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Chairman: Mr. Elji (Vice-Chairman). (Syrian Arab Republic)
*Chairman of the Advisory Committee on Administrative
and Budgetary Questions:* Mr. Kuznetsov

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05-30630 (E)

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The meeting was called to order at 10.50 a.m.

Organization of work (A/C.5/59/1/Add.1)

1. **The Chairman** drew attention to a letter dated 29 March 2005 from the President of the General Assembly addressed to the Chairman (A/C.5/59/1/Add. 1), allocating agenda item 164, entitled "Financing of the United Nations Mission in the Sudan", to the Fifth Committee.

Agenda item 164: Financing of the United Nations Mission in the Sudan (A/59/756 and Corr.1 and A/59/768)

2. **Mr. Sach** (Acting Controller), introducing the report of the Secretary-General on the financing of the United Nations Mission in the Sudan for the period from 1 July 2004 to 31 October 2005 (A/59/756 and Corr.1), recalled that the Security Council, by its resolution 1590 (2005), had established the United Nations Mission in the Sudan (UNMIS) for an initial period of six months from 24 March 2005. The Secretary-General was requesting commitment authority of \$595.5 million gross, to be assessed on Member States in order to meet resource requirements for the period up to 31 October 2005, pending submission to the Assembly at its sixtieth session of a full budget for the two periods from 1 July 2004 to 30 June 2005 and from 1 July 2005 to 30 June 2006. The requested commitment authority took account of the amount already authorized by the Advisory Committee on Administrative and Budgetary Questions (ACABQ) and of the personnel and assets of the United Nations Advance Mission in the Sudan (UNAMIS) already on the ground. It would provide resources for the deployment of military observers, military contingent personnel and national and international staff as well as for the acquisition of equipment to set up the Mission in two headquarters and 11 sub-office locations, establish an aircraft fleet and replenish strategic deployment stocks at the United Nations Logistics Base at Brindisi.

3. The General Assembly was being requested to approve the establishment of a special account for UNMIS, to authorize the Secretary-General to enter into commitments in the amount of \$595.5 million gross for the period from 1 July 2004 to 31 October 2005, subject to the extension of the Mission by the Security Council, and to approve assessment of the

amount of \$497,873,300 for the period from 1 July 2004 to 23 September 2005 and of \$97,625,200 for the period from 24 September 2005 to 31 October 2005.

4. **Mr. Saha** (Vice-Chairman of the Advisory Committee on Administrative and Budgetary Questions), introducing the related report of the Advisory Committee (A/59/768), said that the financing being requested for UNMIS was separate and distinct from that provided for its predecessor, UNAMIS, which had been a special political mission financed under section 3 (Political affairs) of the programme budget.

5. The Secretary-General was seeking resources to cover immediate requirements and temporary posts for the period from 1 April to 31 October 2005. Subject to the caveats referred to in paragraph 5 of its report, the Advisory Committee recommended that the General Assembly should approve and assess the full amount of the requested commitment authority. It trusted that its comments on such areas as organizational structure, grade level of posts, delineation of functions, and the use of national staff would be fully taken into account during the preparation of the Mission's budgets.

6. The Advisory Committee welcomed the coordination and harmonization mechanism developed by the Mission with agencies, funds and programmes in the Sudan, which provided for an integrated list of priorities. It noted the intention to use local materials and contractors for the construction of hardwall accommodations and had requested that timelines be established for the completion of the numerous projects mentioned in the report of the Secretary-General. It stressed the need to maximize the potential for utilizing air transportation resources in the region and to explore other means of reducing the high cost. With regard to disarmament, demobilization, rehabilitation and reintegration (DDRR) programmes, it cautioned against making automatic provision to use assessed contributions for activities that were traditionally funded through voluntary contributions and urged instead coordination with funds and programmes to secure the necessary voluntary contributions.

