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FINANCING OF THE UNITED NATIONS OBSERVER MISSION UGANDA-RWANDA

FINANCING OF THE UNITED NATIONS ASSISTANCE MISSION FOR RWANDA

Report of the Advisory Committee on Administrative and
Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the financing of the United Nations Observer Mission Uganda-Rwanda (UNOMUR) and the United Nations Assistance Mission for Rwanda (UNAMIR) (A/49/375) which, after a first round of hearings, was followed up by a corrigendum contained in document A/49/375/Corr.1. During the consideration by the Advisory Committee of these documents, the representatives of the Secretary-General provided additional information to the Advisory Committee, including a number of revisions, the latest of which was received on 7 October 1994.
2. UNOMUR was established by the Security Council in its resolution 846 (1993) of 22 June 1993, with the mandate to deploy on the Ugandan side of the border with Rwanda and to verify that no military assistance reached Rwanda.
3. UNAMIR was established by the Security Council in its resolution 872 (1993) of 5 October 1993 for an initial period of six months. In that resolution, the Council also approved the proposal of the Secretary-General that UNOMUR should be integrated administratively within UNAMIR. As at 22 December 1993, UNOMUR was integrated administratively within UNAMIR and costs related to the operation of UNOMUR have been reflected in the Secretary-General's cost estimates for UNAMIR since that date.
4. By its resolution 918 (1994) of 17 May 1994, the Security Council, inter alia, decided to expand the mandate of UNAMIR and authorized the UNAMIR force at the level of up to 5,500 troops. The mandate was extended until 9 December 1994 by the Security Council in its resolution 925 (1994) of 8 June 1994.

5. By Security Council resolution 928 (1994) of 20 June 1994, the mandate of UNOMUR was extended for a final period of three months until 21 September 1994. As reflected in paragraph 11 of the report of the Secretary-General to the Security Council contained in document S/1994/1073 dated 19 September 1994, "UNOMUR will be officially closed down on that date ...".

6. The Advisory Committee recalls that the General Assembly, by its resolution 48/248 of 5 April 1994, decided, *inter alia*, to authorize the Secretary-General to enter into commitments for the maintenance of UNAMIR at a rate not to exceed \$9,082,600 gross per month for the period from 5 April to 31 October 1994, should the Security Council decide to extend the mandate of the Mission beyond 4 April 1994. That commitment authority did not provide for the Mission's expanded mandate and enlarged force strength, as subsequently authorized by the Security Council in its resolutions 918 (1994) and 925 (1994).

7. The Advisory Committee notes that the Secretary-General informed the Security Council in his report of 3 August 1994 (S/1994/924) that "with the situation on the ground in Rwanda having changed radically over the past few weeks, UNAMIR has adjusted its operational plan to cope with the altered circumstances within the framework of the mandate established by the Security Council in its resolution 925 (1994)". Paragraphs 23 to 25 of the report of the Secretary-General (A/49/375) contain some information on the revised operational plan of UNAMIR. The Advisory Committee understands that this information reflects the revision made during the months of July-August 1994 and provides a partial basis for the estimated cost of the maintenance of UNAMIR during the period from 5 April to 9 December 1994.

8. The Advisory Committee also understands that the situation in Rwanda has further evolved since the latest revision of the operational plan. In his latest report to the Security Council (S/1994/1133 dated 6 October 1994), the Secretary-General states "since the cease-fire declared on 18 July 1994, the fighting in Rwanda has all but ceased" and that the Broad-based Government of National Unity "installed at Kigali on 19 July, has established control over the whole of the national territory" (para. 3). Furthermore, "the military situation in Rwanda has been relatively calm" (para. 23). In view of the improving stability in Rwanda the Secretary-General states that "emphasis in UNAMIR activities is shifting from purely military security-related tasks to the support of humanitarian operations aimed at assisting the population in need and facilitating the return of refugees and displaced persons to their homes" (para. 32).

9. During its consideration of the estimates in document A/49/375, the Advisory Committee questioned the representatives of the Secretary-General about the basis of the proposals for the financing of UNAMIR in view of the situation described in paragraphs 7 and 8 above. The following subjects featured in the questions asked by the Advisory Committee: the relationship between the proposed budget estimates and the current operational requirements of the mission; the role of the United Nations Secretariat and the role of United Nations agencies in providing and coordinating humanitarian assistance in Rwanda; the basis for the civilian staff requested for the mission and their distribution and functional responsibilities; the proposed requirements for vehicles, communications equipment, data processing, office equipment, and the

provision of logistics support; the role and function of the 320 military observers and 90 civilian police. As a result of the questions asked by the Advisory Committee, the Secretariat prepared a corrigendum as contained in document A/49/375/Corr.1, which the Advisory Committee examined on the basis of an advanced copy.

