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at 10 a.m.  
New York

SUMMARY RECORD OF THE 38th MEETING

Chairman: Mr. HADID (Algeria)

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 123: PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1994-1995  
(continued) (A/48/6, A/48/7, A/48/16 (Parts I and II) and A/48/32/Rev.1/Add.1;  
A/C.5/48/9 and Corr.1 and Add.1 and A/C.5/48/26)

General debate (continued)

1. Mr. LOZINSKY (Russian Federation) said that his delegation would have preferred to have more time to consider the budget proposals in detail, and he welcomed the Controller's assurances that the Secretary-General and the Secretariat would do everything possible to prevent a repetition of the situation. The problem of late documentation was hindering the work of the United Nations and should be given serious consideration.

2. His delegation welcomed the efforts to make the proposed programme budget and effective means for analysis and decision-making by the General Assembly. However, much more remained to be done. In particular, part I should be an independent document containing exhaustive information on the basis of which the General Assembly could adopt decisions. Part II should include a detailed discussion of, and justification for, the general provisions of part I. The methodology for drafting the budget should be finalized in the course of the preparation of the proposed programme budget for 1996-1997.

3. His delegation welcomed the fact that the budget highlighted such areas as human rights, humanitarian affairs and the administrative management of peace-keeping operations and redistribution of resources towards those priorities. The priority status of those programmes would be more clear-cut if programmes that were obsolete or of marginal usefulness were eliminated and the resulting resources redeployed to priority activities, especially since the proposed budget included a number of activities that would soon lose their relevance in the light of the evolving situation in various parts of the world. The Secretariat should react quickly to the changing international situation and submit the necessary proposals to the General Assembly in a timely manner.

4. The proposed programme budget for the biennium 1994-1995 reflected a rate of real growth of 1 per cent as compared with the preceding biennium. Moreover, the proposed level of the expenditure section of the budget exceeded by \$47 million the parameters of the proposed programme budget outline approved in General Assembly resolution 47/213. Those parameters should be the ceiling for the Organization's expenditure for the forthcoming biennium, and his delegation fully supported the relevant recommendation of the Committee for Programme and Coordination (CPC).

5. The reduction of the budget was not an end in itself. It was necessary to seek practical ways of ensuring the optimum use of human and material resources by promoting the maximum efficiency of all Secretariat units. In that regard, the widespread introduction of the latest technologies in various Secretariat units and the sizeable outlays for that purpose should increase productivity and efficiency and result in a redistribution of the human resources. In that

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(Mr. Lozinsky, Russian Federation)

regard, his delegation questioned the reason for requesting 68 new posts under the regular budget, and considered that each request should be closely scrutinized.

6. Every effort should be made to strengthen and improve the mobility and rotation of United Nations staff within the Secretariat and the regional commissions. His delegation could not agree with the attempts to revive the previous system of departmental promotions, which entailed permanent reclassifications and requests for new and higher-level posts. His delegation agreed with the proposal of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) to defer consideration of the requests for reclassification and consider the matter on the basis of a further submission by the Secretary-General that would contain adequate justification.

7. The time had come for radical changes in the methods of staffing the Secretariat; competitive examinations, open to internal and external candidates, should be held for all vacant posts, and a new system for evaluating the performance of staff members should be introduced in order to get rid of "dead wood". In that regard, his delegation took note of the Secretary-General's intention to end the moratorium on the recruitment of external candidates once the budget had been adopted, and hoped that that step would be taken after all opportunities for making maximum use of existing human resources had been exhausted.

8. The problems concerning the relationship between the outline and the level of the budget and nominal and real growth called for serious efforts to eliminate the shortcomings in the budget methodology. There should be clarity and consistency in the definition of recurrent and non-recurrent expenditure in calculating real budget growth. A close analysis of the "methodological musical chairs" of recent years gave the impression that methodology was sometimes changed in order to justify budget growth.

9. With regard to recosting, his delegation shared the view of ACABQ regarding the adjustment of inflation and exchange rates for the forthcoming biennium. It agreed with the Advisory Committee's proposal to increase to 6 per cent the turnover rate for the Professional and higher categories.