7. **Ms. Udo** (Nigeria), speaking on behalf of the African Group, thanked Norway for hosting the recent Oslo donors' conference, which had resulted in pledges for over \$4.5 billion in aid for the Sudan. She hoped that those pledges would be rapidly translated into concrete resources, as the success of UNMIS depended

on their availability. Due note should be taken of the Sudan's strategic position in Africa and thus of the implications for the continent of any escalation in tensions. The African Group regarded the search for peace in the Sudan as a major priority and therefore welcomed the Secretary-General's proposals for the financing of UNMIS. It trusted that the Secretary-General would consider the relevant observations and recommendations of the Advisory Committee during the preparation of the comprehensive budget for the Mission.

8. The African Group agreed with the Advisory Committee's recommendation that the General Assembly should approve the Secretary-General's financing proposals and trusted that the Committee would rapidly conclude its deliberations on the item. The setting of medium- and long-term targets for increasing the recruitment of national staff and the proposal to organize specialized training for them would help the development of the local population, promote capacity-building, and enhance the image of the United Nations, while encouraging greater ownership of the programme by the local population. The proposal to use local materials and contractors to construct hardwall accommodations was also welcome.

9. In view of the Sudan's size, the African Group also understood the need to establish two headquarters, in Khartoum and Juba, as well as regional offices. Every effort should be made to ensure the proper coordination of their work in order to minimize duplication of efforts, and the Secretariat should intensify its efforts to fill temporary posts in order to ensure the Mission's smooth functioning. The African Group trusted that the comprehensive budget document to be submitted to the General Assembly at its sixtieth session would fully address the Mission's mandates, pursuant to Security Council resolution 1590 (2005).

10. **Mr. van den Bossche** (Belgium), speaking on behalf of the European Union, the acceding countries (Bulgaria and Romania), the candidate countries (Croatia and Turkey), the stabilization and association process countries (Albania, Serbia and Montenegro and the former Yugoslav Republic of Macedonia), and, in addition, Iceland, welcomed the efforts to promote local ownership of UNMIS and to ensure the transfer of knowledge through the recruitment of national staff. It looked forward to the report of the Secretary-General on options for UNMIS to provide assistance to the African Union in Darfur.

11. The European Union supported the Secretary-General's request for funds for the Mission, but shared some of the concerns of the Advisory Committee. It hoped to discuss UNMIS in greater detail after the full budget was submitted for consideration at the Assembly's sixtieth session. In the meantime, UNMIS posts should be temporary and be without prejudice to the Assembly's approval in October 2005. The Union welcomed the efforts being made to rationalize the use of aircraft with the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) and hoped that the practice would be maintained.

12. While the European Union supported the Secretariat's efforts to ensure a more integrated approach, it wondered why the structure of UNMIS differed so much from that of other peacekeeping missions and whether that difference would enhance cooperation on the ground without adding layers of administration and duplicating the efforts of humanitarian organizations. It agreed with the Advisory Committee that heads of UNMIS offices should be appointed at levels commensurate with their responsibilities. The regional offices seemed heavily staffed and the Union would welcome information about their functions and relationship with UNMIS headquarters in Khartoum. It would also welcome further details about the proposed disarmament and demobilization efforts. While it supported such activities, their financing mechanisms should take into account the presence of other actors on the ground. Such matters, however, should perhaps be addressed more generally at the second part of the resumed session, rather than in connection with a single peacekeeping mission.

13. **Ms. Taylor** (Australia), speaking also on behalf of Canada and New Zealand, said that UNMIS should be established as early as possible and given the logistical, financial and management resources to operate effectively. While she appreciated that it had not been possible to present a full budget submission in the time available, aspects of the Mission should be considered in greater detail and every effort made to identify efficiencies when preparing the full budget submission. The immediate focus of the delegations on whose behalf she spoke, however, was to ensure that the Mission had the necessary resources to implement its substantive mandate and they therefore supported the recommendations of the Secretary-General that

commitment authority should be provided without delay.

14. **Mr. Mustafa** (Sudan) said Sudan considered the adoption of Security Council resolution 1590 (2005) a milestone. His Government had put much effort and sacrifice into achieving peace in the south of the country, which had been in conflict for many years. Realization of that dream had been made possible by the efforts of the Intergovernmental Authority on Development (IGAD), the troika composed of the United States of America, the United Kingdom of Great Britain and Northern Ireland and Norway, and the troika's partners, Kenya and the African Union, led by Nigeria. His Government remained committed to further cooperation with UNMIS, to enable it to fulfil its mandate. It supported the request for action by the General Assembly contained in paragraph 37 of the report of the Secretary-General.