10. The Advisory Committee notes that pursuant to Security Council resolution 925 (1994) a Trust Fund for Rwanda was established on 30 June 1994 with the purpose of financing humanitarian relief and rehabilitation programmes in Rwanda. Upon inquiry regarding the role of the Department of Humanitarian Affairs of the Secretariat as the implementing office for the Trust Fund, the Advisory Committee was informed that the Department was assigned a responsibility for coordination, rather than implementation, of activities to be financed from the Trust Fund. Upon inquiry, the Advisory Committee was informed that, as at 1 September 1994, contributions amounting to \$384 million had been received in response to the consolidated inter-agency appeal for persons affected by the crisis in Rwanda. The Advisory Committee intends to revert to the policy issues concerning the relationship between trust funds and consolidated appeals in the context of its examination of the Secretary-General's report contained in document A/48/945 and Corr.1.

11. The Advisory Committee notes from paragraph 27 of the report of the Secretary-General contained in document A/49/375 that the United Nations Rwanda Emergency Office was established in April 1994 to ensure a coordinated response to the emergency in Rwanda under the supervision of the United Nations Humanitarian Coordinator for Rwanda. Upon inquiry, the Advisory Committee was informed that the Emergency Office has its headquarters at Kigali (collocated with United Nations Development Programme (UNDP)), six field offices in the principal regions of Rwanda and liaison offices at Bujumbura and Nairobi; the United Nations Rwanda Emergency Office currently has 15 staff who are financed from a variety of extrabudgetary sources, including voluntary contributions and direct financing by donors; some support to the Office is provided by UNDP Rwanda staff and by the Department of Humanitarian Assistance. The Advisory Committee notes that the budget submission does not contain a description and cost estimates of activities financed from voluntary contributions and other sources and recommends that the next budget proposal for UNAMIR should provide such information.

12. Paragraphs 31 to 34 of document A/49/375 provide information on the in-kind voluntary contributions of Member States to UNAMIR. The Advisory Committee was informed, upon request, that 50 tracked armoured personnel carriers offered by the Government of Germany would not be required, owing to environmental concerns. This information is detailed in paragraphs 4 and 14 of the corrigendum to the report of the Secretary-General (A/49/375/Corr.1).

13. The Advisory Committee regrets that the financial performance reports for UNOMUR for the period from 22 June to 21 December 1993 and for UNAMIR for the period from 5 October 1993 to 4 April 1994 were not available when it examined the estimates. The Advisory Committee points out that this is a recurrent problem with respect to practically every peace-keeping operation and hampers the ability of the Committee to consider cost estimates. The Advisory Committee, in the context of its review of the Secretary-General's report

contained in document A/48/945 and Corr.1, is considering the most appropriate procedures for performance reporting.

Compliance with past recommendations of the Advisory Committee

14. Part XII of the report of the Secretary-General (A/49/375) contains observations and comments on previous recommendations of the Advisory Committee, which have been endorsed by the General Assembly. The Advisory Committee welcomes this information and the efforts to implement recommendations of the Committee and in particular, those that resulted in a reduction in the estimated cost of travel of international civilian staff, military observers and civilian police. At the same time, the Advisory Committee believes that its recommendations with regard to a review of the administrative establishment of UNAMIR and in respect of technical characteristics of equipment to be purchased, remain to be implemented (see also paras. 21, 25, 37 and 39 below).

Cost estimate for the period from 5 April to 9 December 1994

15. The requirements for UNAMIR for the period from 5 April to 9 December 1994 are estimated by the Secretary-General at \$199,714,500 gross (\$198,077,900 net) as indicated in paragraph 38 of the report contained in document A/49/375. As adjusted to reflect the value of pledged in-kind voluntary contributions (\$17.2 million) in respect of equipment that had been included in the Mission's requirements, the cost estimates are shown at \$182,514,500 gross (\$180,877,900 net); supplementary information thereon is reflected in annex VI to the report. Subsequently, in document A/49/375/Corr.1, the above estimates, net of the value of pledged in-kind voluntary contributions (see para. 30 below), have been revised downwards to \$180,574,300 gross (\$178,937,700 net).