10. It was necessary to establish a correct relationship between the regular budget and extrabudgetary resources. Policy-making bodies should exercise more control in that area, and there should be clear-cut criteria for fair reimbursement to the regular budget of support costs for extrabudgetary activities. Extrabudgetary resources constituted a major additional source of financing for a number of programmes. In order to determine how best to allocate regular budget resources, it was necessary to see, within the programme budget, the amount of resources that a programme required. A more accurate assessment and allocation of all resources would help improve understanding between Member States and the Secretariat with regard to the needs of the Organization. On the other hand, the Organization's peace-keeping activities should be financed from the regular budget. It was unacceptable that entire units of the Secretariat were financed from other sources.

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(Mr. Lozinsky, Russian Federation)

11. Many of the recommendations contained in the Advisory Committee's first report (A/48/7) did not reflect the position of his delegation. However, in the final analysis, those recommendations had been the result of a reasonable compromise. Experience showed that ACABQ recommendations were always balanced and their adoption never impeded programme activities. His delegation was therefore prepared to support the Advisory Committee's recommendations as a whole. Moreover, unless the recommendations of ACABQ were adopted, his delegation would not be able to agree to the proposed budget.

12. Mr. BARIMANI (Islamic Republic of Iran) observed that the establishment of three new departments dealing with social and economic issues would provide the coordination, policy guidance, research and analysis and technical cooperation so vital to the developing countries. The division of labour among the new departments, however, needed to be clarified, and they must be adequately funded. There was no clear indication in the proposed programme budget that the current restructuring would actually satisfy General Assembly resolution 41/213 and meet programme requirements. Also, it was not clear whether the incorporation of the Office for Project Services of the United Nations Development Programme (UNDP) into the Department for Development Support and Management Services would guarantee the former's semi-autonomous and self-financing status. In addition, it was urgent for the Secretary-General to fill the post of Executive Director of the International Trade Centre without further delay.

13. Real growth of 1 per cent in the proposed programme budget seemed reasonable in the light of the expansion of United Nations activities. The expectation, however, had been that the resources would be allocated equally to all five of the priorities under the medium-term plan, yet the economic development of developing countries, in particular, had not been assigned the appropriate level of resources, a matter which should be remedied.

Programme budget implications of draft resolution A/C.1/48/L.6 concerning agenda item 72 (A/C.5/48/32)

Programme budget implications of draft resolution A/C.1/48/L.19 concerning agenda item 82 (A/C.5/48/33)

Programme budget implications of draft resolutions A/C.1/48/L.40 and L.41 concerning agenda items 66 and 73 (A/C.5/48/34)

14. Mr. MSELLE (Chairman of the Advisory Committee on Administrative and Budgetary Questions) drew attention to document A/C.5/48/32 presenting the Secretary-General's estimate of programme budget implications for the recommendations of the First Committee in draft resolution A/C.1/48/L.6, arising from paragraph 6 of that resolution. In section C of his statement, the Secretary-General outlined the activities which would be undertaken by the Standing Advisory Committee on Security Questions in Central Africa and indicated that it would hold two meetings, one at Luanda, for five days in 1994, and another at Brazzaville, also for five days, and that in connection with those meetings, travel and subsistence would be paid to the participants and

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(Mr. Mselle)

conference-servicing costs would be covered. Those budgetary implications were outlined in section E, paragraph 12, and the full cost of the two meetings was estimated at \$206,800. The Secretary-General indicated that no additional appropriation for the activities enumerated would be required since provision had been made for them in the proposed programme budget. Two other elements, however, would have to be authorized: the General Assembly would need to grant an exception to allow the meetings to be held away from established United Nations headquarters sites and also to pay for travel and subsistence costs of governmental representatives (sect. G, para. 14).

15. A similar request had been put before the Fifth Committee the previous year and ACABQ had reported on it in document A/47/4/Add.11. The Advisory Committee had not recommended granting an exception for payment of travel and subsistence costs (para. 16), but the Fifth Committee had endorsed the Secretary-General's proposals. He assumed that the Committee would be recommending the same treatment as it had done the previous year.

16. The CHAIRMAN suggested that, in accordance with General Assembly decision 34/401, paragraph 13 (b), which stipulated that the Fifth Committee should as a general practice consider accepting without debate the recommendations of the Advisory Committee on the financial implications of draft resolutions up to the prescribed limit of \$25,000 on any one item, the Committee should take a decision on the programme budget implications of draft resolution A/C.1/48/L.6, which would require no additional appropriations.

