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Proposed programme budget for the biennium 2016-2017

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

Thematic cluster II: sanctions, monitoring teams, groups and panels

Organization for the Prohibition of Chemical Weapons-United Nations Joint Investigative Mechanism

Eighteenth report of the Advisory Committee on Administrative and Budgetary Questions on the proposed programme budget for the biennium 2016-2017

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered an advance version of 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 (thematic cluster II, Organization for the Prohibition of Chemical Weapons-United Nations Joint Investigative Mechanism) (A/70/7/348/Add.7 and Corr.1). During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 25 November 2015.

2. The main report of the Secretary-General (A/70/348) provides an overview of the proposed resource requirements for 2016 for 35 special political missions and related cross-cutting issues, and the five addenda to the main report cover the specific requirements for thematic clusters I to III and the two largest missions, the United Nations Assistance Mission in Afghanistan (UNAMA) and the United Nations Assistance Mission for Iraq (UNAMI) (A/70/348/Add.1-5). Issues of a cross-cutting nature pertaining to all special political missions will be dealt with in



the main report of the Advisory Committee (A/70/7/Add.10), while the budget proposals for thematic clusters I to III and UNAMA and UNAMI will be presented in its related reports (A/70/7/Add.11-15). The budget proposal of the Secretary-General for the Office of the Special Envoy of the Secretary-General for Yemen (cluster I) is contained in a separate addendum (A/70/348/Add.6),¹ and the related report of the Committee will be issued as document A/70/7/Add.16.

3. The Advisory Committee recalls that a biennial provision of \$1,124.4 million for special political missions was included in section 3, Political affairs, of the Secretary-General's proposed programme budget for 2016-2017 (see A/70/6 (Sect. 3), paras. 3.96-3.100). The comments and recommendations of the Committee on the level of the biennial provision, in particular a proposed reduction of \$6 million attributed to "efficiencies" (see A/70/7, para. II.3 (c)), will be included in its main report (A/70/7/Add.10), along with other cross-cutting issues relating to the proposed resource requirements, including air operations, travel and security arrangements, as well as ratios for, inter alia, vehicles and computing devices.

II. Mandate and resource requirements for 2016

A. Background and mandate

4. In his report, the Secretary-General indicates that the Security Council, in its resolution 2235 (2015), established for one year, until 30 September 2016, with a possibility of future extension if deemed necessary, the Organization for the Prohibition of Chemical Weapons (OPCW)-United Nations Joint Investigative Mechanism. The initial activities of the Mechanism from 1 October to 31 December 2015 were funded under the commitment authority of the Secretary-General pursuant to the provisions of General Assembly resolution 68/249 on unforeseen and extraordinary expenses for the biennium 2014-2015, in the amount of \$1,051,200, including the establishment of 21 temporary positions.

5. The Secretary-General also indicates in his report that the mandate of the Mechanism is to identify, to the greatest extent feasible, individuals, entities, groups or Governments who were perpetrators, organizers, sponsors or otherwise involved in the use of chemicals as weapons, including chlorine or any other toxic chemical, in the Syrian Arab Republic where the OPCW fact-finding mission determines or has determined that a specific incident in the Syrian Arab Republic involved or likely involved the use of chemicals as weapons, including chlorine or any other toxic chemical. The Mechanism will work with a number of United Nations departments,² as well as the United Nations country team in the Syrian Arab Republic, as necessary, and OPCW, and will also coordinate with other partner organizations, including the World Health Organization (WHO) and the International Criminal Police Organization (INTERPOL), as appropriate (see A/70/348/Add.7 and Corr.1, paras. 1-8).

¹ The Secretary-General provides the explanation for the separate addendum in paragraph 10 of his report (A/70/348).

² Including the Office for Disarmament Affairs, the Department of Political Affairs, the Department of Safety and Security, the Office of Legal Affairs and the Department of Field Support.

6. With respect to the cooperation with OPCW, the Advisory Committee was informed upon enquiry that the Mechanism would work closely with that organization in information-sharing and coordination at both the working and senior levels, in accordance with resolution 2235 (2015), in which the Security Council requested the Secretary-General, in coordination with the Director General of OPCW, to submit to the Council, for its authorization, recommendations, including elements of terms of reference, with respect to the establishment and operation of the Mechanism. The Committee was also informed that, in accordance with the resolution, OPCW would collaborate with the Mechanism to provide full access to all the information and evidence obtained or prepared, including but not limited to medical records, interview tapes and transcripts and documentary material, relating to allegations that were subject to the investigation. In addition, the Committee was informed that the Mechanism would work independently and would not report, in any capacity, directly to OPCW, but only to the Security Council, through the Secretary-General, in accordance with the provisions of the resolution (see also para. 16 below).

B. Resource requirements for 2016

7. The report of the Secretary-General provides an overview of the Mechanism's planning assumptions and resource requirements for 2016, which amount to \$5,030,800 (net) (ibid., paras. 13-18). In addition to those resources, a trust fund has been established by the Secretary-General to be used to meet the material and technical needs of the Mechanism (see para. 18 below).

Table 1

Financial resources

(Thousands of United States dollars)

	<i>Requirements for 2016</i>
	<i>Total</i>
Civilian personnel costs	3 759.9
Operational costs	1 270.9
Total	5 030.8

1. Civilian personnel

8. The provision of \$3,759,900 under civilian personnel would provide for 27 general temporary assistance positions for nine months to assist with the implementation of the Mechanism's mandate, as shown in table 2.