16. The revised requirements for UNAMIR during the period from 5 April to 9 December 1994 would provide for 5,500 military personnel, 320 military observers, 90 civilian police, 233 international civilian staff, 74 United Nations Volunteers and 173 local staff (i.e., a total of 6,390 personnel). The Advisory Committee notes that the cost estimates take into account expected dates of arrival of military personnel, military observers, civilian police, international civilian staff and volunteers in the mission area. Annex X to document A/49/375, which has been subsequently revised by the corrigendum, provides details of the deployment schedule.

17. The Advisory Committee notes from annex VI, paragraph 9, of document A/49/375 that "Owing to the situation in Rwanda, it has been necessary to establish logistics bases at Nairobi and Entebbe International Airports and to assign a total of 40 staff to the two offices". Upon inquiry, the Advisory Committee was informed that in view of the current stability in Rwanda and the reopening of the Kigali airport, the need for the Entebbe base would be kept under review. The Advisory Committee recommends that the need for both the Nairobi and Entebbe logistic bases be reviewed in the light of the situation in Rwanda and the results of such review reflected in the next estimate for the Mission.

18. The Advisory Committee notes that the proposed number of 480 posts in the category of civilian staff reflects an increase of 286 posts, or 147 per cent, over the current level of 194 posts. Annexes XII, XIII and XIV of document A/49/375 provide details of the proposed staffing table, distribution of posts by offices and functional titles of posts in the category of "Professional and above" posts and the related job description summaries.

19. The report of the Secretary-General does not contain satisfactory justification for the proposed increase in civilian staff, nor does it relate the personnel proposals to the revised operational plan of the mission. Furthermore, the report should have provided information on the distribution of all new posts by offices. The Advisory Committee recommends that future reports on the financing of UNAMIR should provide detailed justification for all new posts and their distribution by offices.

20. The Advisory Committee was informed, upon inquiry, that UNAMIR posts have not been classified, since the posts established for peace-keeping operations are considered to be of temporary duration and thus not subject to the existing classification procedures. Given the proliferation of peace-keeping operations, as well as taking into account their duration, it is the view of the Advisory Committee that uniform criteria needs to be in place for the classification of temporary peace-keeping posts to take into account the operational needs of peace-keeping operations. It is the experience of the Advisory Committee that such criteria does not now exist and that there is a tendency to inflate the grade level of posts for peace-keeping and other field operations.

21. The Advisory Committee has also noticed that there are no guidelines in place for the determination of personnel requirements for such services as administration and related support services. The Advisory Committee recalls its recommendation reflected in paragraph 11 of its report (A/48/908) on the financing of UNAMIR, namely, that "The Advisory Committee is of the opinion that the operation has a large administrative establishment (total of 152 posts) and recommends that it be reviewed so that the most efficient administrative structure can be achieved". The Advisory Committee notes from paragraph 50 of the report of the Secretary-General (A/49/375) that "staffing proposals for UNAMIR have been presented after a thorough review of all personnel requirements, and only those posts that are considered essential to the efficient operation of the Mission have been included". The report of the Secretary-General should have described the scope of the above-mentioned review, the manner in which it had been carried out, and contained detailed supporting justification for its conclusions.

22. Upon inquiry, the Advisory Committee was informed that steps were under way to prepare standard staffing tables based on missions of varying sizes. Such tables would take into account the configuration and tasks of the mission as mandated by the Security Council. The Advisory Committee welcomes this development, which might facilitate considerably the task of reviewing personnel proposals for peace-keeping operations.

23. The Advisory Committee notes the increase of 147 per cent in the proposed civilian staffing table (see para. 18 above), while the number of military personnel, including police, has increased by 131 per cent. In the view of the

Advisory Committee, the ratio of internationally recruited General Service staff (89) to Professional staff (57) is also high. Upon inquiry, the Advisory Committee was informed that 40 locally recruited staff, out of the total of 173 proposed under this category, would be required to support the 5,500 contingent personnel and to work as interpreters and liaise with the local population whenever necessary, e.g., when purchasing supplies in local markets to supplement United Nations rations. The Advisory Committee is not convinced by the rationale provided in support of these 40 local staff or the justification for the high number of internationally recruited General Service staff. The Advisory Committee recommends that the Secretary-General review the number of these staff with a view to reducing them, taking into account the recommended reduction in Professional staff contained below.

24. With respect to the salaries and other entitlements of locally recruited personnel for the Mission, the Advisory Committee understands that these are based on the standard costs applicable to personnel of the United Nations system at the location, i.e., in this case Kigali. The Advisory Committee believes that this procedure needs to be modified in a manner that is in accordance with the specific needs of the Mission. The Advisory Committee intends to revert to this matter in the context of its consideration of Secretary-General's report contained in document A/48/945.