17. Mr. INOMATA (Japan) recalled that in its first report (A/48/7, para. II.19), the Advisory Committee had recommended reducing by \$300,000 the approximately \$1.4 million proposed for disarmament affairs consultancy in paragraph 3B.47 of the proposed programme budget. Yet it was Japan's understanding that the Secretariat had prepared the statements of the programme budget implications of the four draft resolutions before the Committee - A/C.1/48/L.6, L.19, L.40 and L.41 - on the assumption that the full amount would be authorized, including the contingency requirement of approximately \$1.1 million for ad hoc expert groups (para. 3B.47 (b)). Moreover, in a striking departure from proper budgetary procedure, statements of programme budget implications had not been submitted to the First Committee in advance of its consideration of certain draft resolutions, including draft resolution A/C.1/48/L.41, or the related draft resolution A/C.1/48.L.18 on transparency in armaments, and it was difficult to see how the draft resolutions could have received proper consideration.

18. Since the reduction recommended by ACABQ had not been taken into account in the statements of programme budget implications, a case could be made for charging any shortfall in the proposed programme budget requirements for draft resolutions A/C.1/48/L.6, L.19 and L.41 to the contingency fund. However, should the Fifth Committee reject the ACABQ recommendation, it should recommend that the General Assembly authorize the Secretary-General to enter into commitments in respect of amounts required for implementation of those three

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(Mr. Inomata, Japan)

draft resolutions, and draft resolution A/C.1/48/L.18, and request him to report any shortfalls in his first budget performance report at the forty-ninth session.

19. Mr. TAKASU (Controller) assured the representative of Japan that established procedure had been followed throughout and the Fifth Committee had been properly advised by the Secretary-General in the statements of the programme budget implications of the four draft resolutions before the Committee as well as other related First Committee resolutions.

20. When no additional proposed programme budget requirements arose under a given draft resolution, it was normally not necessary to prepare a statement of programme budget implications. In the case of draft resolutions A/C.1/48/L.6 and L.19, statements of programme budget implications had been prepared because, although no additional requirements were foreseen, the General Assembly needed to approve the exceptions cited in paragraph 14 of document A/C.5/48/32 and paragraph 9 of document A/C.5/48/33.

21. In the case of draft resolutions A/C.1/48/L.40 and L.41, additional resource requirements did indeed arise, and consequently a statement of programme budget implications had been prepared in document A/C.5/48/34.

22. As to draft resolution A/C.1/48/L.18, which was not currently under consideration but which fell under the same section of the proposed programme budget as the four others, no statement of programme budget implications had been prepared because no additional resources were required nor were any exceptions involved.

23. As to the resources themselves, the budget requirement of approximately \$1.4 million proposed in paragraph 3B.47 was the amount which the Secretary-General assumed would be needed and approved for all the scheduled and anticipated activities under section 3B.

24. Mrs. GOICOCHEA (Cuba) said that it would be helpful if the Controller could clarify whether, in considering the programme budget implications of the First Committee draft resolutions, the Fifth Committee was indeed making decisions with regard to the allocation of funds for the biennium 1994-1995 when in fact the proposed programme budget had not yet been approved.

25. Mr. SPAANS (Netherlands) said that his delegation supported the recommendations of ACABQ. In its view, the potential problem was that approval of those recommendations could result in a shortfall in resources; but in such a case, it was for the Secretariat to find other ways of meeting any additional costs within existing resources.

26. Mr. ZAHID (Morocco) observed that the Committee had been informed that draft resolutions A/C.1/48/L.6 and A/C.1/48/L.19 would not give rise to any programme budget implications for 1994-1995. In both cases, the General Assembly was requested to approve a waiver of the established headquarters principle. His delegation wished to know the location of the established

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(Mr. Zahid, Morocco)

headquarters for the two meetings. Furthermore, it would be useful to clarify whether the Committee was adopting a decision on waiving the headquarters principle and granting subsistence allowance and travel, or on the financial implications of the resolutions. In his delegation's view, the Committee on Conferences should be consulted with regard to the holding of meetings away from the established headquarters of the Secretariat unit concerned. It agreed that the travel and subsistence allowances should be granted, but wondered if the statement of budget programme implications was the proper context for that decision. It also hoped that the reductions proposed by ACABQ would not adversely affect the holding of those events.

