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FINANCING OF THE UNITED NATIONS MISSION FOR THE REFERENDUM IN WESTERN SAHARA

Report of the Secretary-General

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I. INTRODUCTION

- 1. By its resolution 690 (1991) of 29 April 1991, the Security Council established, under its authority, a United Nations Mission for the Referendum in Western Sahara (MINURSO) in accordance with the proposals contained in the Secretary-General's report 1/ and decided that the transitional period would begin no later than 16 weeks after the General Assembly approved a budget for the Mission. On 17 May 1991, the General Assembly adopted resolution 45/266 on the financing of the United Nations Mission for the Referendum in Western Sahara.
- 2. In adopting resolution 45/266 of 17 May 1991, the General Assembly took, inter alia, the following actions:
 - "2. Approves, in principle, the budgetary estimates proposed by the Secretary-General for United Nations Mission for the Referendum in Western Sahara (180,617,000 gross, 176,868,000 dollars net), as contained in his report (A/45/241/Add.1) for the mandate period approved by the Security Council in its resolution 690 (1991) ...
 - "3. <u>Decides</u> to appropriate an initial amount of 143 million dollars gross (140 million dollars net), inclusive of the amount of 889,700 dollars authorized with the concurrence of the Advisory Committee on Administrative and Budgetary Questions for pre-implementation expenses under the terms of General Assembly resolution 44/203 of 21 December 1989, for the operation of the Mission in accordance with the time-table set out in paragraph 10 of the report of the Secretary-General (A/45/241/Add.1);
 - "4. Requests the Secretary-General to submit a detailed performance report for the first six months of the operation to the General Assembly at its forty-sixth session and to take all necessary measures to ensure that the operation is administered with the maximum of efficiency and economy, bearing in mind the observations and recommendations contained in paragraphs 10 to 18 of the report of the Advisory Committee (A/45/1011);
 - "5. <u>Decides</u> to consider at its forty-sixth session the appropriations required to finance the Mission for the remaining three-month mandate period in the light of the performance report referred to in paragraph 4 of the present resolution;".
- 3. In a letter dated 3 September 1991, the Secretary-General transmitted a note 2/ to the Security Council regarding the implementation of the cease-fire. The note expressed the Secretary-General's concern at recent developments along the international frontier and notified the Council that the Secretary-General had "decided that United Nations efforts should be concentrated, at this stage, in the areas referred to in the note." Paragraphs 1 to 4 of the note state as follows:

- "1. In the context of the United Nations plan (S/21360 of 18 June 1990 and S/22464 of 19 April 1991), and bearing in mind the fact that the parties have accepted 6 September as the date of the cease-fire, the Secretary-General intends to deploy, as of that date, military observers to verify the cease-fire and the cessation of hostilities in the areas referred to below.
- "2. In the wake of recent developments, 10 observation posts have been selected at this stage for the deployment of some 10 observers: Aguenit, Awsard, Bir Laulou, Mahbes, Meharrize, Mijek, Oum Dreyga, Smara, Tifariti, Zug.
- "3. Staff deployed in this specific context will consist of 240 persons, including about 100 military observers and a small medical team. The remainder will be responsible for command and control functions, logistical support and communications.
- "4. It is understood that full deployment of MINURSO will not begin until the activities set forth in the timetable for the plan are well under way."
- 4. By letter dated 4 September 1991, 3/ the President of the Security Council notified the Secretary-General that the members of the Council endorsed his action and continued to support his efforts.

II. STATUS OF ASSESSED CONTRIBUTIONS

5. As at 30 November 1991, assessments totalling \$140,911,223 had been apportioned among Member States to finance the MINURSO operation pursuant to General Assembly resolution 45/266. As summarized below, contributions received as at 30 November 1991 amount to \$57.9 million. Assessed contributions still outstanding thus amount to \$82.9 million.

Table 1

Status of contributions for MINURSO as at 30 November 1991

Amount appropriated <pre>Less: Applied credits</pre>	143 000 000 <u>(2 088 777</u>)
Amount apportioned	140 911 223
<u>Less</u> : Payments received	<u>(57 963 114</u>)
Balance due	82 948 109

United States dollars

III. VOLUNTARY CONTRIBUTIONS

6. In paragraph 13 of resolution 45/266, the General Assembly renewed its invitation to Member States to make voluntary contributions to MINURSO both in cash and in the form of services and supplies acceptable to the Secretary-General. For the period under review, voluntary contributions as outlined below have been received. The full valuation of the contributions will be provided at a later stage as the processing of the related information is completed.

