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## FINANCING OF THE UNITED NATIONS MISSION IN HAITI

Report of the Advisory Committee on Administrative  
and Budgetary Questions

## I. INTRODUCTION

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the financing of the United Nations Mission in Haiti (UNMIH) (A/50/363), submitted to it in the form of an advance draft. During its consideration of the report, the Committee met with representatives of the Secretary-General who provided additional information.

2. As indicated in the introductory paragraphs of the report of the Secretary-General, UNMIH was established for an initial period of six months by the Security Council in its resolution 867 (1993) of 23 September 1993 and its mandate was subsequently expanded by resolutions 940 (1994) of 31 July 1994 and 964 (1994) of 29 November 1994. Furthermore, as authorized by the Council in its resolution 975 (1995) of 30 January 1995, the full transfer of responsibilities from the multinational force to UNMIH was completed by 31 March 1995. By the same resolution, the Council authorized the full deployment of up to 6,000 troops and 900 civilian police officers and extended the Mission's mandate for a period of six months, until 31 July 1995. In addition, the Council authorized the Secretary-General, working with the multinational force commander, to take the necessary steps in order for UNMIH to assume the range of functions mandated by the Council in its resolution 940 (1994) and previous resolutions.

3. As recommended by the Secretary-General in paragraph 64 of his report of 24 July 1995 (S/1995/614), the Security Council, in paragraph 9 of its resolution 1007 (1995), extended the mandate of UNMIH for a period of seven months, until 29 February 1996, in order to achieve the objectives established in resolution 940 (1994), and looked forward to the conclusion of the Mission's

mandate at that time and to the safe, secure and orderly assumption of office of a new, constitutionally elected government.

4. The Committee notes that the report of the Secretary-General (A/50/363) is submitted pursuant to paragraph 15 of General Assembly resolution 49/239 of 31 March 1995 by which, in order to enable it to take a decision on the definite amount of expenditure for the period beyond 31 July 1995, the Assembly requested the Secretary-General to submit revised budget proposals by the end of August 1995.

5. The Secretary-General's report contains the performance report for the period from 1 August 1994 to 31 January 1995, reflecting an unencumbered balance of \$1,982,600 gross (\$1,915,700 net) from the appropriation of \$5,902,500 gross (\$5,707,100 net). In his report, the Secretary-General submits estimates of \$152,011,500 gross (\$149,680,400 net) for the seven-month period from 1 August 1995 to 29 February 1996.

6. In addition, the Secretary-General's report includes a monthly cost estimate of \$21,182,900 gross (\$20,849,900 net) for the period beyond 29 February 1996. Upon request, the Committee was informed that the estimate is purely indicative for the period beyond 29 February 1996. It was indicated to the Committee that, as requested by the Security Council in paragraph 11 of its resolution 1007 (1995), the Secretary-General will submit to the Council his mid-point review of UNMIH in mid-November 1995. The Committee was also informed that the Secretary-General intends to submit a liquidation budget for the mission as an addendum to his report. It was stated, however, that the Secretary-General would be in a position to submit revised budget proposals only after action had been taken by the Security Council and that such action would require a formal request from the new Government of Haiti. As the new Government is expected to be installed in early February 1996, the Committee was informed that the Secretary-General would not be in a position to submit a revised budget proposal for the period beyond 29 February 1996 before February 1996.

7. The Committee notes that the performance report for the period from 1 February to 31 July 1995 was not included in the report of the Secretary-General. Upon inquiry, however, the Committee was furnished with interim expenditure information for that period (see the annex to the present report). Once again, as indicated in its previous report on UNMIH (A/49/869), the Committee points out that its ability to assess the present UNMIH budget proposal and to make recommendations to the General Assembly was hampered by the fact that the documentation submitted to the Committee was incomplete. As previously indicated (A/49/869, para. 2), the Committee trusts that, with the establishment of regular budget cycles relating to the financing of peace-keeping operations, as authorized by the General Assembly in its resolution 49/233 A of 23 December 1994, the Secretary-General will submit to the Committee timely and complete final documentation, in all the official languages.