27. Mr. KELLY (Ireland) said that the subject-matter of the draft resolutions was of high priority for Ireland, which therefore shared the concerns of Japan. If the Committee agreed to the recommendations of ACABQ, a possible shortfall in resources for the implementation of those resolutions could occur; the use of the contingency fund might be a solution.

28. The CHAIRMAN invited the representative of Japan to formulate a proposal in that regard.

29. Mr. INOMATA (Japan) said that, as he understood it, when calculating the programme budget implications of a draft resolution, the Secretariat assumed that the initial estimates of the Secretary-General for the relevant section would be approved. In the case before the Committee, the Advisory Committee was recommending a reduction of \$300,000 for consultancy funds. The Committee thus had no accurate information on how that reduction, if approved, would affect the activities called for in the draft resolutions.

30. His delegation agreed with ACABQ that the headquarters rule should be waived and that travel expenses and daily subsistence allowances should be granted. It therefore proposed that the Secretary-General should be authorized to enter into commitments in respect of the amounts required for the implementation of the draft resolutions and to report on any shortfalls in the budget provision in the first budget performance report to be submitted at the forty-ninth session.

31. Mr. TAKASU (Controller), replying to the question put by the representative of Cuba, drew attention to paragraph 3B.47 of the proposed programme budget, where \$1.4 million was requested for consultants and experts. The amount requested was based on the level of "perennial" activities. While the content of the activities might vary, the level of activity was expected to remain constant. Where a draft resolution fell under a clearly established budget category, such as the Group of Experts on the Register, or the Advisory Board on Disarmament Matters, the costs were already taken into account and no programme budget implications would arise. But draft resolutions A/C.1/48/L.6, L.19, L.40 and L.41, which had been adopted by the First Committee at the current session, called for activities that would come under the heading of "studies on disarmament that the General Assembly may wish to authorize" referred to in paragraph 3B.47 and would have implications for the budget.

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(Mr. Takasu)

32. Replying to the question asked by Morocco, he stated that the established headquarters city was Addis Ababa, the regional centre for activities in Africa.

33. Mr. MSELLE (Chairman of the Advisory Committee on Administrative and Budgetary Questions) said that ACABQ and the Fifth Committee would clearly need both to review the procedure for presenting programme budget implications, and to provide guidelines governing in what cases the Secretary-General would provide statements of programme budget implications. There seemed to have been a misunderstanding in the Secretariat with regard to the inclusion of "perennial" activities in the initial budget estimate of the Secretary-General, as called for in resolution 41/213. Perennial activities were, for instance, meetings of established bodies, for which there was a clearly continuing mandate. But resolution 41/213 had not envisaged regarding ad hoc expert groups, or studies approved on an ad hoc basis, as "perennials", because those requirements could not be determined in advance. For that reason ACABQ preferred statements of programme budget implications to be submitted in such cases. Where the initial recommendations of ACABQ posed a problem for the Secretariat, the latter generally prepared a statement of programme budget implications, which made reference to the fact that the Advisory Committee had recommended the deletion of an amount from the initial budget estimates and that, in consequence, an additional amount would be required for the activity in question.

34. In document A/C.5/48/33, the Secretary-General presented programme budget implications for resolution A/C.1/48/L.19, which related to the establishment of a nuclear-weapon-free-zone in Africa. The additional requirements outlined in paragraph 7 covered both conference-servicing and non-conference-servicing costs. Meetings were to take place in two locations, Windhoek and Addis Ababa and it would be necessary to waive the headquarters principle. No other additional resources had been requested. The Secretary-General had submitted a similar request the previous year and the Committee had gone along with it.

35. With regard to the issue raised by Japan, in document A/C.5/48/34, the Secretary-General indicated that \$184,000 would be required to cover the salary and common staff costs of one P-5 and one General Service post for ten months in 1994. The General Assembly would deal with that amount in the context of the procedures for the operation and use of the contingency fund. If the relevant recommendations of the Advisory Committee were judged to be problematical, the Secretary-General should have so indicated. Lastly, the Fifth Committee would need to examine the use of the contingency fund and give guidelines on the procedure to be followed by the Secretariat on the presentation of programme budget implications.