<u>Contributor</u> <u>Services provided</u>

Algeria Accommodation premises, office space and fuel

Morocco Accommodation premises, office space, fuel, food, air transportation and land transportation

Frente POLISARIO Accommodation premises, office space and food

Switzerland Aircraft in support of the medical unit 30 support personnel

IV. PERFORMANCE REPORT FOR THE PERIOD FROM 17 MAY TO 30 NOVEMBER 1991

7. Annex I provides a summary of the apportionment, by budget-line item, of the amount initially appropriated to MINURSO under General Assembly resolution 45/266 beginning 17 May 1991, as well as projected costs up to 30 November 1991. Supplementary details are provided under each line item in annex II.

Operational observations

- 8. As indicated in the last report to the General Assembly (A/45/241/Add.1), MINURSO was planned to function as an integrated operation under the overall authority of the Special Representative of the Secretary-General. The implementation plan included the following main elements:
- (a) Office of the Special Representative of the Secretary-General, headquartered at Laayoune;
- (b) A military unit with a strength of 1,695 all ranks and consisting of 550 military observers, an infantry battalion of 700, an air support group of 110, a signals unit of 45, a medical unit of 50, a military police company of 40 and a logistic battalion of 200;

- (c) A civilian unit consisting of up to 561 international and 459 local staff.
- 9. In accordance with paragraphs 3 and 4 above, 234 military observers have been deployed in the mission area to date. The general headquarters and regional offices in the northern and southern sectors of the territory have been established. A medical unit has been fully deployed as well as a communications unit. With the cooperation of the parties, the Kingdom of Morocco and Frente POLISARIO, 10 military observation posts have been established. A liaison office has also been established in Tindouf, with the assistance of the Government of Algeria.
- 10. The number of international staff currently assigned to MINURSO total 132, as detailed in annex III. Due to unforeseen political difficulties exacerbated by the complexity of the issues at hand, it has not proved possible to carry out all the tasks foreseen in the plan prior to the commencement of the transition period. The Secretary-General and his Special Representative have been engaged in detailed consultations with the parties in order to resolve the outstanding problems and pave the way to smooth implementation of various stages of the process leading to the holding of a free, fair and impartial referendum.
- 11. Some of the tasks foreseen in the agreed timetable prior to D-Day have been accomplished. In addition, a number of preparatory measures for the full deployment of MINURSO, including in particular the technical and material aspects, have been taken in order to proceed expeditiously once the present difficulties have been overcome. These difficulties pertain especially to the process of identification of Saharans eligible to participate in the referendum. It will be noted, in this regard, that the preparation of the list of participants is a key element in the holding of the referendum. The parties have tended to interpret the plan differently with regard to the implementation of this part of the process. They also have divergent views regarding certain other steps foreseen in the process, including the confinement of troops and the movement to the territory of refugees and other Saharans living outside.
- 12. As for the question of repatriation of refugees organized under the auspices of the Office of the United Nations High Commissioner for Refugees (UNHCR), it will be recalled that, in accordance with paragraph 60 of the report of the Secretary-General 1/ and further to paragraph 8 of document A/45/1011, the Secretary-General pursued the efforts to raise voluntary contributions. A donors' meeting was organized and chaired by him at Geneva. Pledges made at that meeting and the subsequent follow-up action have yielded encouraging results. It is understood that the pledged contributions in cash and in kind are adequate for UNHCR to set the repatriation process in motion.

V. COST ESTIMATES FOR THE THREE-MONTH PERIOD FROM 1 DECEMBER 1991 TO 29 FEBRUARY 1992

- 13. The Secretary-General is of the view that until such time as satisfactory progress is achieved regarding the problems alluded to above, MINURSO operation should comprise the most essential activities. In paragraph 12 of his report, 1/ the Secretary-General had indicated "that the periods of time allowed for the various processes in the timetable are estimates" and that depending on circumstances these may be shorter or longer than foreseen. Under the circumstances, therefore, a certain delay is likely requiring consultations and overall analysis of the situation to determine appropriate adjustments to the implementation plan.
- 14. In the meantime, the Secretary-General considers it appropriate to maintain the operational costs of MINURSO at a level consistent with the position outlined above for the period up to the end of February 1991, or until the present political problems are resolved, whichever comes first. By that time, the Secretary-General will be in a position to provide the Assembly with revised estimates of the full requirements of MINURSO operation.
- 15. The amount of \$2,876,000 gross (\$2,712,000 net) is estimated as the cost per month of MINURSO operation based on the total costs over the first six-month period since inception. Annex IV provides additional details of the estimated total costs for the period from 1 December 1991 to 29 February 1992.
- 16. The costs estimated for MINURSO for the three-month period from 1 December 1991 to 29 February 1992 amount to \$8,628,000 gross (\$8,136,000 net). A balance of \$84,027,000 gross (\$81,985,000 net) will remain from the initial appropriation of \$143 million gross (\$140 million net) provided under Assembly resolution 45/266 at the end of February 1992 under this assumption, as shown in table 2.