25. In the meantime and taking the above into consideration, the Advisory Committee requests that the personnel proposal for UNAMIR should be rationalized by streamlining and eliminating the unnecessary hierarchical layers. An attempt should be made to consolidate functions and responsibilities wherever feasible. In this connection, the previous recommendation of the Advisory Committee to review the administrative establishment of UNAMIR remains valid and should be implemented fully.

26. Taking into account the foregoing, the Advisory Committee recommends:

(a) A D-1 post of the Senior Political Adviser and a P-5 post of the Assistant to the Senior Political Adviser in the Office of the Special Representative of the Secretary-General should be deleted. Upon inquiry the Advisory Committee had been informed that these posts were required as a result of the intense political activity on the ground. In view of the information contained in paragraphs 7 and 8 above regarding the present situation within Rwanda, the Advisory Committee questions the need for all these posts at the present stage. The functions of the posts should therefore be streamlined and distributed among other staff of the Office;

(b) A P-3 post of Legal Officer in the Office of the Special Representative should be deleted. In the view of the Advisory Committee, the functions of the proposed one P-4 and one P-3 posts of Legal Affairs Officers who would be "responsible for overall review and analysis of the progress of the Mission according to its mandate", as outlined in document A/49/375, annex XIV, paragraph 6, conform better to functions and responsibilities of a Political, rather than Legal Affairs Officer. The Advisory Committee believes that the responsibilities of the remaining P-4 post of Legal Officer should be based on performing genuine legal functions, including analysis of legal aspects of the

functioning of the Mission, review of obligations under the Status of Mission Agreement (when concluded), claims and liabilities, etc.;

(c) With respect to the P-4 post for a resident auditor, the Advisory Committee notes that "the Resident Auditor will provide the Special Representative of the Secretary-General with whatever assistance may be required within the field of financial management control and will inform him of special or urgent issues that may require his personal attention". In the opinion of the Advisory Committee these constitute line responsibilities. The Advisory Committee recalls that the Board of Auditors has frequently questioned arrangements whereby officials performing audit function are given line or operational responsibilities as such arrangements might compromise the role of the official concerned. The Advisory Committee has concurred with the view of the Board that "it is a matter of principle that audit and operational functions be strictly kept separate in order to ensure the independence of the auditor and avoid any potential conflict of interest" (A/47/500, para. 102). At the same time, the Advisory Committee points out that it supports the need for audit function, including its strengthening and full compliance in peace-keeping operations. Taking this into account, the Advisory Committee recommends, at this stage, that the audit function be provided through audit teams that should visit the Mission from time to time. To this end, and pending a review of the policy issues relating to resident auditors in peace-keeping operations in the context of its consideration of Secretary-General's report contained in document A/48/945, the Advisory Committee recommends the addition of \$51,800 in temporary funds to cover such requirements as travel and per diem for six months;

(d) The one P-4 and one P-3 posts of Humanitarian Assistance Officers should be deleted, given the fact that coordination of humanitarian assistance is being undertaken, in accordance with paragraph 27 of the report, by the United Nations Rwanda Emergency Office, which, as the Advisory Committee was informed, currently has 15 staff;

(e) One P-3 post in the Office of the Chief of Personnel and one P-3 post in the Office of General Services should be deleted, the functions should be streamlined and consolidated and distributed among other staff of the offices;

(f) Two P-3 posts in the Office of Procurement should be deleted in view of the fact that, in accordance with the information provided to the Advisory Committee, most procurement for the Mission is made at headquarters. Depending on the duration of the Mission and the related procurement workload, the Advisory Committee will revert to the question of establishment of the two posts. The Advisory Committee requests that information on workload statistics on local and regional procurement which could justify the creation of the posts be provided in the next estimates for the Mission;

(g) The responsibilities of the Chief of the Office of Transport, which involve inventory and records control, dispatch, control of consumption of petrol, oil and lubricants, etc., should be carried out, in the view of the Advisory Committee, by a General Service staff member at the Principal level.

The effect of the above recommendations on budget line 2 "Civilian personnel costs" of the cost estimates is a reduction of \$380,900. This corresponds to a

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reduction of 10 posts in the category of Professional staff partially offset by the addition of one General Service post at the Principal level and the addition of \$51,800 in temporary funds for internal audit requirements.

