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PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1992-1993

THE SITUATION IN CENTRAL AMERICA: THREATS TO INTERNATIONAL PEACE AND SECURITY AND PEACE INITIATIVES

Programme budget implications of draft resolution A/46/L.30

Statement submitted by the Secretary-General in accordance with rule 153 of the rules of the General Assembly

A. Requests contained in the draft resolution

1. Under the terms of operative paragraphs 3, 5 and 8 of part A of draft resolution A/46/L.30, the General Assembly would:

(a) Request the Secretary-General to continue to afford the fullest possible support to the Central American Governments in their efforts to consolidate peace, especially by taking the measures necessary for the maintenance, establishment and effective functioning of the appropriate verification machinery;

(b) Fully endorse the efforts of the Secretary-General to bring about peace in Central America and in particular his active role as an intermediary in Guatemala and El Salvador;

(c) Request the Secretary-General to submit a report to the General Assembly at its forty-seventh session on progress made in implementing the resolution.

2. Under the terms of operative paragraphs 5 and 8 of part B of draft resolution A/46/L.30, the General Assembly would:

(a) Request the Secretary-General and the organizations of the United Nations system to provide, as appropriate and within the available resources, the necessary technical and financial support to the Central American Governments for the purpose of consolidating the processes of peace, freedom, democratization and development in the region;

(b) Request the Secretary-General to submit a report to the General Assembly at its forty-seventh session on progress made in implementing the resolution.

B. Relationship of proposed request to the approved programme of work

3. The above request relates to subprogramme 1 (Good offices and peacemaking) of programme 1 (Good offices and peacemaking, peace-keeping, research and the collection of information) of the medium-term plan for the period 1992-1997. 1/ While resources are provided in the proposed programme budget 2/ for activities in support of the Secretary-General's functions in the area of international peace and security, related activities are often not programmed in the programme budget since their very nature often precludes such an approach. This is true of the Secretary-General's activities in promoting a firm and lasting peace in Central America.

C. Activities by which the proposed request would be implemented

4. Should the General Assembly adopt the draft resolution, the Secretary-General would, with respect to the requests outlined in paragraph 1 above:

(a) Continue his current engagement in the diplomatic efforts in search of solutions to conflicts in the region, specifically in El Salvador and Guatemala, including active and continuous participation in the negotiating process between the Government of El Salvador and the Frente Farabundo Martí para la Liberación Nacional (FMLN), and the Government of Guatemala and the Unidad Revolucionaria Nacional Guatemalteca;

(b) Provide substantive input and assistance to the negotiating parties in their search for a durable and stable peace in their respective countries;

(c) Prepare a report to the General Assembly at its forty-seventh session on the implementation of the resolution.

5. While the activities outlined in (a) and (b) above are stated in broad and general terms, participation in the search for peace in the region has meant the day-to-day involvement of the Organization in the negotiating

process. Further to the request in late 1989 by the five Central American Presidents to engage more actively in diplomatic efforts in search of solutions to conflicts in the region, specifically in El Salvador, the Secretary-General appointed a Personal Representative for the Central American Peace Process in order to assist him in coordinating the discharge of the complex and varied issues relating to or flowing from the negotiations between the Government of El Salvador and FMLN.

6. These negotiations have undergone various phases; they include a direct dialogue between negotiating commissions and involve the active participation of the Personal Representative of the Secretary-General and mediation by the Secretary-General himself. In this way a number of agreements have been concluded: in Geneva in April 1990 on the negotiating framework, in Caracas in May 1990 on the general agenda and timetable, in San Jose in July 1990 on human rights, in Mexico City in April 1991 on constitutional reforms and in September 1991 in New York on political agreements including economic and social questions. Negotiations are currently continuing on those items remaining on the agenda.

7. The intensive pace of the negotiations has placed a heavy burden on the Organization. It hardly needs to be stressed that the presence of the Secretary-General or of his Personal Representative for the Central American Peace Process at the negotiating table does not occur in isolation, but is supported by staff working to help the efforts to find solutions to conflict and strife, to find acceptable compromises or to assist in the dialogue between differing parties.

8. The increasing involvement of the United Nations in the efforts for peace in the region has also included participation in such bodies as the Security Commission of the Esquipulas II agreement, whose work the General Assembly, in operative paragraph 3 of part B of the draft resolution, welcomes with satisfaction. In addition, the specific tasks entrusted to the Organization, for example, in the agreement of 25 September 1991 between the Government of El Salvador and FMLN have greatly enlarged the responsibilities of the United Nations in the peace process.

9. The quickening of the negotiating pace that has occurred in 1991, however, has stretched the limited human resources dedicated to this endeavour almost to the breaking point. While the agreements reached and the progress made in the negotiations on El Salvador may augur well for achieving national reconciliation in the near future, the responsibilities placed on the Organization will continue to be heavy and far-reaching in order to assist this process in the months following a cease-fire. At the same time, the dialogue conducted in Guatemala continues with the support and participation of the Organization and a role for the United Nations in verification of agreements is also foreseen.