15. He commended the efforts being made to promote capacity-building and to give Sudanese society greater ownership of UNMIS by using local staff, contractors and materials. However, he was concerned by the reference in paragraph 19 of the report of the Secretary-General to "border demarcation and public administration". Speaking of border demarcation was inappropriate, outside the mandate of Security Council resolution 1590 (2005) and counter to the spirit of the Comprehensive Peace Agreement between north and south, which provided for a six-year interim period followed by a referendum and therefore sought to promote voluntary unity. The Secretariat must clarify the meaning of the terms it had used. If his delegation was dissatisfied with the explanation provided, it would request the deletion of the phrase from the report.

16. **Ms. Skåre** (Norway) said that her delegation supported the Secretary-General's request for commitment authority to cover the requirements for UNMIS up to 31 October 2005. The Mission was crucial to the successful implementation of the Comprehensive Peace Agreement. However, UNMIS could not succeed in a vacuum. Massive resources were required and Norway welcomed the pledges of more than \$4.5 billion made at the recent Oslo donors' conference, which had demonstrated the international community's commitment to achieving lasting peace in the region.

17. Norway joined the Advisory Committee in welcoming plans for increased recruitment of national staff for the Mission and also favoured the inclusion in the peacekeeping budgets of costs for the rehabilitation and reintegration of ex-combatants. Although it was prepared to support the use of contingency funds as reserves for possible shortfalls, it agreed with the European Union that the issue transcended that specific operation and required broader discussion. Lastly, it wished to stress the importance of close coordination between UNMIS and the African Union's mission in Darfur, as well as with the Joint Integrated Units to be established under the Peace Agreement.

18. **Mr. Ali Ahmad** (Syrian Arab Republic) said that his delegation supported the statement made by the representative of the Sudan. It welcomed the Comprehensive Peace Agreement and the establishment of UNMIS to support the implementation of its provisions. It also supported the allocation of the commitment authority requested by the Secretary-General, while recognizing that the Secretary-General and the Advisory Committee had not had sufficient time to prepare reports that included information on the Mission's legislative mandates.

19. The Syrian Arab Republic welcomed the medium- and long-term targets set for the increased appointment of local staff, which would contribute towards capacity-building and the transfer of expertise. It also welcomed the intention to use local resources and local contractors to construct accommodations. Although paragraph 19 of the Secretary-General's report stated that resources would be allocated for the use of consultants for border demarcation, his delegation had not found references to any such activity in the mandate of the Mission and would therefore welcome clarification from the Secretariat.

20. **Ms. Attwooll** (United States of America) said that her delegation had long been an active proponent of the establishment of a peacekeeping mission in the Sudan and therefore supported the Secretary-General's request for an initial assessment for UNMIS and looked forward to receiving a detailed budget proposal during the sixtieth session of the General Assembly. However, with respect to the proposed creation of a contingency fund for possible shortfalls in voluntary contributions to the Mission, the Secretariat should explain whether that practice had been followed for other peacekeeping missions or whether it was a new concept for the Assembly's consideration. The creation

of such a reserve might send a mixed message to potential donors at a time when active efforts were being undertaken to secure donor commitments for activities in the Sudan. It was unclear why a backup plan had been proposed in the absence of firm indications that pledges from the donor community would not be forthcoming. Her delegation was also troubled by the lack of clear guidance and policy concerning DDR and other humanitarian activities. The delineation of operational and financial responsibilities between United Nations peacekeeping missions and the wider United Nations community represented in war-torn countries was often unclear and raised questions about duplication of efforts and lack of progress due to poor communication and unclear direction.

21. **Mr. Yoo Dae-jong** (Republic of Korea) said his delegation recognized that UNMIS had undergone significant changes and looked forward to the Secretary-General's submission of more detailed budget proposals. It agreed with the Advisory Committee that the increased recruitment and specialized training of national staff was a positive development, both for UNMIS and for all peacekeeping operations. The use of local contractors and materials to construct accommodations, and the intention to hand over completed facilities to local authorities at the end of the Mission were also welcome.