27. The Advisory Committee notes from annex XV to the report that a provision of \$647,500 is made for hazard pay during the period from 5 April to 9 December 1994. Upon inquiry, the Advisory Committee was informed that hazard pay was initially approved for UNAMIR for the period from 8 April to 31 August 1994. Furthermore, the Advisory Committee was informed that Rwanda was included in the list of duty stations where very hazardous conditions, such as war or active hostilities prevailed on the basis of analysis of the conditions which resulted from the outbreak of war in that country. As stated in paragraph 12 of annex VI to the report of the Secretary-General (A/49/375), hazard pay has been extended for another three months until 30 November 1994 and increased from \$600 to \$867 per month for internationally recruited staff and from 15 to 20 per cent of the mid-point of the local salary scale for locally recruited staff. In the future, the estimate should contain an explanation for these changes. Furthermore, the Advisory Committee requests that payment of hazard duty allowance to local staff be in strict accordance with the procedures laid down by the International Civil Service Commission (ICSC).

28. The Advisory Committee considers hazard pay a contingency provision which, after the appropriate authorization, may become a staff entitlement. That being the case, the entitlement should be reflected under the object of expenditure "common staff costs".

29. The Advisory Committee understands that the provision of \$3.4 million under common staff costs (including hazard pay) is based on full standards. The Advisory Committee was informed that the common staff costs include provisions for staff allowances, expenses in connection with staff appointment, separation or transfer, as well as other payments (life insurance coverage on special missions, special claims and others). The Advisory Committee points out that, given the nature of UNAMIR, expenditure under many of the standard elements used in calculation of common staff costs may, in the course of the current period, not arise at all or may not be necessary to the full extent estimated. Under the circumstances, the Advisory Committee recommends, therefore, that the estimates for common staff costs be reduced by 15 per cent, or \$510,000.

30. The Advisory Committee notes from paragraph 4 of document A/49/375/Corr.1 that the original cost estimates of the total of \$29,554,000 for contingent-owned equipment, which included a provision of \$13,750,000 for the purchase of 50 tracked armoured personnel carriers (APCs), had been reduced by \$12,750,000. This reflects a decision not to purchase tracked APCs (owing to environmental concerns) but instead purchase 50 wheeled APCs (which cause less environmental damage) at an estimated cost of \$1,000,000. The Advisory Committee notes that the reduction of \$12,750,000 is entirely offset by a decrease in the value of in-kind contributions (see line 21 of annex V to A/49/375/Corr.1), for the reasons explained in paragraphs 2, 4 and 8 of document A/49/375/Corr.1. The Advisory Committee also notes from paragraphs 6 and 8 of the same document that the proposed replacement of 50 tracked APCs with 50 wheeled APCs would result in a reduction of \$258,400 in the estimated cost of transport operations (spare parts, petrol, oil and lubricants and insurance) and

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in a reduction of \$1 million in the estimated cost of freight. In view of the information contained in paragraphs 7 and 8 above concerning the political and military situation in Rwanda, the Advisory Committee requests that purchase of all the 50 wheeled APCs at an estimated cost of \$1,000,000 be undertaken only if it is determined that they will actually be required and in the number proposed.

31. With regard to the proposed provision of \$7,808,100 for payment to Governments for potential claims in connection with equipment abandoned during the withdrawal of military contingents in April 1994, the Advisory Committee was informed, upon inquiry, that no such claims have yet been received. The Advisory Committee also notes that, at the present time, precise information on how much of the equipment will be salvaged, repaired and returned to contingents is unknown. The Advisory Committee recommends that detailed and complete information on all equipment abandoned in UNAMIR be prepared as soon as possible. Furthermore, an analysis should be undertaken of the legal aspects of United Nations liability under various circumstances which might arise in peace-keeping operations and the results of such analysis be submitted for the Advisory Committee's consideration as soon as possible. In the meantime, the Advisory Committee recommends that the provision of \$7,808,100 for potential claims of Governments for abandoned contingent-owned equipment be deleted from the cost estimates for the period from 5 April to 9 December 1994. Such claims as may be received by the United Nations should be verified in accordance with existing procedures. The Secretary-General should, subject to the results of the analysis recommended by the Advisory Committee, include the appropriate amounts in the next estimates for the mission.

