United Nations A/63/779

General Assembly

Distr.: General
20 March 2009

Original: English

Sixty-third session
Agenda item 118
Programme budget for the biennium 2008-2009

Estimates in respect of special political missions, good offices and other political initiatives, authorized by the General Assembly and/or the Security Council

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 estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council (A/63/346/Add.6). The report contains the proposed revised budgets and the resulting additional resource requirements for the period from 1 January to 31 December 2009 for four special political missions, namely, the United Nations Representative for the International Advisory and Monitoring Board of the Development Fund for Iraq, the International Independent Investigation Commission, the United Nations Political Office for Somalia (UNPOS) and the United Nations Mission in Nepal (UNMIN). The Secretary-General's report also contains the revised narrative and the logical framework of the budget of the Special Envoy of the Secretary-General for the implementation of Security Council resolution 1559 (2004). During its consideration of the report, the Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. The Secretary-General indicates in his report that, taking into account the already appropriated amounts as contained in General Assembly resolutions 62/238, 62/245 and 63/263, as well as actual expenditures incurred in 2008, net additional requirements estimated at $15,051,600 would arise in connection with the four special political missions under section 3, Political affairs, of the programme budget for the biennium 2008-2009, in accordance with the procedure provided for in paragraph 11 of annex I to General Assembly resolution 41/213. The estimated additional requirements of $2,523,200 under section 35, Staff assessment, would be

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offset by the same amount under income section 1, Income from staff assessment, of the programme budget for the biennium 2008-2009.

II. United Nations Representative to the International Advisory and Monitoring Board of the Development Fund for Iraq

3. As indicated in the report, the Security Council, in its resolution 1859 (2008), extended the mandate of the International Advisory and Monitoring Board of the Development Fund for Iraq until 31 December 2009. The Secretary-General indicates that resource requirements for the Board for the period from 1 January to 31 December 2009 are estimated at $36,700 and that efforts will be made to meet these requirements from the unencumbered balances for 2008. Accordingly, the Secretary-General proposes no additional requirement for the Board.

III. International Independent Investigation Commission

4. The Security Council, by its resolution 1595 (2005), established an International Independent Investigation Commission to investigate the assassination of former Lebanese Prime Minister Rafiq Hariri on 14 February 2005. By its resolution 1757 (2007), the Council established a Special Tribunal for Lebanon which was expected to start functioning before the expiration of the mandate of the Commission in December 2008. The Commissioner, in his report to the Security Council dated 2 December 2008 (S/2008/752), requested a two-month extension of the mandate of the Commission, to ensure that there would be no gap between the end of the Commission's mandate and the commencement of the Special Tribunal. Subsequently, the Security Council, in its resolution 1852 (2008), extended the mandate of the Commission until 28 February 2009.

5. In his third report to the Security Council (S/2008/734), the Secretary-General proposed a transition period from 1 January to 28 February 2009 to ensure a seamless transition from the Investigation Commission to the Office of the Prosecutor of the Special Tribunal. During the months of January and February 2009, the Commission has moved its transition team, comprising 12 staff, from Beirut to The Hague. Upon enquiry, the Advisory Committee was informed that the functions of the 12 Commission staff deployed to The Hague involved the following:

(a) Legal functions: for ensuring that appropriate agreements exist between the Special Tribunal and external entities to allow for the Tribunal's work to continue without interruption after the end of the mandate of the Commission;

(b) Investigative functions: to prepare for the transfer of files and forensic materials to the Special Tribunal. Staff members have also been sent to The Hague to work on certain investigative projects that required a more secure environment than that available in Beirut, for example in the area of communications analysis;

(c) Support functions: to ensure that information technology equipment is in place so that the current holdings of the Commission can easily be transferred to the Special Tribunal premises in The Hague.

6. According to the Secretary-General, the total resource requirements estimated at $10,056,000 would cover two months' costs relating to the extension of the Commission's mandate by the Security Council ($6,377,200) and four months' costs for the liquidation period ($3,678,800). Taking into account the total appropriation for the mission for the biennium 2008-2009, the Secretary-General estimates that a balance of $5,999,300 would be available under the appropriation for the biennium 2008-2009. Accordingly, the net additional requirements for the Commission for 2009 would amount to $4,056,700.