36. Mr. MILLER (Canada) observed that the Committee had before it the programme budget implications of a number of draft resolutions which it was being asked to add on to a budget that was still far from adoption. There was a fundamental flaw in such a procedure. Decisions on programme budget implications should not be taken in haste and delegations should be allowed a minimum of 24 hours to consider relevant statements submitted by the Secretary-General. He therefore requested that the decisions on the programme budget implications of the First

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(Mr. Miller, Canada)

Committee resolutions be deferred to the next formal meeting of the Committee, and that the Bureau should take that position into account in planning the work of the remainder of the session.

37. The CHAIRMAN said that, in his view, there were only three possible courses of action. First, the Committee could choose to defer the consideration of programme budget implications until after the adoption of the budget. Second, as suggested by Japan, the Committee could authorize the Secretary-General to enter into commitments for all programme budget implications and to report any shortfalls in the first budget performance report. That approach would of course simplify the Committee's work. Third, the Committee could adopt the recommendations of ACABQ without debate if the estimated budget implications did not exceed \$25,000. If, however, the amount exceeded that limit, they could be debated or amended by the Committee.

38. The Committee would need to take a position on the proposal by Canada that the consideration of programme budget implications should be subject to the 24-hour rule. If he understood the usual procedure correctly, the statements of programme budget implications were prepared and issued before the relevant draft resolutions were adopted by the Main Committees, and were thus available for some time before their introduction in the Fifth Committee. In practice, it had considered programme budget implications on the basis of oral reports presented by the Chairman of ACABQ. If the 24-hour rule were to be applied, those oral reports would probably have to be repeated. He feared that such a procedure would delay not only the work of the Fifth Committee but of the General Assembly as a whole.

39. Mr. SPAANS (Netherlands) said that his delegation supported the third course outlined by the Chairman. He observed that when adopting the current budget, the Committee had managed to deal with the proposed programme budget and with the budget implications of new resolutions without difficulty. All the statements of programme budget implications currently before the Committee had been issued before 28 November and the members of his Committee had therefore had ample time to consider them. He stressed that the Netherlands could not approve of the second course of action described by the Chairman, which would effectively cause the Committee to relinquish control over the budget.

40. Mr. OSELLA (Argentina) said that, over the next few weeks, the Committee had to complete its consideration of the proposed programme budget for the biennium 1994-1995, which involved approximately \$2.4 billion. The Committee was currently considering programme budget implications that did not exceed \$1 million and, in order to expedite its work, it should accept the need for exceptional procedures. The third course of action presented by the Chairman was the most pragmatic and would enable the Committee to resolve the problem.

41. Mr. CHUINKAM (Cameroon) said that his delegation supported the views of the Netherlands and Argentina.

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42. Mr. STITT (United Kingdom) said that his delegation supported the views of the three previous speakers. The Secretariat should be completely explicit about what could be accommodated within the budget estimates and what was being sought additionally.

43. Mr. INOMATA (Japan) said that the Committee seemed to be in agreement on the need to review the procedure relating to perennial activities. Such activities were clearly stated and addressed in paragraph 3B.47 of the proposed programme budget. The Advisory Committee should review the procedure and make an appropriate recommendation at the next session of the General Assembly.

44. If approved, the proposed reduction of \$300,000 would have an impact on the resources available for the implementation of the draft resolutions under discussion, as well as draft resolution A/C.1/48/L.18, and his delegation appreciated the Controller's assurances that the expenses of the ad hoc expert groups were already included in the provision for perennial activities. The impact of the reduction of \$300,000 should be analysed by the end of the current regular session of the General Assembly.

45. Mrs. GOICOCHEA (Cuba) said that, although the statements of programme budget implications of draft resolutions A/C.1/48/L.6, L.19, L.40 and L.41 (A/C.5/48/32-34) were dated 24 November 1993, they had been made available to Committee members only that morning. The Committee should therefore consider the question of the late submission of documents and take a decision on the matter.

46. Her delegation fully agreed with the representative of Japan that the Advisory Committee should review its procedure, and she had taken careful note of the comments made by the Chairman of ACABQ regarding the interpretation of the provisions of General Assembly resolution 47/213. The Fifth Committee should prepare a draft resolution requesting the Advisory Committee to study the situation and submit its views to the Committee at its next session.

