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ADMINISTRATIVE AND BUDGETARY ASPECTS OF THE FINANCING OF THE UNITED NATIONS PEACE-KEEPING OPERATIONS

Report of the Secretary-General

INTRODUCTION

1. In his statement to the Fifth Committee on 13 October 1989, 1/ introducing his proposed programme budget for the biennium 1990-1991, 2/ the Secretary-General highlighted the challenges posed to the Organization by the expansion of its good offices for peace-making and of its peace-keeping role. This expansion has taxed the capabilities of the Organization to conceive, plan, direct, execute and administer peace-keeping operations at a time when retrenchments have already taken place.

2. The number of peace-keeping and related missions has increased significantly over the last year and a half 3/ and there are potential new missions under active consideration. Consequently, the Secretary-General has reviewed the current arrangements in the Secretariat for handling peace-keeping operations with a view to strengthening the units concerned and enabling them to meet the increased demands and with a view to improving the efficiency of the Secretariat in matters related to peace-keeping in general. This review is in line with the recommendation made in paragraph 8 of the report of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) of 14 November 1989 (A/44/725).

3. At the present stage, the Secretary-General has decided to, of fact and, as may be required, to recommend changes in four areas; he has reported accordingly to ACABQ and requested its concurrence. The first area relates to the establishment of a senior planning and monitoring group to plan for and monitor peace-keeping operations. The second area relates to the resources needed at Headquarters to provide managerial, legal, technical and administrative support, as well as substantive backstopping of peace-keeping operations. The third area relates to

the strengthening of the Office for Special Political Affairs. The fourth area relates to organizational changes within the Office of Programme Planning, Budget and Finance.

I. **ESTABLISHMENT** OF A SENIOR PLANNING AND MONITORING GROUP

4. The Secretary-General is establishing within the Secretariat a Senior Planning and Monitoring Group for the purpose of planning and monitoring all peace-keeping operations. The terms of reference for the Group will be announced shortly in a Secretary-General's bulletin. The Group will be chaired by the Secretary-General **or**, in his absence, by the Under-Secretary-General for Special Political Affairs. The Chef de Cabinet to the Secretary-General will participate in the work of the Group at his discretion. In addition to the Under-Secretary-General for Special Political Affairs, the membership of the Group will be the Under-Secretary-General for Special Political Questions, Regional Co-operation, Decolonization and Trusteeship; the Assistant Secretary-General, Executive Assistant to the Secretary-General: the **Assistant** Secretary-General for General Services; the Controller; and the Military Adviser to the Secretary-General. Heads of other organizational units and other senior officials will be co-opted to participate in the Group's activities as required: for example, in preparing contingency plans for possible peace-keeping activities in South-East Asia and Western Sahara, the Under-Secretary-General, Special Representative **of** the Secretary-General for Humanitarian Affairs in South-East Asia, or the senior official responsible for the proposed Western Sahara operation will participate.

5. The Senior Planning and Monitoring Group will have a subgroup on logistics planning. The subgroup, to be known as the Logistics Planning Subgroup, will be chaired by the Military Adviser to the Secretary-General and its membership will consist of the Director, Field Operations Division, Office of General Services, the Director, Recruitment and Placement Division, Office of Human Resources Management, and the Assistant Director for Peace-Keeping Matters and Special Assignments, Office **of Programme** Planning, Budget and Finance (see **para.** 15 below).

6. In addition to assisting the Secretary-General in planning for peace-keeping activities and monitoring current operations, the Group will also keep under review the organizational structure within the Secretariat that deals with **matters** related to peace-keeping operations and will make recommendations, as appropriate, to the Secretary-General.

II. **ARRANGEMENTS** FOR FINANCING, BACKSTOPPING AND SUPPORT OF PEACE-MAKING AND PEACE-KEEPING OPERATIONS

7. In the current programme budget and in the proposed programme budget for the biennium 1990-1991, provision is made under sections 1, **2A**, 3, 26 and 28 for core resources for managerial, legal, technical and administrative support and backstopping of peace-making and peace-keeping operations by the Executive Office of the Secretary-General, the Office for Special Political Affairs, including the Military Adviser to the Secretary-General, the Office of the Under-Secretary-General

for Political and Security Council Affairs, the Department for Special Political Questions, Regional Co-operation, Decolonization and Trusteeship, the Office of the Special Representative of the Secretary-General for Humanitarian Affairs in South-East Asia, the Office of Legal Affairs and the Department of Administration and Management. Historically, these core resources have been supplemented by temporary staff chargeable on an ad hoc basis, as overload posts, to the voluntary and separately assessed budgets of the various peace-keeping operations.