22. As pointed out by the Advisory Committee in paragraph 6 of its report, there was some risk that the functions of the two Deputy Special Representatives might overlap. His delegation would therefore welcome an explanation of the benefits to be derived from the two-pillar model. It would also be grateful if the Secretariat could explore ways to streamline the organizational structure with a view to reducing personnel costs. The Advisory Committee was right to point out that the regionalization of aircraft use should be explored and utilized wherever possible, particularly given the number of other United Nations missions operating in and around the region. The Department of Peacekeeping Operations should therefore submit an in-depth study on the regional air transportation resources available.

23. **Mr. Kozaki** (Japan) said that his delegation supported the observations and recommendations contained in paragraphs 5 to 14 of the report of the Advisory Committee, particularly the need to rectify the top-heavy structure of the regional and subregional

offices. It looked forward to receiving a report on the implementation of the coordination and harmonization mechanism described in paragraph 10 of the report. As mentioned in paragraph 15 of the Advisory Committee's report, assessed contributions should not be used for activities that were traditionally funded through voluntary contributions. Lastly, his delegation requested the Secretary-General to take all necessary measures in UNMIS to ensure full compliance with the United Nations zero-tolerance policy on sexual exploitation and abuse.

24. **Mr. Elnaggar** (Egypt) said that his delegation would welcome specific, clear information about the meaning of the term "border demarcation and public administration", contained in paragraph 19 of the Secretary-General's report, especially with regard to the financial implications of those activities. It also wished to know the mandate for those activities and its connection with the provisions of Security Council resolution 1590 (2005), particularly paragraph 4 of the resolution. With respect to the Advisory Committee's report, his delegation would also welcome clarification of the concluding sentence of paragraph 15, in which the Committee cautioned against the principle of making automatic provision for the use of assessed contributions, and wished to know how that principle related to the activities of United Nations funds and programmes.

25. **Mr. Mumbey-Wafula** (Uganda) said that, as the current IGAD Chairman, Uganda welcomed the establishment of UNMIS and the Secretary-General's funding proposals and was committed to establishing a regional office in Entebbe. Uganda also wished to thank Norway for organizing the recent Oslo donors' conference and hoped that delegations would mirror the goodwill shown at the conference by ensuring a speedy resolution of the issues before the Committee.

26. **Ms. Wang Xinxia** (China) said that her delegation supported the establishment of UNMIS and believed that Security Council resolution 1590 (2005) should be implemented immediately. Her delegation also supported the Advisory Committee's recommendation that the use of local staff should be increased. China understood why the Secretary-General's report lacked detail at the current stage, but trusted that a fuller submission setting out the requirements in terms of human and other resources would be available shortly. However, the resource requirement outlined in the report of the Secretary-

General could not compromise the final decision of the General Assembly. Lastly, the concerns expressed by the representative of the Sudan with respect to paragraph 19 of the Secretary-General's report should be addressed.

27. **Mr. Pulido León** (Bolivarian Republic of Venezuela) said that while his delegation did not object to peacekeeping missions that were based strictly on the objectives established in the Charter of the United Nations, it was concerned at the Security Council's increasing tendency to create peacekeeping operations designed to deal with post-conflict situations by taking on tasks of reconstruction that were the responsibility of the States themselves. The General Assembly should examine the way complex operations functioned in order to determine whether they complied with their mandates. He wished to know why the Secretary-General's report contained requests for resources to purchase various items of arms and ammunition and for funds for the contracting of security services, since the General Assembly had approved the creation of a centralized Department of Safety and Security in December 2004.

28. Recalling the terms of resolution 1590 (2005), which set out the mandate of UNMIS, he asked where the Advisory Committee had obtained the detailed information contained in paragraph 15 of its report regarding the provision for contingency funds to be used to cover a possible shortfall in areas traditionally funded through voluntary contributions. He would be grateful if the Secretariat could indicate why that information had not been provided to Member States. Moreover, as the General Assembly had never pronounced itself on the use of assessed peacekeeping contributions as a reserve, he would be grateful if the Secretariat could indicate the mandate for its request. Lastly, his delegation wished to associate itself with the request made by the representative of the Sudan with respect to paragraph 19 of the Secretary-General's report.