7. The Advisory Committee notes that operational expenditures amounting to $1.9 million are projected for the liquidation period of the Commission, from 1 March to 30 June 2009. This reflects an increase of $0.5 million over the related requirements for the transition period. Within operational costs, projected expenditure under facilities and infrastructure will increase from $0.2 million during the transition period (1 January to 28 February 2009) to $1.4 million during the liquidation period. Upon enquiry, the Committee was informed that the Commission had no office in The Hague as the office was absorbed into the Office of the Prosecutor of the Special Tribunal for Lebanon on 1 March 2009. The Committee was also informed that a provision of $800,000 was made under facilities and infrastructure for the rental cost of the Monteverde Hotel in Beirut during the four-month liquidation period ($200,000 per month). The Committee was informed that the Government of Lebanon had defrayed a part of the rental cost for the hotel until 28 February 2009. **The Advisory Committee is not clear as to the basis on which the provision for rental costs for the Monteverde Hotel was included in the budget proposal for the liquidation period. The Committee requests the Secretary-General to clarify this issue for the General Assembly.**

8. The Advisory Committee notes that the Commission will continue to rent vehicles during the liquidation period, including 12 vehicles in March, 3 armoured vehicles for 5 days, 1 truck for 20 days and 1 crane for 15 days. The Committee requested additional information on the rental of the proposed fleet of vehicles during the liquidation period and was informed that a truck and a crane are needed for removing and shipping equipment and supplies, restoring premises, etc., while rental of armoured vehicles would provide for the eventual requirement of high-level visits to Lebanon during the liquidation period. The Committee was informed, however, that no substantive functions would be performed during the liquidation period. **The Advisory Committee recommends that, rather than renting armoured vehicles during the liquidation period, the Commission should avail itself of such vehicles as are already available for the United Nations in the area of operation.**

9. With regard to staffing requirements, the Advisory Committee notes that, for the period from January to April 2009, the approved staffing establishment of 253 for 2008 would be gradually reduced to 34 in June 2009 and that the remaining staff would be separated by 30 June 2009. The Committee sought additional information on the absorption of Commission staff into the Special Tribunal for Lebanon and was informed that there were no special arrangements for transfer of staff to the Special Tribunal. All posts within the Office of the Prosecutor were advertised and the selection process was competitive and involved applications, short listing and competency-based interviews pursuant to the standard procedures/guidelines of the Office of Human Resources Management. The total number of Commission staff

selected for positions within the Special Tribunal for Lebanon was 28 as at 12 March 2009.

10. **In view of the small size of the mission, the Advisory Committee is of the opinion that the liquidation period of the Commission could be expedited. The Committee also expects that negotiations will be undertaken with the Government of Lebanon so that its rental arrangements with the Commission concerning the Monteverde Hotel will continue during the liquidation period of the mission. Efforts should also be made to reduce the estimated requirements for operational costs related to the liquidation period. The resulting savings should be reflected in the second performance report for the biennium 2008-2009.**

11. **In view of its observation in paragraph 8 above regarding rental of armoured vehicles, the Advisory Committee recommends a reduction of $22,500 in the proposed net additional requirements of $4,056,700 for the mission.**

IV. United Nations Political Office for Somalia

12. In its resolution 1814 (2008), the Security Council requested the Secretary-General to establish the necessary security arrangements for the relocation of the United Nations Political Office for Somalia from Nairobi to Mogadishu. The Secretary-General indicates in his report that, following a comprehensive assessment of the security situation in the country performed at the end of 2008, the relocation of UNPOS and the United Nations country team to Somalia could not proceed, as none of the mitigating factors to reduce security threats are at an acceptable level. Under current conditions, the relocation of UNPOS can only proceed with the prior or parallel deployment of an appropriate security dynamic. The originally planned relocation date of July 2009 will therefore need to be delayed and the proposed revised budget for UNPOS assumes that the mission will remain in Nairobi until the end of the year.

13. The Advisory Committee points out that the situation in the area of operation of UNPOS has further evolved since the submission of the Secretary-General's report (A/63/346/Add.6). For example, the Committee was informed that missions to Mogadishu, which had been suspended in June 2008, have been resumed — a first UNPOS mission visited Mogadishu on 9 March 2009. The Committee was also informed that, at the end of February 2009, UNPOS had two National Officers based inside Somalia (at Hargeysa and Garoowe).