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## II. STATUS OF CONTRIBUTIONS

8. The Committee notes from paragraph 15 of the Secretary-General's report that, as at 31 July 1995, assessed contributions received for the period from the inception of UNMIH on 23 September 1993 to 31 July 1995 amount to \$93,873,157, representing a shortfall of \$59,962,047 against total net assessments of \$153,835,204 for that period.

9. Upon inquiry, the Committee was informed that, as at 31 August 1995, total contributions received for the Mission since its inception amounted to \$95,763,305, representing a shortfall of \$79,024,674 as compared to total assessments of \$174,787,979 apportioned among Member States for the same period. The Committee notes with concern that, as explained to the Committee, no reimbursement to troop-contributing Governments has been made to date because of the weak cash situation of the Mission. The Committee trusts that up-to-date information on the status of contributions will be provided to the Fifth Committee during its consideration of the report of the Secretary-General.

10. As indicated in paragraphs 17 and 18 of the report, no Member States have made voluntary contributions for UNMIH, as invited by the General Assembly in its resolution 49/239, nor have any contributions been forthcoming for the trust fund to finance the cost of construction materials and other expenditure relevant to the mandate of the Mission, established pursuant to Security Council resolution 867 (1993).

11. Upon request, the Committee was furnished with information on income and expenditures for the two other trust funds established in connection with UNMIH, namely the trust fund for electoral assistance to Haiti and the trust fund to provide goods and services to the international police monitoring programme. As at 31 August 1995, for the electoral assistance trust fund, contributions received amounted to \$9,556,381 and expenditures to \$6,725,792, while for the police monitoring programme trust fund, contributions amounted to \$3,250,500 and expenditures to \$1,417,143. The Committee requests that in his next report the Secretary-General provide tabular information on total trust fund income and total disbursements and obligations by object of expenditure.

## III. FINANCIAL PERFORMANCE REPORT FOR THE PERIOD FROM 1 AUGUST 1994 TO 31 JANUARY 1995

12. As indicated in paragraph 22 and annex I to the report, total expenditure for the period from 1 August 1994 to 31 January 1995 amounts to \$3,919,900 gross (\$3,791,400 net) compared to an appropriation of \$5,902,500 gross (\$5,707,100 net). The Committee notes from annexes I and II that the unencumbered balance for the period resulted mainly from lower than anticipated military contingent costs (\$64,900) and underexpenditures in transport operations (\$851,000), naval operations (\$30,000), equipment (\$1,186,800) and supplies and services (\$20,300), resulting mainly from insufficient lead-time to complete the procurement process before the end of the mandate period. These were partially offset by cost overruns for military observers (\$20,900), civilian personnel (\$60,000), premises and accommodation (\$72,100) and communications (\$77,900).

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13. For the period from 1 February to 31 July 1995, on the basis of the estimates proposed by the Secretary-General of \$163,824,500 gross (\$161,396,400 net) in his previous report (A/49/318/Add.2 and Corr.1, annex III), the General Assembly appropriated the total amount of \$151,545,100 gross (\$149,579,700 net) in its resolution 49/239. By that resolution, the General Assembly authorized the Secretary-General, on a provisional basis, to enter into commitments for the three-month period from 1 August to 31 October 1995 at a monthly rate not to exceed \$21,202,240 gross (\$20,840,040 net), subject to the decision of the Security Council to extend the mandate of the Mission beyond 31 July 1995.

14. As indicated in the interim expenditure information provided to the Committee (see the annex to the present report), estimated total expenditure for the period from 1 February to 31 July 1995 amounts to \$140,862,100 gross (\$139,734,900 net) compared to an appropriation of \$151,545,100 gross (\$149,579,700 net). Estimated savings for the period of \$10,683,000 gross (\$9,844,800 net) comprise estimated savings mainly for civilian personnel costs (\$1,616,100), premises and accommodation (\$5,189,500), infrastructure repairs (\$410,100), transport operations (\$1,275,300), air operations (\$4,902,000), naval operations (\$902,100), communications (\$694,800) and other equipment (\$2,224,100) and public information programmes (\$155,900). These were partially offset by cost overruns for military observers and contingents (\$124,800), contractual and other services and supplies (\$7,438,300) and training programmes (\$46,500).