32. The Advisory Committee notes from paragraphs 54-56 of annex VI to document A/49/375 that a provision of \$11,697,100 is made for purchase of 489 vehicles (246 sedans and jeeps, 32 buses and 211 trucks and other vehicles) and a provision of \$144,000 is made for rental of 12 vehicles. With regard to the number of vehicles proposed to be purchased, the Advisory Committee notes that out of the total proposed 489 new vehicles, 152 relate to the replacement of vehicles which were lost or stolen during the civil war in Rwanda. The Advisory Committee was informed, upon request, that the value of these 152 vehicles is estimated at \$2.9 million.

33. The Advisory Committee was provided on request with additional information regarding the ratios of general purpose vehicles (sedans and jeeps) to personnel, on the basis of which the estimated total requirements for 335 such vehicles were arrived at. According to this information, the ratio for military observers and civilian police is one vehicle per two persons because of the mobility required while the ratio for civilian personnel depends on the grade of staff but an overall ratio is one vehicle per four staff.

34. The Advisory Committee intends to examine the validity of various ratios used in peace-keeping operations estimates in the context of its consideration of the Secretary-General's report in document A/48/945. However, even if the above ratios are used, and taking into account the staffing requirements of 320 military observers, 90 civilian police and 470 civilian staff (see recommendation above on deletion of posts for civilian staff), the total number of general purpose vehicles (sedans and jeeps) should not, in view of the Advisory Committee, exceed 322, compared with the proposed number of 335. The

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Advisory Committee was provided with an update to additional information referred to above, in which 5,500 military personnel were factored in when justifying the proposed requirements for 335 vehicles. The Advisory Committee does not believe that this addition is appropriate, since military personnel normally require special means of transportation. Furthermore, the updated justification does not take into account the proposed acquisition of buses which will be used for the transportation of both the military personnel and civilian staff. Accordingly, the Advisory Committee recommends that the number of general purpose vehicles (sedans and jeeps) proposed for acquisition for UNAMIR be reduced by 13 vehicles, which, including the related estimate for freight, would result in a reduction of \$250,400 in the cost estimates.

35. The Advisory Committee regrets that no justification is provided in the report of the Secretary-General (A/49/375) for the proposed acquisition of 32 buses and 211 trucks and other special purpose vehicles. The Advisory Committee recommends that the requirements for buses, trucks and other special purpose vehicles for UNAMIR be reviewed with a view to reducing their number and that the next budget submission on UNAMIR contain a detailed justification for such vehicles; pending that review the Committee recommends a reduction of 20 per cent, or \$1,578,100 in the cost estimates.

36. With regard to the proposed rental of 12 vehicles for UNAMIR logistics bases at Nairobi and Kampala at a cost of \$12,000 per vehicle for eight months, the Advisory Committee's opinion is that the proposed rental would not be cost effective and that the vehicles should be purchased. The rental cost is comparable with the cost of purchase of new vehicles (see A/49/375, annex XIX). New vehicles should last much longer than eight months and would not normally require costly repair and maintenance, at least during the period when they were covered by manufacturer's warranty. In addition, the Advisory Committee believes that the ratio of one vehicle per about three staff in the two logistics bases may be excessive and should be reviewed, taking into account, inter alia, the review of the need for the Entebbe base (see para. 17 above). Pending the review, the estimates should be reduced by \$30,000.

37. On request, the Advisory Committee was informed that the UNAMIR communications network comprised two major layers: a satellite communications layer (International Maritime Satellite Organization (INMARSAT) terminals and In-Theatre Very Small Aperture Terminal (VSAT)) and a standard high frequency (HF)/very high frequency (VHF) communications layer. The Advisory Committee believes that the UNAMIR communications network should be streamlined and that the network's triple back-up capacity should be reviewed. Furthermore, such components of the network, as the INMARSAT M terminals, which are required to provide national and international mobile satellite communications anywhere at anytime, are, in the view of the Advisory Committee, excessive. The Advisory Committee also notes that the cost of the VSATs is estimated at \$200,000, while the Committee was informed during its spring 1994 session that VSATs were priced as at May 1994 at \$50,000 (see A/48/7/Add.9, para. 21). The Advisory Committee has subsequently been informed that the VSATs referred to in document A/48/7/Add.9 were for exclusive use in the internal network of the United Nations Protection Force (UNPROFOR), while the VSATs for UNAMIR would be for both internal and external use and, because of the difference in satellite coverage, they would have to use a different frequency which necessitates the

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use of a larger antenna and more powerful electronic components, thereby resulting in higher costs. Notwithstanding this explanation, the Advisory Committee is not convinced that the operational requirements of the Mission necessitate such a highly sophisticated and powerful satellite communications system as the one proposed for UNAMIR; nor does the explanation satisfy the Committee as to the magnitude of the cost differential. The Advisory Committee trusts that this matter will be reviewed, taking into account its recommendation outlined in document A/48/908, paragraph 12, namely, that "the equipment should not be more sophisticated than necessary". The Advisory Committee also requests that the related information be included in the next budget submission for UNAMIR. In the meantime, the Advisory Committee recommends that the cost estimates under budget line 8, "Communications", be reduced by \$349,000.