47. Her delegation agreed with the Chairman's suggestion that the Committee should take a decision on the programme budget implications submitted at the current meeting on the basis of the Advisory Committee's proposals. However, her delegation had not had an opportunity to consider those proposals and was not in a position to state how it would act in future. The Committee should take care not to let exceptional circumstances become the rule.

48. The CHAIRMAN said that he took it that the Committee accepted the imperfect procedure that it had applied in the past. He inquired whether the representative of Canada wished to insist on the 24-hour rule.

49. Mr. MILLER (Canada) said that his delegation recognized the need for consensus and would accede to the Chairman's request.

50. The CHAIRMAN said he would take it that, on the basis of the statement of the programme budget implications submitted by the Secretary-General (A/C.5/48/32), and of the recommendations of the Advisory Committee, the Fifth Committee wished to inform the General Assembly that, should it adopt draft

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(The Chairman)

resolution A/C.1/48/L.6, no additional requirements would arise under the proposed programme budget for the biennium 1994-1995. The General Assembly would, however, need to grant an exception to allow the meetings to be held away from established United Nations headquarters cities and to pay for travel and subsistence costs of governmental representatives.

51. It was so decided.

52. Mr. INOMATA (Japan) said that his delegation had joined in the consensus in a spirit of compromise. However, it would be regrettable if, in calculating the programme budget implications of draft resolutions, the Secretariat continued to assume that the full amounts requested by the Secretary-General in the proposed programme budget would be approved. An appropriate procedure should be found to make adjustments at a later stage of the exact amount that would be required based on the outcome of the discussions in the Fifth Committee and the General Assembly on the Advisory Committee's recommendation.

53. Ms. ROTHEISER (Austria) said that her delegation had joined in the consensus on the understanding that the granting of an exception to the headquarters principle did not constitute a precedent for future decisions.

54. Mr. SPAANS (Netherlands) said that his delegation had joined in the consensus on the understanding that the decision was without prejudice to the decision of the General Assembly on the Secretary-General's proposals and the Advisory Committee's recommendations concerning the proposed programme budget for the biennium 1994-1995. That consideration also applied to the Committee's decisions on documents A/C.5/48/33 and 34.

55. The CHAIRMAN said he would take it that, on the basis of the statement of the programme budget implications submitted by the Secretary-General, and of the recommendations of the Advisory Committee (A/C.5/48/33), the Fifth Committee wished to inform the General Assembly that, should it adopt draft resolution A/C.1/48/L.19, no additional requirements would arise under section 3B of the proposed programme budget for the biennium 1994-1995. The General Assembly would, however, need to grant an exception to its principle that United Nations bodies should meet at their respective established headquarters to authorize the meeting to be held at Windhoek, Namibia.

56. It was so decided.

57. Mr. INOMATA (Japan) and Ms. ROTHEISER (Austria) said that the position their delegations had taken with respect to the previous decision also applied to the Committee's decision on document A/C.5/48/33.

58. The CHAIRMAN said he would take it that, on the basis of the statement of the programme budget implications submitted by the Secretary-General, and of the recommendations of the Advisory Committee (A/C.5/48/34), the Fifth Committee wished to inform the General Assembly that, should it adopt draft resolutions A/C.1/48/L.40 and A/C.1/48/L.41, an additional appropriation of \$184,000 would be required for general temporary assistance under section 3B of the proposed

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(The Chairman)

programme budget for the biennium 1994-1995 for the servicing of the Conference on Disarmament in 1994, subject to the guidelines for the use and operation of the contingency fund adopted by the General Assembly in its resolution 42/211. Furthermore, an amount of \$51,500 would be required under section 28 (Staff assessment), to be offset by the same amount under income section 1 (Income from staff assessment).

59. It was so decided.

60. Mrs. GOICOCHEA (Cuba) said that her delegation's decision to join in the consensus on the three decisions that the Committee had just adopted did not prejudice its final position on the Secretary-General's proposals relating to the proposed programme budget for the biennium 1994-1995. The Committee should take the necessary measures to ensure that the 24-hour rule was observed.

The meeting rose at 12.25 p.m.