#### IV. COST ESTIMATES FOR THE PERIOD FROM 1 AUGUST 1995 TO 29 FEBRUARY 1996

15. As indicated in paragraph 23 and annex IV to the report (A/50/363), the cost of maintaining UNMIH for the period from 1 August 1995 to 29 February 1996 is estimated at \$152,011,500 gross (\$149,680,400 net) or an average cost per month of \$21,715,929. This estimate provides for the deployment of 6,000 contingent personnel, 900 civilian police monitors and 619 civilian staff. A summary of major changes from previous cost estimates is set out in paragraph 24 of the report.

16. As also indicated in annex IV to the report, cost estimates of \$152,011,500 gross for the period from 1 August 1995 to 29 February 1996 comprise recurrent costs of \$148,280,100 gross and non-recurrent costs of \$3,731,400. Upon inquiry, the Committee was informed that the non-recurrent cost estimate includes funds rolled over from the previous mandate for infrastructure repairs (\$670,000) and public information programmes (\$155,000), taking into account projects which were budgeted but could not be completed in the previous mandate period.

17. With regard to the underlying assumptions under which the revised proposal was prepared, the Committee was informed that, taking into consideration legal requirements and the need to prepare presidential elections, it was assumed that the earliest possible date for holding presidential elections would be early December 1995. Furthermore, if the leading candidate does not obtain the absolute majority, a second round of elections must be held one month later, in early January 1996 (if not February 1996). It was also indicated that the

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presence of the United Nations military contingent would be necessary during the election and transition period, at least, until the end of February 1996, provided that the elections are held in a safe and secure environment. Should there not be an extension of the mandate, the Committee was informed that the repatriation of military forces will start at the beginning of March 1996 and will be completed in 45 days.

#### Military personnel costs

18. With respect to military personnel costs, the Committee notes that rations are budgeted in the amount of \$12,061,700 at the rate of \$8.50 per person per day (5,828 troops for 213 days). Upon request, the Committee was informed that the letter-of-assist arrangement with the Government of the United States of America will be utilized up to 30 September 1995. The Committee was also informed that, when UNMIH assumed full responsibilities from the multinational force in March 1995, it was necessary for the Mission to use the letter-of-assist arrangement to obtain logistical support services from a private firm on contract with the Government of the United States. The Committee was reminded that the requirements of the Mission were defined during the planning phase in December 1994. However, it was indicated that the normal procurement procedures by Headquarters could have taken place only after approval of the budget by the General Assembly (i.e., in March 1995). The Committee was informed that the arrangements under the letter of assist resulted in an actual cost of rations of \$12 per person paid to the contractor. The Committee understands that, as from 1 October 1995, logistical support services will be provided by two contractors under contracts awarded directly by the United Nations in accordance with established procedures. The Committee intends to take up the issue of minimizing delays in acquiring urgently needed equipment and services in peace-keeping operations in the context of its consideration of the Secretary-General's report on procurement.

19. With regard to the provisions for bottled water (\$844,100) (annex V.B, para. 5), the Committee notes a reduction from the previous estimate. As mentioned in paragraph 28 of the report, as a result of the installation of water production and purification systems, bottled water will be supplemented by daily allocation of potable water from these systems. The Committee was informed that, with regard to the provisions for daily allowance for incidental personal expenses of 6,000 troops (\$1,635,800) and meal and accommodation allowance for 172 staff officers (\$2,088,200), these are calculated and budgeted at per person per day rates but are administered collectively with the agreement of the relevant military personnel. As indicated in paragraph 24 of the Secretary-General's report, mission subsistence allowance has been increased from \$84 to \$87 per day. In response to clarification sought by the Committee, it was stated that the mission subsistence allowance rate includes a \$3 allowance for bottled water, in addition to \$20 for accommodation, \$34 for food and \$30 for incidental expenses.