38. As reflected in document A/49/375, annex VI, paragraph 88, a provision of \$1.8 million is made for the acquisition of data-processing equipment, which is listed in annexes XXVIII and XXIX. Following its consideration of the report of the Secretary-General (A/49/375), the Advisory Committee was informed that a provision of \$150,000 for a management information software would not be required. This is reflected in document A/49/375/Corr.1, paragraph 7. The Advisory Committee notes from document A/49/375, annex XXVIII, that a substantial amount of the data-processing equipment of UNAMIR was lost or stolen during the evacuation of the Mission from Rwanda. For example, equipment either stolen or lost included the following: 102 laptop computers out of the total of 115; 72 desktop computers out of the total of 242; 95 deskjet printers out of the total of 334, 10 laser printers out of the total of 42, etc. The Advisory Committee trusts that information on the efforts of UNAMIR to salvage the lost equipment will be provided in the next report of the Secretary-General on the financing of UNAMIR.

39. The Advisory Committee was provided, upon request, with information containing the ratios on the basis of which the requirements for data-processing equipment was estimated. As indicated therein, the ratio of civilian staff to desktop computers only (i.e., not including 60 laptop models) is 1 to 1 for Professional staff; 1.2 to 1 for General Service staff; 1.3 to 1 for Field Service staff; 1.4 to 1 for United Nations Volunteers and 2.9 to 1 for local staff. In the opinion of the Advisory Committee, these ratios do not reflect the actual functional responsibilities of staff and are, therefore, too high. In this connection, the Advisory Committee reiterates its recommendation stated in its previous report on the financing of UNAMIR (A/48/908, para. 12), and repeated again in paragraph 37 above, namely, that the equipment should not be more sophisticated than necessary. The Advisory Committee, therefore, recommends that maximum use be made of 183 computers and 286 printers currently available in UNAMIR and that the need for additional computers and printers be met through acquisition of only 250 desktop computers, 100 electrical typewriters and 10 deskjet printers. The consequential reduction in the cost estimates would be \$166,100.

40. The Advisory Committee notes that a total provision of \$14.9 million is made for contractual services (\$6.0 million), such as water distribution, accommodation, maintenance, power generation, fuel operations, catering, etc. and for the purchase of equipment and supplies (\$8.9 million) for the use of the contractor to carry out the required services. Upon inquiry, the Advisory

Committee was informed that these services would be provided by the Brown and Root Services Corporation which, without a competitive bidding, was awarded a contract for a period of three months from 1 July to 30 September 1994. In this connection, the Advisory Committee recalls the Controller's statement in the Fifth Committee on 25 August 1994, when he announced that upon expiry of the contract with Brown and Root on 30 September 1994 international bids would be solicited and a new contract would be issued to the lowest and most qualified bidder (see A/C.5/48/SR.76). Upon inquiry, the Advisory Committee was informed that, regrettably, owing to internal difficulties, the Organization had been unable to complete the necessary preparations within the required time-frame and it was therefore necessary to extend the Brown and Root contract for a further period of three months, from 1 October to 31 December 1994. The Advisory Committee was not provided with a satisfactory explanation of the meaning of the "internal difficulties".

41. The Advisory Committee questioned the cost-effectiveness of the arrangement with Brown and Root. Subsequently the Advisory Committee was informed that the estimated requirements for equipment and supplies to support Brown and Root had been decreased by \$5.2 million from \$8.9 million to \$3.7 million.

42. The Advisory Committee was provided, on inquiry, with additional information with regard to the rationale for awarding the contract to Brown and Root. One of the arguments is that there are benefits to this type of arrangement in terms of cost-effectiveness. It was pointed out that to support a force of 6,500 persons (troops and civilians) would normally require approximately 800 military support personnel. The corresponding grand total for UNAMIR is 6,390 (A/49/375, annex X). In view of time constraints, however, it has not been possible for the Advisory Committee to request a cost benefit analysis of the above information.