14. According to the Secretary-General, the revised resource requirements for UNPOS for the period from 1 January to 31 December 2009 are estimated at $12,795,500. The Secretary-General indicates that the reduction of $2,464,600 in 2009 requirements, as compared to the appropriation for 2008 of $15,260,100, is due to the inability to relocate to Somalia, resulting in lower requirements for transportation, communications and information technology equipment and air transportation. Taking into account the unspent balance of funds as at 31 December 2008 ($5,095,900) and the appropriation for the period from 1 January to 30 June 2009 already approved by the General Assembly ($1,545,500), the net additional requirements for UNPOS for 2009 are estimated by the Secretary-General at $6,154,100.

15. The Advisory Committee sought additional information on support provided to UNPOS by the United Nations Office at Nairobi and was informed that UNPOS is using common services with the United Nations Office at Nairobi or other entities to the maximum extent possible. UNPOS has arrangements in place with the United Nations Office at Nairobi that cover the following areas: (a) information technology and communication support; (b) office security; (c) security support for UNPOS staff inside Kenya; (d) transport of local staff; (e) medical clinic; (f) webmaster support and maintenance of the UNPOS website; (g) payroll of local staff; (h) travel services; (i) host country and protocol support for international staff; and (j) pouch and mail services. **The Advisory Committee welcomes the utilization by UNPOS of common support services available at the United Nations Office at Nairobi and encourages further efforts in this regard.**

16. The Secretary-General proposes to establish a P-4 post of Chief Security Officer and three Field Service posts for Personal Protection Officers to strengthen the existing team of two Personal Protection Officers. The Advisory Committee requested and was provided with additional information in connection with the proposed additional security staff for 2009. **The Advisory Committee recommends approval of a temporary P-4 post of Chief Security Officer and three temporary Field Service posts for Personal Protection Officers. The Committee trusts that security arrangements at UNPOS will be further evaluated and justified in the context of the proposed programme budget for the biennium 2010-2011, which should draw on the findings and conclusions of the forthcoming comprehensive report of the Secretary-General on a safety and security policy framework at the United Nations.**

17. The Advisory Committee is of the view that criteria and guidelines for providing close protection officers in United Nations field missions should be reported to the General Assembly in the context of the forthcoming comprehensive report of the Secretary-General on a safety and security policy framework at the United Nations.

18. The Advisory Committee notes that the proposal for UNPOS has not been updated to reflect the most recent political developments, including measures related to the implementation of Security Council resolution 1863 (2009). The Committee was informed that the Secretary-General intends to submit revised budget proposals for UNPOS to the General Assembly at the second part of its resumed sixty-third session. **Rather than consider the present proposal and a prospective update separately, the Advisory Committee recommends that the General Assembly take no action on the present proposal, with the exception of the proposals for additional security staff (see para. 16 above), pending submission at the second part of its resumed sixty-third session by the Secretary-General of an updated proposal.**

V. United Nations Mission in Nepal

19. As a result of the completion of a number of previously mandated functions, such as electoral assistance and electoral security, the United Nations Mission in Nepal has been downsized. The current mandate of the Mission runs until 23 July 2009, pursuant to resolution 1864 (2009) by which the Security Council extended the mandate of the Mission for six months from 23 January 2009. The

Advisory Committee was informed that the downsized Mission, headed by a Representative of the Secretary-General at the D-2 level, would continue to monitor the management of arms and armed personnel of the Nepal Army and the Maoist army and would assist the parties, through a Joint Monitoring Coordination Committee, in implementing the agreement concerning the management of arms and armed personnel of both the Nepal Army and the Maoist army.

20. The special political mission budget, approved for 2009 by the General Assembly in its resolution 63/263, included a provision of $6,895,500 for UNMIN to cover requirements for a one-month operation, to be followed by its liquidation at the end of January 2009.

21. The Secretary-General indicates in his report that, since the adoption of Security Council resolution 1864 (2009), the planning assumptions for UNMIN for 2009 have been amended to reflect the maintenance of operations of the Mission for the period from 1 January to 31 July 2009 followed by a liquidation phase of four months, from 1 August to 30 November 2009. The Secretary-General indicates that, until 23 July 2009, UNMIN will be operating at an overall reduced staffing level compared to 2008 and proposes to increase the number of arms monitors starting from February 2009 from 72 to 73, on the basis of the actual experience in 2008, to ensure the best possible mandate delivery of the Mission regarding monitoring the management of arms and armies. **The Advisory Committee has no objection to the Secretary-General's proposal.**

22. According to the Secretary-General, the total revised requirements for 2009 are estimated at $16,778,700. Based on the actual expenditure for 2008 and the unspent balance of funds as at 31 December 2008 ($11,937,900), the net additional requirements for UNMIN for 2009 would amount to $4,840,800.

