme budget implications (A/C.5/45/13). It fully supported the request of the Provisional Government of the Republic of Haiti for broad administrative and technical assistance, not only in the coming electoral process but also in the economic and social development of Haiti. In introducing draft resolution A/45/L.2 in the General Assembly on behalf of the Group of Latin American and Caribbean States, her delegation had reaffirmed the sovereign right of the people of Haiti to determine their own destiny without external interference. At the same time, it had reiterated the opinion of both the sponsors of the draft resolution and the Group of Latin American and Caribbean States as a whole that technical assistance provided in support of an internal process at the request of a Member State was in no way related to international peace and security. It was confident that the Committee would give maximum priority to electoral assistance to Haiti and would take quick and efficient action on that matter.

22. Mr. NASSER (Egypt) said that Member States in general supported the draft resolution on electoral assistance to Haiti in the hope that such assistance would contribute to the stability and economic growth of that country. His delegation attached great importance to co-operation with regional organizations and Member States, as stipulated in paragraph 1 of draft resolution A/45/L.2.

23. Despite changes in the approach to electoral assistance to Haiti since its discussion during the previous session of the General Assembly, a number of questions remained unresolved. In introducing the draft resolution in the General Assembly, the Bolivian representative had made it clear that assistance to Haiti was in no way related to the maintenance of international peace and security. He therefore wondered why the Secretary-General insisted, in document A/C.5/45/13, on

(Mr. Nasser, Egypt)

referring to section 2A of the programme budget for the biennium 1990-1991. Also, it was unclear why, despite the very advanced stage and the rather small size of the operation, the Secretary-General could not give specific information as to the source of staff and experts. Finally, he asked why there was such a large difference between the estimates of the Secretary-General and those of the Advisory Committee.

24. His delegation agreed with the representative of Mexico that the mission should be financed under section 24 of the programme budget and that the Advisory Committee's estimate of the costs was acceptable. While it did not understand the Cuban representative's reference to General Assembly resolution 41/213, it did agree with his proposal. It also concurred with the Secretary-General's opinion that the costs of the operation could not be covered by the contingency fund. The Japanese representative's proposal was of considerable interest and could form the basis for further consultations once certain details had been clarified.

25. Mr. ETUKET (Uganda) said that electoral assistance to Haiti was clearly a political issue that demanded a political solution. It was therefore beyond the scope of the Fifth Committee. His delegation hoped that it would be explicitly addressed in the plenary Assembly at the appropriate stage.

26. With respect to the financial implications of draft resolution A/45/L.2, he supported the proposal of the Advisory Committee that the Secretary-General should be authorized to commit up to \$6.5 million for electoral assistance to Haiti, and agreed with the representative of Mexico that the request in question was of a purely technical nature. He therefore had difficulty in accepting the recommendation in paragraph 9 of the statement of programme budget implications (A/C.5/45/13) that the operation should be financed under section 2A of the programme budget, rather than under Section 24 (Regular Programme of Technical Co-operation). Funding under section 24, however, should not be allowed to have a negative effect on other activities funded under that section. His delegation therefore strongly supported the recommendation of the Advisory Committee and the representative of Japan that the Secretary-General should vigorously pursue all efforts to offset operation costs from voluntary contributions. Given the controversy over the types of activities that might appropriately be funded from the contingency fund and the vagueness surrounding the scope and nature of the tasks to be accomplished, it was difficult to accept the Secretary-General's original proposals as contained in the statement of programme budget implications.

27. Finally, it was important for the Secretary-General to review the way in which statements of programme budget implications were presented. Unless changes were made, the Committee would continue to be forced to take decisions on issues that had not been thoroughly examined.

28. Mr. CLAVIJO (Colombia) said that his delegation supported draft resolution A/45/L.2, as it had supported the previous draft resolutions on electoral assistance to Haiti. Action on the matter had been delayed for reasons beyond the control of the Fifth Committee and his delegation was glad to see that

(Mr. Clavijo, Colombia)

it now was nearing a decision. It fully supported the opinion expressed by the representatives of Mexico, Cuba and Bolivia that the request under consideration was of a technical and internal nature and was in no way related to the maintenance of international peace and security. It also supported the views expressed by those representatives regarding the amount and source of funding and the section of the programme budget under which the operation should be financed.

29. Mr. GARRIDO (Philippines) said that his delegation had no objection to the recommendations of the Advisory Committee, but it assumed that the operation would be regarded as an exception, and would not constitute a precedent. It was concerned about how the General Assembly would go about approving allocations if the Advisory Committee's financial estimate were exceeded after 13 January 1991. His delegation did not attach a great deal of importance to the section of the programme budget under which the operation would be financed, although it did believe that it would be better to fund it from voluntary contributions.