8. Overload posts for each peace-keeping operation are included in the budget proposal submitted after its establishment and in succeeding budget proposals as extensions of its mandate period are authorized. Overload posts already available to the offices concerned under the budgets of pre-existing peace-keeping operations are taken into account in determining the incremental overload post requirements generated by the new operation. As new operations have been established, however, such incremental addition of overload posts has led to a disproportionate distribution of the costs involved among the peace-keeping operations, and has highlighted the need to come up with some formula or basis that will more equitably represent and apportion the costs of overload posts among the various operations, while also permitting a more flexible response to changing requirements.

9. Given the dramatic increase in the number of good offices, peace-making and peace-keeping operations under way and in prospect, it seems clear that such supplementary support arrangements will continue to be necessary in the foreseeable future. The current system of providing for short-term staff positions chargeable to specific missions no longer seems an appropriate or efficient way in which to provide support for the core capacity of the offices concerned. Therefore, the Secretary-General informed ACABQ of his intention to include in all future budgets of peace-making and peace-keeping operations, financed by the peace-keeping assessments formula or voluntary contributions, a financial provision calculated on the basis of a percentage rate of the salaries and related costs of the civilian establishment in the mission area. Other costs of the operation, such as those of its military component, are not, at the present stage, being considered for the purpose of this calculation as it is felt that the administrative structures set up in the mission areas and included in the peace-keeping budgets, on average, may be providing the backstopping requirements of the military components deployed in the areas of operation. The income generated from the application of the percentage rate would be maintained in a separate account for support of peace-making and peace-keeping operations against which temporary posts would then be established. At the end of the financial period, any unencumbered balance would remain in the account for the purpose of providing assistance to the offices dealing with peace-keeping matters during periods of peak work-load, such as when new peace-keeping operations are being established. For example, during such periods, the Logistics Planning Subgroup of the Senior Planning and Monitoring Group would require logistical experts familiar with particular regions and planning, either on a contingency or an actual basis, for proposed new operations and the resources in the account for support of peace-making and peace-keeping operations could be utilized to acquire such expertise for short periods.

10. At the present stage, the Secretary-General requested the concurrence of ACABQ to the establishment only, with effect from 1 January 1990, of the "Account for

programme support of peace-making and peace-keeping operations", to be funded by credits transferred from the various peace-keeping budgets in amounts equal to the approved provisions for overload posts contained in each of the budgets, against which temporary posts representing approved overload posts would then be established. As he informed ACABQ, the Secretary-General will revert to the matter of establishing the percentage rate for programme support provision mentioned above when sufficient experience has been gained regarding the overall level of requirements needed for such support to peace-making and peace-keeping operations and will report to the General Assembly, through ACABQ, at the forty-fifth or forty-sixth session.

III. ADDITIONAL SUPPORT FOR **THE** OFFICE FOR SPECIAL POLITICAL AFFAIRS

11. A number of factors have greatly increased the work-load of the Office for Special Political Affairs during the past year. **Five** new peace-keeping operations **UNGOMAP**, **UNIIMOG**, **UNAVEM**, **UNTAG**, and, **most** recently, **ONUCA**, have been set up in 1988 and 1989 and have doubled the number of such operations previously in existence. As the rear link of **UNTAG** at Headquarters, the Office has been given responsibilities that extend beyond that operation's purely military aspects. A number of possible new peace-keeping operations elsewhere have reached the active planning stage. In addition, Member States' increased interest in peace-keeping, notably in the Special Committee on Peace-keeping Operations, is also making additional demands on the core capacity of the Office, especially in codifying existing peace-keeping practice and improving the planning for future operations. Draft resolution **A/SPC/44/L.6** and **Corr.1**, as orally revised, was adopted by the Special Political Committee on 2 November 1989 and calls for a number of new activities in this connection.