23. The proposed staffing requirements reflect the assumption that all substantive personnel will be repatriated after July 2009 and that the remaining administrative staff will be gradually phased out during the liquidation period.

24. **While the Advisory Committee appreciates the role of the Mission in providing technical support to the Election Commission in the planning, preparation and conduct of the election of a Constituent Assembly in Nepal, it is nevertheless concerned at the lack of clear benchmarks and timelines for assessing the Mission's achievements in the current budget period.**

25. Upon request, the Committee was provided with additional information on the status of the United Nations Peace Fund for Nepal, which shows that the total available funding amounted to some $22.9 million, of which some $12.1 million had been spent as at 28 February 2009 for, inter alia, United Nations agencies supporting activities related to:

(a) Cantonments/reintegration: improving living conditions in the cantonment sites hosting the Maoist army; registration/verification and reintegration of combatants, late recruits and minors; disposal of mines and other unexploded devices;

(b) Elections/governance: technical advice and logistic support on elections/constitutional issues; assistance to restore Government authority at the local level;

(c) Security: restoration of law and order, especially in the countryside;

(d) Rights and reconciliation: assistance to initiatives related to transitional justice, national monitoring mechanisms of the peace process and local reconciliation.

VI. Special Envoy of the Secretary-General for the implementation of Security Council resolution 1559 (2004)

26. The Secretary-General indicates in his report that, in section XI, paragraph 4, of its resolution 63/263, the General Assembly requested him to revise the narrative and the logical framework of the budget of the Special Envoy of the Secretary-General for the implementation of Security Council resolution 1559 (2004), taking into account recent developments and the concerns raised by Member States, and to submit a report thereon to the General Assembly before the first part of its resumed sixty-third session.

27. The Secretary-General indicates that a review of the narrative and the logical framework for the Special Envoy for the implementation of Security Council resolution 1559 (2004) has been conducted, and the narrative and the logical framework have been revised as shown in his report. There are no resource implications resulting from the revision of the narrative and the logical framework for the Special Envoy.

28. **The Advisory Committee recommends that the General Assembly approve the revised narrative and logical framework for the budget of the Special Envoy of the Secretary-General for the implementation of Security Council resolution 1559 (2004) for the period from 1 January to 31 December 2009.**

VII. Recommendation

29. The Secretary-General's proposals for action to be taken by the General Assembly are set out in paragraph 83 of his report (A/63/346/Add.6). **The Advisory Committee recommends that:**

(a) **With regard to the revised budgets for the International Advisory and Monitoring Board, the International Independent Investigation Commission and the United Nations Mission in Nepal for the period from 1 January to 31 December 2009 contained in the Secretary-General's report (A/63/346/Add.6), the General Assembly approve the resources requested by the Secretary-General, subject to the observations and recommendations of the Advisory Committee as set out above. The Committee requests that the adjusted amount be provided directly to the General Assembly at the time of its consideration of the Secretary-General's proposals;**

(b) **The General Assembly defer action on the proposed budget for the United Nations Political Office for Somalia for 2009, with the exception of the proposal for the establishment of four posts for temporary additional security staff recommended by the Advisory Committee (see para. 16 above), pending submission at the second part of its resumed sixty-third session by the Secretary-General of an updated proposal;**

(c) **Taking into account the recommendations contained in paragraph 29 (a) and (b) above, the General Assembly appropriate the adjusted resources under section 3, Political affairs, and the proposed provision under section 35, Staff assessment, to be offset by a corresponding amount under income section 1, Income from staff assessment, of the programme budget for the biennium 2008-2009;**

(d) **The General Assembly take note of the balance of $24,615,300 under the appropriation for these missions for the biennium 2008-2009 based on actual expenditures incurred in 2008;**

(e) **The General Assembly approve the revised narrative and logical framework for the budget of the Special Envoy of the Secretary-General for the implementation of Security Council resolution 1559 (2004) for the period 1 January to 31 December 2009.**