Table 2

Projected balance of appropriation and expenditure
as at 29 February 1992

United States dollars

	Gross	Net
Amount appropriated <u>Less</u> :	143 000 000	140 000 000
Estimated costs (17 May-30 Nov. 91) Projected costs (1 Dec. 91-29 Feb. 92)	(50 345 000) (8 628 000)	(49 879 000) (8 136 000)
Projected balance (29 Feb. 92)	84 027 000	81 985 000

VI. ACTION TO BE TAKEN BY THE GENERAL ASSEMBLY AT ITS FORTY-SIXTH SESSION

17. As stipulated in paragraph 5 of resolution 45/266, the General Assembly would need to take action on the appropriations required to finance MINURSO for the remaining period of its mandate. The Secretary-General is of the view, however, that given the progress so far in resolving the outstanding difficulties with certain aspects of the implementation plan as discussed above, and bearing in mind that more than half of the initial appropriation for MINURSO still remains unutilized, the Assembly may wish to defer action on the additional financing of MINURSO until a further financing report is presented to the Assembly.

Notes

- 1/ S/22464 and Corr.1.
- 2/ S/23008.
- 3/ S/23009.

United Nations Mission for the Referendum in Western Sahara

Performance report for the period from 17 May to 30 November 1991

Summary statement

(In thousands of United States dollars)

			Initial apportionment	Costs through 30 Nov 91	<u>Balance</u>
١.	Mili	tary personnel costs			
	(a)	Military observers			
		Mission subsistence allowance Travel Clothing and equipment allowance	5 345 1 508 <u>63</u> 6 916	1 243 778 <u>21</u> 2 042	4 102 730 <u>42</u> 4 874
	(b)	Other military personnel			
		Costs reimbursable to Governments Daily allowance paid to troops Emplacement, rotation and	3 678 91	386 -	3 292 91
		repatriation travel Rations/mission subsistence Welfare	543 3 192 <u>32</u> 7 536	147 229 — <u>1 /</u> 779	396 2 963 <u>15</u> 6 757
2.	<u>Çivi</u>	lian personnel costs			
	(a)	Civilian police			
		Mission subsistence allowance Travel	1 622 <u>822</u> 2 444	4 3 7	1 618 <u>819</u> 2 437
	(b)	Government provided personnel			
•		Mission subsistence allowance Travel	682 <u>674</u> 1 356	<u>-</u>	682 <u>674</u> 1 356
	(c)	OAU representatives and tribal chiefs			
		Travel and allowances	390	4	386

		Initial apportionment	Costs through 30 Nov 91	Balance
	(d) International and local staff			
	Salaries - international staff	9 293	1 574	7 719
	Salaries - Local staff	941 6 954	10 1 161	93 1 5 793
	Common staff costs Mission subsistence allowance	6 074	508	5 793 5 566
	Travel	540	330	<u> 210</u>
	1 L4461	23 802	3 583	20 219
3.	Premises/accommodation			
	Rental and maintenance of premises	2 142	90	2 052
	Utilities	457	15	442
	Prefabricated buildings	<u>24 982</u>	<u>14 540</u>	10 442
		27 581	14 645	12 936
4.	Ground transportation			
	Vehicle acquisition	20 513	9 330	11 183
	Rental of vehicles	229	3	226
	Repair and maintenance	571	262	309
	Petrol, oil and lubricants	2 136	52	2 084
	Vehicle insurance	80	29	51
	Workshop equipment	228	<u>15</u>	<u>213</u> '4 066
		23 757	9 691	4 000
5.	Air operations			
	Helicopters	12 005	1 051	10 954
	Fixed-wing aircraft	4 670	<u>853</u>	<u>3 817</u>
	•	16 675	1 904	14 771
6.	Communications			
	Communications equipment	10 956	7 350	3 606
	Test/workshop equipment	457	146	311
	Supplies and spare parts	571	539	2
	Generators	1 095	930	165
	Commercial communications	<u>1 149</u>	221	928
		14 228	9 216	5 012
7.	Miscellaneous equipment	3 962	2 369	1 593