29. **Mr. Sena** (Brazil), speaking also on behalf of Argentina, said that the two delegations shared the concern expressed by the representative of Nigeria on behalf of the African Group for the development of the population in the Mission area. Regarding the proposal to use assessed contributions to fund some disarmament and demobilization activities, they agreed that more predictable resources should be provided for such activities.

30. **Mr. Sach** (Acting Controller) said that the request for commitment authority had been prepared within a very short time frame. Delegations had highlighted four main areas of concern: the structure of the Mission; the staffing of regional/subregional offices; the funding arrangements for disarmament and demobilization activities; and the language of paragraph 19 of the Secretary-General's report (A/59/756). With regard to the first of those concerns, he could assure delegations that the Administration would carefully examine the provisional organizational chart. However, the two posts of Deputy Special Representative of the Secretary-General would most likely be maintained at the Assistant Secretary-General level, since their respective areas of responsibility, political and humanitarian affairs, were the Mission's two main pillars.

31. The proposal that each regional/subregional office should be headed by a D-1 reflected the size of the offices, which would have approximately 100 staff, and the level of responsibility and authority that would be delegated to them. The Administration had, however, taken note of the Advisory Committee's recommendation in paragraph 8 of its report and would review the level of the head of each regional/subregional office based on the workload, size and functions of the office.

32. There were precedents for using assessed contributions to fund disarmament and demobilization activities: the budgets of the missions in Haiti and Liberia had each included a provision for that purpose. The estimated resource requirements for UNMIS included an amount of \$5.3 million for disarmament and demobilization, which would be assessed only in case of a shortfall in voluntary contributions. Sufficient funds were expected to be received to finance disarmament and demobilization activities to be carried out with the Government and the Sudan People's Liberation Movement/Army (SPLM/A), the two main parties to the Comprehensive Peace Agreement. It might be difficult, however, to fund such activities in the south of the country, since the militia forces there had not signed the Agreement. Disarmament and demobilization were vital for the successful implementation of the mandate approved by the Security Council and it was therefore important to ensure that adequate funds were available.

33. He regretted the use of the misleading term "border demarcation" in paragraph 19 of the Secretary-

General's report (A/59/756). What was envisaged was the provision of assistance with land demarcation with a view to resolving local disputes about private and group property ownership that might arise owing to the return of displaced persons to their homes. A consultant would be engaged at a cost of \$12,000 to provide expert technical advice, including research into historical ownership and/or physical surveys of tracts of land, to the parties to such disputes for the purpose of assisting them in allocating farming, grazing and riparian rights. As to the mandate for providing such assistance, Security Council resolution 1590 (2005) was very broad. In paragraph 3, the Secretary-General was requested to provide good offices and political support for the efforts to resolve all ongoing conflicts in the Sudan, while in paragraph 4 (b), the Mission was instructed to facilitate and coordinate, within its capabilities and in its areas of deployment, the voluntary return of refugees and internally displaced persons.

34. Lastly, concerning the provision for security service contracts (A/59/756, para. 25), he emphasized that, notwithstanding the decision to establish the new Department of Safety and Security, which would be responsible for coordinating United Nations security operations worldwide, the security requirements of peacekeeping missions and special political missions would continue to be funded from within the resources of those missions. In the case of UNAMIS, a private security firm had been contracted to provide guard services at Mission headquarters, which was located in a hotel. The same firm was to assist UNMIS with its move to a new headquarters building. He would provide any further clarification necessary in informal consultations.

35. **Mr. Saha** (Vice-Chairman of the Advisory Committee on Administrative and Budgetary Questions) said that the Advisory Committee, too, had questioned the use of the term "border demarcation" in the Secretary-General's report. The explanation provided by the Department of Peacekeeping Operations was in line with that just given by the Acting Controller. He suggested that the relevant information should be provided to delegations in writing.