43. The Advisory Committee notes from additional information provided to it that there are 606 engineers from the United Kingdom of Great Britain and Northern Ireland among 1,100 military specialists, who arrived in Rwanda in August 1994 and will return to the United Kingdom in December 1994. In the view of the Advisory Committee, these engineers provide logistics support to the Mission, thus the services to be contracted from Brown and Root may not be required at the originally estimated amount of \$6.0 million. Furthermore, account should be taken of the fact that the actual number of staff/personnel actually deployed in the mission area, as reflected in document A/49/375, annex X, and revised in document A/49/375/Corr.1 (1,218 in July, 1,254 in August, 2,761 in September 1994), was much lower than the 6,500 provided as a justification for contractual services amounting to \$6.0 million. The Advisory Committee points out that even if the full proposed strength of the mission (6,390) is to be reached during the month of December 1994, it will still be below the level of 6,500 suggested as a point for comparison. The Advisory Committee recommends, therefore, that the estimated requirements for contractual services be reduced by \$1.2 million, from \$6.0 million to \$4.8 million.

44. The Advisory Committee recalls that when it reviewed the contractual arrangements of logistical support provided by the Brown and Root Services Corporation to the United Nations Operation in Somalia (UNOSOM), the Committee pointed out that the procedures followed for entering into such an arrangement

seemed to be different from the standard procedures followed in other peace-keeping missions and recommended that the Secretary-General actively pursue alternatives for delivery of services at more economical rates. The Advisory Committee believes that the above recommendation is also relevant with regard to UNAMIR and requests that the Secretary-General include in his next budget submission for UNAMIR detailed information on the implementation of this recommendation.

45. The Advisory Committee notes from document A/49/375, paragraph 52, of the report that equipment valued at \$9.0 million has been transferred to UNAMIR from UNOSOM II. In accordance with existing practice, this transfer has been taken into account in arriving at the cost estimates for UNAMIR. The Advisory Committee points out that the policy issue relating to the budgetary aspects of transfer of equipment from one peace-keeping operation to another is under review in the context of Committee's consideration of the Secretary-General's report contained in document A/48/945.

46. In view of its observations and recommendations in the paragraphs above, the Advisory Committee recommends that the General Assembly appropriate \$163,101,700 gross for UNAMIR for the period from 5 April to 9 December 1994, inclusive of the \$57,063,960 gross authorized by the Advisory Committee under the provisions of General Assembly resolution 48/248. Furthermore, the Advisory Committee recommends the assessment of an amount of \$100,744,440 gross, taking into account the amount of \$62,357,260 gross, consisting of \$57,063,960 gross already assessed on Member States and credits to Member States of \$5,293,300 gross representing the balance of the assessment made previously in accordance with resolution 48/248.

Cost estimate for the period from 10 December 1994
to 9 December 1995

47. As reflected in document A/49/375/Corr.1, paragraph 10, the cost estimates of UNAMIR for the above period have been revised to reflect a decrease of \$970,500 from \$241,172,700 gross (\$236,630,400 net) to \$240,202,200 gross (\$235,659,900 net). Document A/49/375/Corr.1, annex VII, contains a breakdown of the revised estimates by budget line item; as shown therein, the major components of the total decrease of \$970,500 gross are: military personnel costs (\$536,500) and transport operations (\$370,400).

48. Paragraphs 11 and 13 of document A/49/375/Corr.1 indicate that the decrease of \$536,500 under military personnel costs (contingent-owned equipment) and the decrease of \$370,400 under transport operations (spare parts, petrol, oil and lubricants, repairs and maintenances) are attributable to a reduction in the number of tracked APCs in the previous mandate.

49. As indicated in document A/49/375/Corr.1, paragraph 12, the decrease of \$63,600 under premises and accommodations is owing to the fact that rental of the school warehouse at Kigali would not be required.

50. The Advisory Committee is currently considering the Secretary-General's report in document A/48/945, which includes a number of options and proposals

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with regard to commitment authority and assessment of the related amounts. Such arrangements as will eventually be in place to meet requirements of UNAMIR beyond 9 December 1994 will have to take into account the decision to be taken by the General Assembly on a general policy covering commitment and assessment. In the meantime, on the basis of what it has recommended for the period from 5 April to 9 December 1994, as adjusted by subtraction of start-up costs (net of Advisory Committee recommended reductions) amounting to \$79.3 million, the Advisory Committee recommends that should the Security Council decide to extend UNAMIR beyond 9 December 1994, the Secretary-General be authorized to enter into commitments at a monthly rate not to exceed \$10.5 million gross, subject to the prior concurrence of the Advisory Committee as to the actual amount.