30. Mr. FOX (United States of America) said that the report of the Advisory Committee carefully reflected the sensitive nature of the issue and was very helpful. The question of electoral assistance to Haiti was urgent, as voter registration had already begun on 5 October and the United Nations presence was needed to ensure the stability of the situation. The General Assembly had given a very clear mandate for the operation the previous day and was hoping for a quick decision from the Fifth Committee.

31. His delegation had noted the Bolivian representative's assertion in the plenary Assembly that electoral assistance to Haiti was not related to international peace and security. Nevertheless, the Secretary-General had felt compelled to bring the matter to the attention of the Security Council, which, in a consensus decision, had responded by a letter calling for prompt, positive action on the request of the Provisional Government of Haiti.

32. With respect to funding, the Advisory Committee's suggestion seemed the most sensible route to follow. His delegation would appreciate further explanations from the Secretary-General and, perhaps, the Chairman of the Advisory Committee as to how and why section 2A and the extraordinary provisions were involved.

33. Mr. VISLYKH (Union of Soviet Socialist Republics) said that his delegation fully supported the idea of constructive United Nations assistance to the Government of Haiti in the holding of free and democratic elections and noted that the Security Council had also approved the idea. It nevertheless shared many of the concerns expressed by previous speakers, particularly since document A/C.5/45/13 contained no detailed plan of operations. A sober assessment of what was really required to achieve the peaceful and efficient development of the coming electoral process suggested a far less ambitious plan and a corresponding substantial reduction in related expenditure. It was also odd that the document should contain no hint of an intention to offset at least some expenditure by the collection of voluntary contributions. Neither was his delegation fully convinced that expenditure for the mission in Haiti should be described as unforeseen and

(Mr. Vislykh, USSR)

extraordinary expenses, thus falling outside the procedures related to the contingency fund. It might, indeed, be time for the Advisory Committee to define exactly what was constituted by unforeseen and extraordinary expenses, in order to forestall abuse of the new budgetary process.

34. Mr. CHABALA (Zambia) said that he, like others, while welcoming the proposal to extend electoral assistance to Haiti, was concerned by the extent to which the statement of programme budget implications truly reflected the objectives of the draft resolution. The representatives of Mexico and Cuba had not questioned those objectives but expressed legitimate concerns as to whether the mission should be funded under section 2A or section 24 of the programme budget. The implications of such a decision were important, as was the question of the use of voluntary contributions. While sharing the views expressed by many delegations, including those of the Soviet Union and Japan, he wished to emphasize the urgency of the matter and supported the Advisory Committee's recommendation concerning the amount of resources to be committed.

35. Mr. GUPTA (India) welcomed the Secretary-General's proposal to assist the Government of Haiti and generally endorsed the recommendations of the Advisory Committee, including the need for all possible efforts to secure voluntary contributions and to achieve maximum savings. It was his hope that, if the mission were to be funded from the regular budget, the contributions to be paid by Member States would not be levied at least until the end of the current year. The exact nature of unforeseen and extraordinary expenses, meanwhile, constituted a grey area which should perhaps be examined further, in the first instance by the Advisory Committee.

36. Mr. FONTAINE ORTIZ (Cuba), recalling that there had been much talk of urgency, said that responsibility for any delay should be attributed not to the sponsors of the draft resolution but to those who wished to refer its discussion to an inappropriate forum, i.e. the Security Council. The Committee might be interested to know that the Council did not consider itself to be seized of the subject, as could be seen clearly from a sentence in the letter from its President which was mentioned, but not quoted in full, in document A/C.5/45/13.

37. Mr. AUGUSTE (Haiti) said that he fully understood the concerns of delegations to achieve economies and determine the sources of funds. However, all appeared to agree that assistance should be provided by the United Nations for his country's transition to democracy. It was obvious that some price must be paid for such a process, and time was meanwhile running very short. Noting that, while provision was being made for the services of security experts, his Government was determined to maintain its sovereignty and ensure that peace was guaranteed by its own armed forces, he urged delegations to make the necessary effort to find a solution to their concerns. Failure to act might entail the most regrettable consequences.

38. Mr. KINCHEN (United Kingdom) said he could well understand if the representative of Haiti expressed impatience at the Committee's concern with issues which were in no way related to the international community's will to provide

(Mr. Kinchen, United Kingdom)

assistance to his country. In considering a new or unusual operation, the question of allocation to a particular budget section could give rise to lengthy debate: there might, indeed, be a case for funding what was described as "electoral assistance to Haiti" under section 23, or even section 3, of the programme budget. However, it would be a matter of regret to his delegation if the Committee were to prove unable to take a decision during the current meeting on the basis of the Secretary-General's proposal, as modified by the Advisory Committee, especially in view of the recognized need for urgent action in that regard. The difficulties noted by the Chairman of the Advisory Committee clearly needed to be clarified in the course of the session, particularly the definition of "unforeseen and extraordinary expenses" in the context of the new budgetary procedure.