20. With regard to other costs pertaining to military personnel, the Committee notes a reduction in the provisions for payment to troop-contributing Governments for the use of contingent-owned vehicles and equipment furnished to their contingents at the request of the United Nations. As shown in annex IV to the report, revised provisions for the seven-month period from 1 August 1995 to

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29 February 1996 amount to \$7,586,800 compared to the previous estimate of \$10,416,700 for the period from 1 August to 31 December 1995 (A/49/318/Add.2, annex III). The Committee notes from annex V.B, paragraph 12, that the revised estimates are based on an average reimbursement rate of 10 per cent per annum on an estimated total value of \$130,060,000. The previous estimates were based on an average reimbursement rate of 10 per cent per annum on an estimated value of \$50 million worth of equipment per battalion (A/49/318/Add.2, annex IV, sect. II, para. 12). The Committee was informed that to date no claims from Governments for contingent-owned equipment have been received and, therefore, no payments have been effected.

#### Civilian personnel costs

21. The Committee notes from annex V.B, paragraph 19, and table 1 that the staffing table in the present proposal reflects a decrease of 13 international posts and an increase of 139 local posts and 4 United Nations Volunteers, for a net increase of 130 posts. Upon inquiry, the Committee was informed that at present there are no vacant posts. As indicated in annex V.B, paragraph 20, the majority of the proposed 139 additional local posts are for Creole language interpreters to assist military contingent personnel and civilian police in communicating with the Haitian population. In this regard, the Committee recalls that during its visit to UNMIH, from 1 to 5 May 1995, it was briefed on the requisite languages for day-to-day communication.

22. As indicated in annex V.B, paragraph 22, with regard to salaries of internationally recruited staff, common staff costs and salaries for Professional staff have been adjusted to take into account non-entitlement to post adjustment for 30 per cent of the staff who are classified as Mission appointees. Upon inquiry, the Committee was informed of the number and grade level of 63 Mission appointees (1 P-5, 4 P-4, 18 P-3, 5 P-1/2, 11 Field Service and 24 General Service). The Committee recommends that this information be routinely included in future budget submissions. With respect to inquiries as to the parent agency of the 207 international staff shown in annexes VI and VII, it was indicated that 195 staff are from the United Nations, 3 from the International Civil Aviation Organization, 7 from the United Nations International Development Organization and 2 from the World Health Organization.

23. The Committee notes from paragraph 40 of the Secretary-General's report to the Security Council (S/1995/614) that the Secretary-General decided to coordinate the peace-keeping mission of UNMIH with development activities, in a manner consistent with the Mission's mandate, to help the Government of Haiti to strengthen its institutions. In this regard, the Committee was informed that the Deputy Special Representative concurrently serves as Resident Representative of the United Nations Development Programme (UNDP). The Committee was informed that the ASG post of Deputy Special Representative of the Secretary-General shown in the staffing table of UNMIH is financed from UNMIH resources and not reimbursed by UNDP.

24. The Committee notes from paragraph 39 of the Secretary-General's report (A/50/363) that, as stressed by the General Assembly in paragraph 6 of its resolution 49/239, there is coordination between UNMIH and the International Civilian Mission in Haiti (MICIVIH). During its visit to UNMIH, the Committee

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was briefed on the situation of that joint mission of the Organization of American States and the United Nations. The Committee notes that logistics and administrative support to MICIVIH is provided by the Division of Administration of UNMIH and costs pertaining to MICIVIH activities are charged to the MICIVIH budget. The Committee was provided with the list of administrative support staff charged to MICIVIH (1 P-4, 3 P-3, 7 Field Service and 6 General Service staff).

25. With regard to the four additional United Nations Volunteers, the Committee was informed that, because of cost factors, it was proposed that those Volunteers would assume a range of financial responsibilities, including handling of imprest funds and monitoring of activities performed by service contractors, at military camps outside Port-au-Prince. The Committee expects that all personnel assigned to these functions will be directly responsible to the Organization and accountable for the handling of United Nations funds.