36. The estimate for security and safety equipment reflected the acquisition of fragmentation jackets and helmets for military and civilian personnel, walk-through metal detectors, baggage scanners and hand-

held metal detectors for the Mission's offices and for airfields operated by UNMIS, personal weapons for security officers and light machine guns for close protection, evidence lockers, accident investigation kits, anti-bugging devices, closed-circuit cameras, ammunition, teargas shells and level 4 body armour. The estimate also reflected the purchase of equipment required under the Minimum Operating Security Standards, including ammunition, body bunker ballistic shields, metal detectors and signal flares for the protection of United Nations personnel, property and premises. Again, it might be helpful to provide that information in writing.

37. The Secretary-General's report had not specified how many members of the allied militia forces were to be disarmed and demobilized or how many women, disabled persons and veterans were to be provided with assistance. That information had been provided by the Department of Peacekeeping Operations. The Advisory Committee had asked for the figures so as to gain a better understanding of the basis for the resource request, in accordance with its usual practice. As the Advisory Committee stated in paragraph 15 of its report, the General Assembly had never pronounced itself on the use of assessed peacekeeping contributions for disarmament and demobilization activities. The Advisory Committee always enquired about the involvement in such activities of specialized agencies, funds and programmes and about their expenditure thereon with a view to obtaining a clearer picture of the actual resources needed.

38. **Mr. Elnaggar** (Egypt) said that the clarification provided with respect to paragraph 19 of the Secretary-General's report (A/59/756) was confusing and inadequate. The idea that the Mission's mandate included assistance with the resolution of local land disputes required a very broad interpretation of Security Council resolution 1590 (2005). Furthermore, it was not clear to his delegation what expertise would be required in order to provide such assistance. If the term "border demarcation" had been used in error, the Secretariat should issue a corrigendum. The General Assembly could not approve the requested resources without clear language indicating how those funds were to be spent.

39. **Mr. Simancas** (Mexico) expressed concern about the plan to use assessed contributions to make up the projected shortfall in voluntary contributions for disarmament and demobilization activities. As the

Acting Controller had stated, the militia forces in southern Sudan were not bound by the Comprehensive Peace Agreement. That was a political problem which must be addressed by political means.

40. **Mr. Mustafa** (Sudan) said that his delegation shared the concerns expressed by the representative of Egypt with regard to the language of paragraph 19, which did not accurately reflect the activities that were to be carried out by UNMIS. Clearly, the use of the term “border demarcation” was an error and his delegation could not agree to its retention in the report. The problem was a serious one, since the issue had wide political ramifications.

41. **Mr. Alarcón** (Costa Rica) said that the information provided by the Acting Controller regarding the funding arrangements for disarmament and demobilization activities should be distributed to delegations in writing.

42. **Ms. Udo** (Nigeria), speaking on behalf of the African Group, said that the language of paragraph 19 could perhaps be brought into line with that of Security Council resolution 1590 (2005). The Group would appreciate further clarification from the Advisory Committee about the provision made for DDR programmes in the budgets of other African peacekeeping missions. Member States had witnessed the very positive impact of such programmes on the situation in Liberia. The comparison with Côte d’Ivoire, where no assessed contributions had been available for DDR, was most instructive. Clearly, peace could not be built in a vacuum and the situation in southern Sudan must be addressed. Member States had raised other sensitive issues that required careful consideration. Nevertheless, she hoped that the Committee would conclude its consideration of the Secretary-General’s report as quickly as possible so that the General Assembly could approve the requested resources by the end of the week. She emphasized that the Committee was dealing with a commitment authority request and that more substantive issues could be taken up at the second part of the resumed session in May. The Group appreciated that it would not be feasible for the Secretariat to provide written answers to the questions posed by delegations before the Committee took action on the report. However, it trusted that the information requested would be provided prior to the commencement of the second part of the resumed session.

43. **Mr. Sach** (Acting Controller) said that the language of paragraph 19 would be the subject of a corrigendum and that the term “border demarcation” would be deleted. While the militia forces in southern Sudan were not parties to the Comprehensive Peace Agreement, the Agreement did provide for DDR activities in that region.

The meeting rose at 12.25 p.m.