10. The active role the Organization has played in the Central American region has enjoyed the full support of Member States, as expressed by the General Assembly in resolution 45/15 of 20 November 1990. The Security

Council, most recently in resolution 714 (1991) of 30 September 1991, congratulated the Secretary-General and his Personal Representative for Central America for their skilful and tireless efforts which had been vital to the peace process, reaffirmed its strong support for the urgent completion of the peace process in El Salvador and expressed its readiness to support the implementation of a settlement.

11. With respect to the requests outlined in paragraph 2 above, the Secretary-General would provide support, as appropriate and from within available resources, to the Central American Governments for the wider purpose of consolidating the processes of peace, freedom, democratization and development in the region and report to the General Assembly at its forty-seventh session.

D. Modifications required in the proposed programme of work for 1992-1993

12. As noted in section B above, activities in this area are not programmed in the proposed programme budget for the biennium 1992-1993. Consequently, no modification will be required.

E. Requirements at full cost

13. It is anticipated that, should the General Assembly adopt part A of the draft resolution, activities outlined in paragraphs 4 to 10 above would require the establishment of two Professional posts (P-5 and P-4) to assist in all aspects of the negotiating efforts. This would include research and analysis of outstanding negotiating issues, preparation of background papers, organization of expert meetings to help to find compromise solutions, maintenance and updating of information and files relating to the negotiating process and serving as focal point within the Secretariat.

14. One of the officers would assist the Secretary-General or his Personal Representative in the negotiating sessions, while the second officer would backstop the effort from Headquarters. To assist with subject-matters outside the scope of the United Nations staff involved, consulting services would be required on such subjects as the new national civilian police in El Salvador. It would also be necessary to provide for a secretary and office automation equipment. In addition, frequent travel to the Central American region is inevitable in the context of the peace efforts.

15. On a full-cost basis, these additional net requirements for the first year of the biennium 1992-1993 are estimated at \$761,500 as follows:

| | \$ |
|--|----------------|
| Consultants | 278 400 |
| Temporary posts | 186 400 |
| Common staff costs | 71 800 |
| Travel of staff | 219 900 |
| Maintenance of office automation equipment | 800 |
| Acquisition of office automation equipment | 4 200 |
| Total | <u>761 500</u> |

F. Potential for absorption

16. In carrying out the activities outlined in paragraphs 4 to 10 above, the Secretary-General designated a senior member of his office as Personal Representative and has relied on the supporting services of staff members assigned on an ad hoc basis for these functions. In addition, it should be noted that these extremely limited human resources have been supplemented by commitments for consultancy services, travel and related costs entered into by the Secretary-General under the authority granted him by paragraph 1 (a) of General Assembly resolution 44/203 on unforeseen and extraordinary expenses for the biennium 1990-1991. It should be noted that such expenditures, which will be reflected in the second performance report on the programme budget for the biennium 1990-1991, are estimated at \$964,400 during 1990-1991.

17. Given the range and pace of developments in the Central American peace process, the Secretary-General does not believe that current ad hoc arrangements for staff support of his efforts and those of his Personal Representative would provide an adequate or satisfactory basis for continuation of his support to Central American Governments as would be requested under paragraph 1 (a) above. In addition, experience in 1990-1991 clearly indicates that travel and other related costs cannot be absorbed. Accordingly, it is not anticipated that any of the requirements outlined in section E above can be absorbed from within the provisions under section 2 of the proposed programme budget for the biennium 1992-1993.

G. Indication of additional requirements

18. Accordingly, should the General Assembly adopt draft resolution A/46/L.30, it is estimated that additional net resources of \$761,500 would be required for 1992.

H. Contingency Fund

19. Under the new budget process established by the General Assembly in its resolution 41/213 of 19 December 1986, additional expenditures proposed over and above those in the proposed programme budget should be accommodated within a contingency fund provisionally established at a level of \$19 million for the biennium 1992-1993 by General Assembly resolution 45/225 of 21 December 1990. Paragraph 11 of annex I to General Assembly resolution 41/213, however, provides, inter alia, that revised estimates:

"... arising from the impact of extraordinary expenses, including those relating to the maintenance of peace and security, as well as fluctuations in rates of exchange and inflation, shall not be covered by the Contingency Fund and shall continue to be treated in accordance with established procedures and under the relevant provisions of the Financial Regulations and Rules. ..."

20. It is the Secretary-General's view that the additional requirements that would arise, should the General Assembly adopt draft resolution A/46/L.30, are clearly of an extraordinary nature, relating to the maintenance of peace and security and should thus be treated outside the procedures related to the Contingency Fund.

I. Summary

21. Should the General Assembly adopt draft resolution A/46/L.30, it is estimated that an additional appropriation of \$761,500 would be required for 1992 under section 2 of the proposed programme budget for the biennium 1992-1993. In addition, an amount of \$54,800 would be required under section 36 (Staff assessment), offset by the same amount under Income section 1 (Income from staff assessment).

Notes

1/ Official Records of the General Assembly, Forty-fifth Session, Supplement No. 6 (A/45/6/Rev.1), vol. I.

2/ Ibid., Forty-sixth Session, Supplement No. 6 (A/46/6/Rev.1), vol. I.