26. The Committee notes from annex V.B, paragraph 34, that provision for 33 United Nations Volunteers (\$1,028,200) at an average monthly cost of \$4,695 includes the costs of a programme and administrative support unit. Upon inquiry, the Committee was informed that the personnel costs of this unit amount to \$75,850 and that it comprises a Programme Manager, a United Nations Volunteers Programme Officer and two local administrative assistants for a six-month period. The Committee was informed that this unit is currently integrated into the Personnel Service of UNMIH; furthermore, in addition to the monthly allowances and travel and insurance costs for 29 Volunteers for six months (\$601,750), the Committee was informed that the United Nations Volunteers budget includes security and emergency evacuation (\$60,000), travel provisions for monitoring missions by United Nations Volunteers, Geneva (\$5,000), and programme support costs (\$74,260). Considering the relatively small number of Volunteers in UNMIH, the Committee is of the view that the administration of United Nations Volunteer personnel should be carried out by the Personnel Service of the Administrative Division of UNMIH.

#### Premises and accommodation

27. The Committee notes from annex IV that the provision for rental of premises has been reduced from \$1,610,000 for the five-month period from 1 August to 31 December 1995 in the previous estimate (A/49/318/Add.2, annex III) to \$1,543,000 for seven months (1 August 1995 to 29 February 1996) in the revised budget (see A/50/363, annex V.B, table 2 for the revised monthly costs of rental of premises).

28. As indicated in annex V.B, paragraphs 42 and 87, a provision of \$1,450,000 is required for the upgrading of the facilities at 16 military camps to allow the troops stationed there to continue living or working in tents with a minimum level of comfort, and a provision of \$360,000 for the purchase of 115 tents, as a number of contingents arrived without the required amount of tentage. The Committee recalls that previously \$9,096,200 was budgeted for prefabricated hard-wall modules for offices, dormitories and other facilities, as a non-recurrent cost for the period from 1 February to 31 July 1995 (A/49/318/Add.2, annex IV, sect. II, paras. 37-39). The Committee was informed that, as a result of reconsideration of the housing requirements of UNMIH, more

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use of tents is now planned instead of prefabricated dormitory modules as previously foreseen. The Committee had the opportunity to visit both civilian personnel headquarters facilities and military camps during its visit to Haiti and be briefed on the status and development of the facilities as well as some of the administrative, logistic and financial aspects of the operation from the Mission perspective. The Committee requests that the methodology used by survey teams during the planning stages of peace-keeping missions be improved to permit a better assessment of the actual requirements of the missions by formulating realistic budget estimates.

#### Infrastructure repairs

29. As noted in paragraph 16 above, the provision for infrastructure repairs of \$670,000 shown in annex IV to the report is a non-recurrent cost, rolled over from the budget of the previous mandate. The Committee notes from annex V.B, paragraph 43 (f), that this provision includes \$120,000 for upgrading of the airstrips at Hinche, Les Cayes and Jérémie. As the Committee understands that the Mission will conduct air operations by using only helicopters (see para. 31 below), the Committee sought clarification as to the use of these funds for airfield repairs. The Committee was assured that engineering battalions will complete only the repairs and construction of infrastructure facilities needed to support UNMIH. In this connection, the Committee was assured that, should there be surplus capacity in terms of personnel and equipment, the intended provision of services to UNDP-funded infrastructure projects (see A/50/363, para. 40) will not lead to additional expenditure for UNMIH.

#### Transport operations

30. With regard to the provision of \$5,013,600 for spare parts, repair and maintenance of vehicles (annex V.B, para. 47), the Committee was informed that changes in this provision are necessary as the amount previously budgeted for maintenance costs was underestimated. It was calculated at a lower rate than required (at \$100 per month for 349 ex-mission United Nations-owned vehicles and 1,400 contingent-owned vehicles) (see A/49/318/Add.2, annex IV, sect. II, para. 51). The revised estimate (A/50/363, annex V.B, para. 47) assumes a monthly cost of \$185 for 602 civilian-pattern vehicles and a monthly cost of \$330 for 1,400 contingent-owned vehicles, as well as the need to repair 170 ex-mission vehicles at Brindisi and their transport to Haiti. During its visit to UNMIH, the Committee was apprised of the full requirements for ground transportation of various components of the Mission, in particular the civilian police and MICIVIH.