39. Mr. BAUDOT (Director, Programme Planning and Budget Division) said that draft resolution A/45/L.2 provided for a new operation which had not been foreseen in the programme budget adopted by the General Assembly. Under the new budgetary procedure, the Secretary-General could decide either to provide the necessary resources from the contingency fund or to treat the operation as an "extraordinary" item, requiring the approval of additional expenditure. He had decided to treat the mission as an item of extraordinary expenditure, outside the procedures related to the contingency fund, on the basis of his understanding and, so far as he understood, the understanding of the General Assembly that the expenses involved were not of the sort for which the fund was intended. Under annex I, paragraph 9, of General Assembly resolution 41/213, a decision to fund the mission from the contingency fund, where only \$2 million were currently available to the Secretariat, would have entailed proposals to redeploy resources from other areas. In the Secretary-General's opinion, the proposed activity should be covered by the provisions of paragraph 11 of the aforementioned annex to General Assembly resolution 41/213. If the General Assembly were at any time to decide that the concept of extraordinary expenses or arrangements for the contingency fund required an interpretation other than that applied by the Secretary-General, that was of course its sovereign prerogative.

40. The representative of Haiti had correctly referred to the provision of security experts. The Secretary-General had from the outset excluded the possibility of such services being described as technical assistance, and it should be recalled that security-related issues had never been funded under section 24 of the programme budget.

41. Noting, in conclusion, that the electoral registration process in Haiti had already begun, he pointed out that any more delays in the adoption of the Secretary-General's proposal might necessitate a reconsideration of his position.

42. Mr. SADRY (Director, Field Operations Division) said that the plan of operations of the Field Operations Division was based on the request of the Provisional Government of Haiti, as reflected in draft resolution A/45/L.2, and was modelled on the plan put into effect in Nicaragua rather than the arrangements that had been made for Namibia. For the purpose of the elections, Haiti had been divided into nine regions. Election monitors and security experts would be

(Mr. Sadry)

assigned to those regions and to the major population centres. It was also intended that the personnel in Haiti should be as mobile as possible and thus in a position to cover the regional offices as well as the voting centres. The plan had been prepared at a time when it was hoped that the mission could be in position before the start of the process of voter registration. As the representative of the United States had noted, however, registration had begun on 5 October 1990 and some of the phasing-in of personnel would necessarily have to be speeded up.

43. The two or three security advisers referred to in the draft resolution would assist in planning security measures for the electoral process. Other security experts and observers would be deployed to observe the implementation of the security plan, the actual implementation of which would, as the representative of Haiti had noted, be the absolute responsibility of the Haitian armed services. United Nations personnel would be there only to observe and assist and to report any flagrant violations of the security plan developed.

44. It was impossible to be more precise until the mission was actually in place and able to co-ordinate with the Haitian authorities regarding the location and ways and means of operating of the mission personnel. The estimates, before the Committee, in the statement of programme budget implications, were therefore the best that could be given before implementation of the project actually started.

45. Mr. MSELLE (Chairman of the Advisory Committee on Administrative and Budgetary Questions) said that the Advisory Committee had been requested to look again into the question of the scope and operation of the resolution on unforeseen and extraordinary expenditures, and in particular the use of the term "extraordinary". If that was the wish of the Committee, the Advisory Committee would endeavour to comply. In that connection, he recalled that, more than 20 years earlier, the Advisory Committee had submitted a report on the question, which the Fifth Committee had rejected.

46. Almost every aspect of the questions raised in the Fifth Committee about the statement of the programme budget implications of draft resolution A/45/L.2 had been brought up in the Advisory Committee during its extensive discussions. For the time being, there were three essential points to be considered. The first was whether the activities relating to the resolution should be covered by the regular budget, and it appeared from the current discussion that there was no opposition to having the regular budget cover those activities, subject to vigorous pursuit by the Secretary-General of voluntary contributions. Second, the Advisory Committee had agreed that, if the activities were to be covered by the regular budget, the Fifth Committee should recommend that the net additional amount to the budget as a whole should not exceed \$6.5 million. The recommendation would not indicate under what section of the budget the expenditure should be included and, for the time being, the Secretary-General would be permitted to commit only \$5 million. Third, the Advisory Committee recommended that the Secretary-General should be requested to submit a performance report before the end of the year. It would be decided then which section of the budget was involved and whether or not the expenditure would be a proper charge on the contingency fund.

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(Mr. Mselle)

47. With regard to the contingency fund, he noted that, even when decisions were arrived at which clearly fell within the scope of the fund, the General Assembly did not decide there and then that the total amount should be charged to the contingency fund. That came later, in keeping with the provisions of the annex to General Assembly resolution 42/211, which provided for the procedure to be followed in the operation of the contingency fund. The Advisory Committee had therefore indicated that a decision on the matter should wait until after a performance report had been submitted.