		Initial <u>apportionment</u>	Costs through <u>30 Nov 91</u>	Balance
8.	Supplies and services			
	Contractual services General supplies Miscellaneous services	1 947 1 713 57	18 1 216 11	1 929 497 46
	Clothing, uniform and accoutrements Official hospitality	228 17 3 962	112 2 1 359	116 15 2 603
9.	Freight and related costs			
	Positioning of military units Freight and clearing costs	3 997 1 371 5 368	1 365 <u>892</u> 2 257	2 632 479 3 111
10.	Support account for peace-keeping operations	2 023	2 023	-
11.	Staff assessment	3 000	466	2 534
	GROSS TOTAL, lines 1-11	143_000	<u>50 345</u>	92 655
12.	Income from staff assessment	(3 000)	(466)	(2_534)
	NET TOTAL	140_000	<u>49 879</u>	90 121

ANNEX II

United Nations Mission for the Referendum in Western Sahara

Supplementary information on the performance report for the period from 17 May to 30 November 1991

Balance \$

1. Military personnel costs

11 631 000

The operational plan for MINURSO calls for the deployment, for varying periods, of up to 1,695 military personnel consisting of 550 military observers, an infantry battalion of 700, an air support unit of 110, a signals unit of 45, a medical unit of 50, a military police company of 40 and a logistics battalion of 200. The present military strength of the mission is 333, and it is expected that this number will remain unchanged through the end of February 1992. The current number of personnel are: 234 military observers, a signals unit of 37, a movement control detachment of 12 and a medical unit of 50.

The balance for the major budget lines within this expenditure group, resulting from the current reduced strength figures, are: \$4,874,000 for military observers travel, subsistence, daily allowance, clothing and equipment allowance and \$6,757,000 for military contingents, including costs reimbursable to governments (\$3,292,000).

2. Civilian personnel costs

24 398 000

A total of 561 international posts were authorized for MINURSO, only 132 of these posts are presently filled. For details, please refer to the attached annex. Only limited local staff have been employed at this time and mostly as general temporary assistance.

The total balance of \$24,398,000 includes balances totalling \$20,609,000 resulting from the current 458 vacancies as follows: \$8,650,000 for salaries, \$5,793,000 for common staff costs, \$5,566,000 for mission subsistence allowance, and \$210,000 for other official travel.

The other sub-groups under civilian personnel costs are:

- (a) Civilian police only the Chief Police Commissioner of the planned 300 police officers is presently with the mission, and this sub-group shows a balance of \$2,437,000;
- (b) The operational plan called for the deployment of up to 280 government-provided personnel. None have been required, and the funds made available (\$1,356,000) are left intact; and

(c) Representatives from the Organization of African Unity and tribal chiefs - only \$4,000 have been expended under this heading leaving a balance of \$386,000.

3. Premises and accommodation

12 936 000

The budget of MINURSO provides for the purchase of prefabricated buildings for living and office accommodation, as well as for workshops and storage facilities at the mission headquarters and at the field stations. This procurement programme, budgeted for at \$24,982,000, has been curtailed awaiting clarification as to how the operational plans will proceed. Prefabricated structures valued at \$14,540,000 have been purchased at this time, leaving a balance for this budget line of \$10,442,000. Units valued at about \$2,500,000 are held in storage outside the mission area.

Expenditures for rental and utilities have been limited, since both office and living accommodation has been provided free of charge by the parties until the present. The combined balance for these two budget lines are \$2,494,000.

4. Transport operations

14 066 000

505 of the 824 vehicles budgeted for have been procured at this time at a cost of \$9,330,000, leaving an unencumbered balance of \$11,183,000. 135 of the vehicles purchased are in use in this mission area, whereas 57 are stored outside the mission and 313 are held in reserve in the area.

A balance of \$309,000 is left in the budget line for vehicle spare parts, repairs and maintenance, and the line for petrol, oil and lubricants shows a balance of \$2,084,000, since most fuel so far has been provided by the parties.

The other budget lines within this expenditure group, covering rental of vehicles, third party liability insurance and rental of vehicles, all show low expenditures and a combined balance of \$490,000.

5. Air operations

14 771 000

The mission presently has the following types of aircraft at its disposal: four medium/utility helicopters, two light cargo aircraft and one passenger/liaison aircraft. All are chartered commercially. The number of aircraft budgeted for was 12.

The 7 aircraft presently with the mission arrived during the first and second week of September 1991 and the requirements for hire charges, aviation fuel and other related costs through 30 November 1991 have been projected at \$1,904,000, leaving a balance of \$14,771,000.