12. Given the scale of this increase in the work-load of the Office for Special Political Affairs and the likelihood that it will continue at an even higher level, the Secretary-General believes it appropriate to increase the level of support for the Office and to charge the increase to the new support account referred to above,

13. Given the high importance attached to peace-keeping by the members of the Security Council, by the parties to the conflicts concerned and by the Governments of troop-contributing States, together with the political sensitivity of many of the issues, much of the work of the Office for Special Political Affairs has to be handled at a very senior level. This includes negotiation with the Member States concerned, both in New York and in the field: visits of inspection to the operations in the field: briefing of visiting ministers, parliamentarians and others; public speaking; and co-ordination with the other senior officials involved at Headquarters. The Under-Secretary-General needs to be able to share this increased work-load with another official of sufficient seniority to be acceptable as his substitute in all the above functions and it is for this reason that the Secretary-General has proposed the creation of a post at the level of Assistant Secretary-General chargeable to the new support account. Because of the movement of staff in the overload posts as part of the ongoing effort to provide staff for existing and newly established missions, it is envisaged that enough savings would

accrue in this account to cover the costs of the proposed Assistant Secretary-General post, without requesting additional funds for the purpose at this time.

14. Accordingly, at the present stage the concurrence of ACABQ has been sought also for establishment of a support post, at the level of Assistant Secretary-General, in the Office for Special Political Affairs.

IV. ORGANIZATION OF BUDGET FUNCTIONS RELATING TO PEACE-MAKING AND PEACE-KEEPING

15. At present, financial provisions for good offices, peace-making and peace-keeping operations are made through voluntary contributions, peace-keeping assessments formula, as well as the regular budget of the Organization. Budget formulation, monitoring and control functions relating to operations financed by voluntary contributions and peace-keeping assessments formula (e.g., UNFICYP, UNTAG, etc.) are currently provided for under programme 2 (b) (Financial services relating to peace-keeping matters) of section 28B (Office for Programme Planning, Budget and Finance) of the proposed programme budget for the biennium 1990-1991. 4/ Equivalent functions relating to operations financed under the regular budget (e.g. UNTSO, UNMOGIP, ONWEN, etc.) are provided for under programme 3 (c) (Programme planning, budgeting and monitoring) of section 28B. Organizationally, therefore, responsibility for budget functions relating to good offices, peace-making and peace-keeping operations are now divided between the Financial Management and Control Division and the Programme Planning and Budget Division of the Office of Programme Planning, Budget and Finance in the Department of Administration and Management. Given the increasing volume of activity in this area, this sharing of responsibility within the Office of Programme Planning, Budget and Finance may no longer provide the most effective support for such activities. The Secretary-General proposed to adjust lines of responsibility within the Office of Programme Planning, Budget and Finance accordingly, beginning in January 1990, so as to ensure more comprehensive and integrated budget services for good offices, peace-making and peace-keeping and will keep ACABQ informed as this proposal is implemented.

Notes

1/ Official Records of the General Assembly, Forty-fourth Session, Fifth Committee, 11th meeting.

2/ Ibid., Forty-fourth Session, Supplement No. 6 (A/44/6/Rev.1).

3/ The United Nations Good Offices Mission in Afghanistan and Pakistan (UNGOMAP), the United Nations Iran-Iraq Military Observer Group (UNIIMOG) and the United Nations Angola Verification Mission (UNAVEM) were established in 1988 and the United Nations Transition Assistance Group (UNTAG) and the United Nations Observer Group in Central America (ONUCA) in 1989, in addition to the operations established in earlier years that have continued, namely the United Nations

Notes (continued)

Military Observer Group in India and Pakistan (**UNMOGIP**), the United Nations Truce Supervision Organization (**UNTSO**), the United Nations Peace-keeping **Force** in Cyprus (**UNFICYP**), the United Nations Disengagement Observer Force (**UNDOF**) and the United Nations Interim **Force** in Lebanon (**UNIFIL**)..

4/ Official Records of the General Assembly, Forty-fourth Session, Supplement No. 6 (A/44/6/Rev.1), vol. II.