48. Comments had been made on the appropriateness or otherwise of linking the mission to section 2A of the programme budget for the biennium 1990-1991. While he understood the problems that had been raised, he pointed out that assistance was not provided only under section 24. Section 1, for example, provided for assistance for the reconstruction and development of Lebanon, section 21 for assistance to refugees, section 22 for emergency assistance, and so on. The section involved depended on the nature of the assistance in question.

49. He recalled, furthermore, that section 24 had to do with advisory services provided at the request of Governments in relation to development activities and was a fixed section determined by the General Assembly which could only be increased to cover inflation. If the mission to Haiti was included under section 24, it would be necessary to discuss all the implications fully.

50. A question had been asked about the difference between the estimates of the Advisory Committee and those of the Secretary-General. It was possible that considerable savings could be achieved in the course of implementing the mission. The Advisory Committee had accordingly decided that it would be appropriate, at the current stage, to ask for a net additional amount not exceeding \$6.5 million and an initial commitment of up to \$5 million. The Secretary-General would explain what funds had actually been expended at the time of his performance report. He stressed that, for the time being, the General Assembly would not be authorizing an appropriation but merely authorizing a commitment, as it had, for example, in the case of the United Nations Conference on Environment and Development.

51. Mr. INOMATA (Japan) said that the Secretariat seemed to accept that every unforeseen and extraordinary expense should finally be charged to the regular budget. He noted that peace-keeping operations, for example, were not charged to the regular budget. Moreover, the Secretary-General's decision to charge the cost of the operation in Haiti to the regular budget was not based on any intergovernmental decision.

52. Although the Chairman of the Advisory Committee had suggested that there was no dissent in the Fifth Committee from the proposal to charge the electoral assistance operation to the regular budget, his delegation had in fact disagreed. It was unfortunate that the question of determining what kind of expenditure was to be regarded as an expense under the regular budget had never been properly discussed. Given the political aspects of the question, his delegation considered that it should have been debated in the appropriate forum and not in the Fifth

(Mr. Inomata, Japan)

Committee. If the latter were to take a sweeping decision on the matter that would serve as a general rule, his delegation would have to reserve its position. For that reason, it had made it clear that it would not regard any decision taken at the current meeting as constituting a precedent. As the Chairman of the Advisory Committee had noted, the Committee would simply be recommending to the General Assembly that the Secretary-General should be authorized to enter into a commitment. The actual appropriation would come after the performance report.

53. Mr. FONTAINE ORTIZ (Cuba) said he hoped that delegations would have an opportunity to study a document describing the plan of operations before being asked to take a political decision in the plenary Assembly. As far as the Secretariat's interpretation of "extraordinary expense" was concerned, in his delegation's view the term was defined in such decisions of the General Assembly as resolutions 41/213 and 44/203. Nevertheless, many points remained to be clarified. It might be appropriate for the Fifth Committee to have further informal discussions on the programme budget implications. On the other hand, his delegation had made a specific proposal which could be put to the Committee as the first formal proposal to have been made.

54. The CHAIRMAN said that it was important for delegations to remember that, although there was much to be said for clarifying the concept of unforeseen and extraordinary expenses, the Committee was currently asked to deal with the programme budget implications of the draft resolution on electoral assistance to Haiti. The broader issue could be taken up at a later date.

55. He therefore proposed that the Committee should report to the General Assembly along the lines suggested by the Chairman of ACABQ in his oral report (paras. 8 to 10 above), but referring to "such offsetting staff savings as might arise under various sections" rather than "under section 2A and/or other sections".

56. Mr. FONTAINE ORTIZ (Cuba) suggested that the recommendation should refer to "recourse to the procedures relating to the contingency fund", rather than to "recourse to the contingency fund".

57. Mrs. BERENQUER (Brazil) suggested that the word "activities", as used in the statement of programme budget implications, would be preferable to "operation".

58. Mr. VISLYKH (Union of Soviet Socialist Republics) said that his delegation had no objection in principle to the Chairman's proposal with the suggestions that had just been made. It felt, however, that the Secretary-General should also be asked to begin an active campaign to collect voluntary contributions to cover all the projected expenses.

59. The CHAIRMAN said that, since he heard no objection, he would take it that the Committee wished to adopt his proposal, taking into account the suggestions that had just been made.

60. It was so decided.

61. Mr. ETUKET (Uganda) said that while his delegation fully supported the decision just taken by the Committee, it believed that, in future, the Committee should be able to see proposed decisions in writing before it was asked to endorse them.

62. The CHAIRMAN said that he would endeavour to follow that procedure whenever the circumstances permitted.

The meeting rose at 1.10 p.m.