6. Communications 5 012 000

The procurement programme for communications equipment has also been curtailed. Equipment valued at \$7,350,000 has been purchased and is nearly all shipped to the mission area. Only about half of the purchased equipment is presently in use, whereas the rest is held in storage. The budgetline for communications equipment reflects a balance of \$3,606,000.

Generators valued at \$930,000 have been purchased at this time, which leaves a balance of \$165,000. 31 of the units purchased are presently held in storage outside the mission area.

Test and workshop equipment for a total of \$146,000 has been purchased, leaving \$311,000 uncommitted. Funds for communications supplies and spare parts have been fully utilized. Expenditures for commercial communications are projected at \$221,000, which will leave a balance of \$928,000 by the end of November 1991.

7. Miscellaneous other equipment

1 593 000

A total of \$2,369,000 has been committed against this expenditure group, leaving a balance of \$1,593,000. The expenditures have fallen in the following sub-groups: \$1,402,000 for office furniture and equipment plus accommodation and mess furniture, \$360,000 for fuel and water storage facilities, plus \$475,000 for miscellaneous other equipment. An additional \$312,000 has been expended for spare parts for the equipment purchased.

8. Supplies and services

2 603 000

The total projected cost through 30 November 1991 is \$1,359,000, which will leave \$2,603,000 unencumbered. A breakdown of the balance, by budget line, follows: \$1,929,000 under contractual services, \$497,000 for general supplies, \$116,000 for uniforms, and \$61,000 for miscellaneous services, including hospitality.

9. Freight and related costs

3 111 000

A total of \$2,257,000 has been committed for airlifts, positioning of the medical units with its equipment, air and sea freight plus various costs for clearing and storage. The balance shown (\$3,111,000) is primarily the result of the non-deployment, until the present time, of the major military components of MINURSO.

10. Support account for peace-keeping operations

The amount authorized has been transferred to the support account for peace-keeping operations.

11. Staff assessment

2 534 000

The balance (\$2,534,000) reflects low occupancy of posts authorized for the operation.

ANNEX III

United Nations Mission for the Referendum in Western Sahara

Authorized staffing table

Grade	Authorized	Filled	Vacant
Professional category and above			
USG	1	1	-
ASG	2	2	_
D-2	3	3	-
D-1	5	3	2
P-5	15	12	3
P-4/2	154	_14	140
Sub-total	<u> 180</u>	<u>35</u>	145
General Service and other categories			
General Service	248	40	208
Field Service	133	57	76
Local level	<u>459</u>	_a/	<u>459</u>
Sub-total	840	_97	<u>743</u>
TOTAL	1 020	<u>132</u>	888
Military component			
Military observers	550	234	316
Infantry - 1 battalion	700	-	700
Air support unit	110	-	110
Signals unit	45	37	8
Medical unit	50	50	-
Military police	40		40
Logistics contingent	200	12	188
TOTAL	1 695	<u>333</u>	1 362
Civilian police	300	1	299

a/ A limited number of local staff are engaged.

ANNEX IV

United Nations Mission for the Referendum in Western Sahara

Estimated cost of maintaining MINURSO for three months at current strength for period 1 December 1991 to 29 February 1992

(In thousands of United States dollars)

1.	Military personnel costs		
	(a)	Military observers	
		Subsistence allowance and limited travel	1 405
	(b)	Other military personnel	
		Standard troop costs Subsistence allowance Travel and welfare	336 586 8
			<u>2 335</u>
2.	Civi	lian personnel costs	
	(a)	Civilian police	6
	(b)	Government provided personnel	-
	(c)	Representative of OAU and tribal chiefs	50
	(d)	International and local staff	
		Salaries - international staff Salaries - local staff Common staff costs Subsistence allowance Travel of staff	1 665 15 913 622 30
			<u>3 301</u>
3.	Prem	nises/accommodation	
		Rental and maintenance Utilities Construction, ground preparations	45 15 60 120
			

TOTAL NET

Transport operations 4. Repairs and maintenance 30 (b) Petrol, oil and lubricants 40 70 5. Air operations (a) Basic hire charges - helicopters and fixed-wing aircraft 1 800 (b) Aviation fuel, ground handling 150 1 950 Communications 6. Communication supplies, installation work (a) 25 (b) Commercial communications, including pouches 150 __175 7. Miscellaneous equipment ___50 8. Supplies and services Contractual and other services (a) 30 (b) General supplies 75 __105 9. Freight and related costs ___ 30 10. Staff assessment 492 TOTAL GROSS (lines 1-10) 8 628 11. Income from staff assessment (492)

8 136