31. As explained in paragraph 24 of the Secretary-General's report (A/50/363), changes in the air transport configuration are proposed by eliminating the use of fixed-wing aircraft. Instead it is proposed to use only helicopters in the mission area for the transport of mission personnel and equipment. The Committee trusts that the proposal to provide for the rental of 16 helicopters (8 CH-135 Twin Hueys, 4 CH-47 Chinook and 4 UH-1N Hueys), as shown in annex V.A and described in paragraphs 50 to 53 of annex V.B, will be the most cost-effective alternative for the operations of the Mission. The Committee was informed that additional costs (\$42,000) will be incurred for rental of mandatory flight communication equipment required for aircraft-to-ground

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communication because of lack of compatibility between ground communication equipment available in Haiti and that used by the aircraft to be rented from two Governments (A/50/363, annex V.B, para. 68).

#### Communications

32. Revised provisions for communications amount to \$1,443,300, including a provision of \$88,800 for communications equipment required by civilian police offices established outside Port-au-Prince (A/50/363, annex V.B, paras. 74-77). During its visit to UNMIH, the Committee was briefed on the status of the Mission's communications network and visited the installations of the static communications system, which provides telephone, facsimile and data communication capabilities. Explanations were provided to the Committee on the Mission's mobile communications requirements, primarily of the civilian police.

33. As indicated in paragraph 75 of annex V.B, provision is made for the maintenance of United Nations-owned and contingent-owned communications equipment (\$1,065,400). The Committee notes that this was budgeted on the basis of percentages of the total equipment cost. The standard percentage is lower for United Nations-owned equipment (1.5 per cent of the total value of the equipment) than for contingent-owned equipment (4.5 per cent of the estimated value of the equipment). Upon inquiry, the Committee was informed that there are no standard rates for spares, repairs and maintenance of communications equipment. It was indicated that requirements vary from mission to mission depending on such factors as the age and condition of the equipment as well as the climate in the mission area.

#### Other equipment

34. The Committee notes from paragraphs 78 to 80 of annex V.B that the provisions for office furniture and equipment, including data-processing equipment, have been estimated net of the estimated value of the stock to be transferred from Brindisi. The Committee was informed that 50 per cent of the requirements would be met from stock at Brindisi. The Committee reiterates that, in particular for short missions such as UNMIH, to the maximum extent, all the office equipment requirements of the Mission should be met from the stock available at Brindisi.

35. The Committee recalls that in its previous report on UNMIH (A/49/869) on the basis of the proposal of the Secretary-General of \$272,966,400 gross for the period from 1 February to 31 December 1995 (A/49/318/Add.2 and Corr.1, para. 30), the Committee had recommended that the costs of UNMIH be approved not to exceed \$257,556,300 for that period or a monthly rate of approximately \$23,414,209 gross. In the revised budget proposal for the operations of UNMIH, the Secretary-General proposes an average monthly level of expenditure of \$21,715,929 for the seven-month period from 1 August 1995 to 29 February 1996. Under the circumstances and pending review of the performance report for the period from 1 February to 31 July 1995, the Committee recommends acceptance of the proposal of the Secretary-General to appropriate the amount of \$152,011,500 gross (\$149,680,400 net) for the period from 1 August 1995 to 29 February 1996. The Secretary-General has requested assessments as follows: \$3,644,800 gross (\$3,650,500 net) for the period from 1 August 1994 to 31 January 1995

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(para. 45 (a)) and \$130,809,260 gross (\$128,840,360 net) for the period from 1 August 1995 to 29 February 1996 (para. 45 (d)); preliminary information provided to the Committee indicates that, in addition to the unencumbered balance of \$1,982,600 gross (\$1,915,700 net) for the period from 1 August 1994 to 31 January 1995, approximately \$10 million remains as an unencumbered balance for the period from 1 February to 31 July 1995. If the General Assembly wishes to approve an assessment at this time, the Committee recommends approval of the amounts requested by the Secretary-General offset by the unencumbered balance. On the other hand, a performance report for the period from 1 February to 31 July 1995 is now in preparation and should be available shortly (see para. 7 above); if the General Assembly therefore decides to defer action on any part of the assessment, the Committee will revert to the matter in the context of that report.

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