Table 2
Positions

	<i>Professional and higher categories</i>								<i>General Service and related categories</i>		<i>National staff</i>				<i>United Nations Volunteers</i>	<i>Total</i>
	<i>USG</i>	<i>ASG</i>	<i>D-2</i>	<i>D-1</i>	<i>P-5</i>	<i>P-4</i>	<i>P-3</i>	<i>P-2</i>	<i>Subtotal</i>	<i>Field/ Security Service</i>	<i>General Service</i>	<i>Total inter-national</i>	<i>National Professional Officer</i>	<i>Local level</i>		
Proposed 2016	–	1	2	2	5	8	3	–	21	–	6	27	–	–	–	27

9. The Advisory Committee was informed that the Mechanism comprised an independent, three-member leadership panel, headed by an Assistant Secretary-General and two Deputies at the D-2 level, who would oversee the Political and Investigation Offices on substantive matters. A Chief of Staff (D-1), who was not part of the leadership panel, would oversee all components with respect to administrative matters. The Mechanism is supported by Professional and General Service staff. Upon request, the Committee was provided with an organization chart for the Mechanism (see annex I) and a detailed description of the proposed positions (see annex II), which are summarized below. The Mechanism's three components would comprise:

(a) A Political Office, based in New York, which would provide political analysis, legal advice, scientific advice, media relations and administrative support and would comprise five positions (2 P-5, 1 P-4, 1 P-3 and 1 General Service (Other level)) and one P-4 position to be based in Damascus;

(b) An Investigation Office, based in The Hague, which would provide chemical and medical analysis, forensics, military ordnance analysis, investigation and information analysis and would comprise 10 positions (1 D-1, 3 P-5, 4 P-4 and 2 General Service (Other level));

(c) A Planning and Operations Support Office, based in New York, which would provide support to the political and investigation components and would comprise eight positions (2 P-4, 2 P-3 and 4 General Service (Other level)).

10. The Advisory Committee notes that administrative support for human resources, travel assistance and accounting functions at the Planning and Operations Support Office would be provided by a total of six General Service (Other level) positions (see also annex II). Upon enquiry, the Committee was informed that one position of Team Assistant (G-5) would support the leadership panel, one position of Team Assistant (G-5) would support the Political Office, and one position of Administrative Assistant (G-5) and one position of Information Management Assistant (G-6) would support the Investigation Office. Furthermore, two G-6 positions would be located in the Planning and Operations Support Office: that of Human Resources Assistant, providing administrative support for human resources and travel assistance, and that of Administrative Assistant, providing support on budgetary and financial matters.

11. The Advisory Committee considers that the positions of Human Resources Assistant and Administrative Assistant would both provide administrative support with somewhat duplicative functions. **Therefore, the Advisory Committee is of the view that, given the relatively small size of the Planning and Operations**

Support Office in New York and of the Mechanism overall, one General Service (Other level) position should be sufficient to ensure the adequate provision of administrative and related support for staff at all levels, and that any related non-post resources should be adjusted accordingly.

12. The Secretary-General notes that no vacancy factor has been applied to the Mechanism, as it was expected that the required positions would be fully encumbered by January 2016 (*ibid.*, para. 17). Upon enquiry, the Advisory Committee was informed that as at 6 November 2015, 10 staff were on board, financed under the above-mentioned commitment authority; 11 candidates had been selected, pending release from their parent organizations or the finalization of the relevant contractual agreements; and six positions remained unfilled, but candidates were expected to be brought on board by 1 January 2016. The Committee was also informed that staff to be based in The Hague had been identified, pending the finalization of contractual agreements between the United Nations and the candidates' parent organizations, including OPCW, WHO and INTERPOL. In instances in which a Secretariat staff member maintained a lien on her or his post while on temporary assignment with the Mechanism, the vacated post would be filled in the parent office temporarily, for the duration of the assignment. In addition, with respect to those staff hired prior to 1 January 2016, the Committee was informed that the appointment conditions were subject to the approval of the necessary funding for an initial period through 31 December 2015, with the possibility of extension for the period from 1 January to 30 September 2016 should the proposed resource requirements be approved.

2. Operational costs

13. The Advisory Committee was also provided with information on the projected requirements for operational costs for the Mechanism for 2016, as shown in table 3.

Table 3

(Thousands of United States dollars)

<i>Category of expenditure</i>	<i>Total requirements</i>	<i>Non-recurrent requirements</i>
Operational costs		
1. Facilities and infrastructure	1 118.6	915.9
2. Communications	18.5	10.4
3. Information technology	123.7	81.2
4. Supplies and materials	10.1	–
Total	1 270.9	1 007.5

14. The Advisory Committee notes from information provided to it that the requirements under facilities and infrastructure would include resources for the acquisition of office furniture (\$227,900), the rental of premises (\$202,700) and the alteration and renovation of offices in New York and The Hague (\$688,000). In that connection, the Committee was informed upon enquiry that the Mechanism was finalizing negotiations with OPCW on a sublease agreement for office space at OPCW headquarters in The Hague at a nominal rent that would include the provision of office furniture; heating, water, gas and electricity; and regular

maintenance and cleaning. The Committee was also informed that, accordingly, the proposed financial resource requirements for 2016 did not include the rental of premises in The Hague.

15. Furthermore, the overall material and technical requirements include resources for personal protective equipment, special communications, security and safety equipment, armoured cars, interpreters, drivers and additional security staff to support each vehicle while travelling within the Syrian Arab Republic. In that connection, the Advisory Committee was informed upon enquiry that some of the aforementioned equipment was already on the ground in the Syrian Arab Republic as a result of the previous joint mission and would be used when appropriate.

16. The Secretary-General indicates in his report that the effective functioning of a confidential security system would involve, inter alia, the development and implementation of a records management system within a robust information security regime to be applied to all information obtained or generated by the Mechanism in the conduct of its work (ibid., table 1, indicator of achievement (b)). In that connection, with respect to the requirements for communications and for information technology,³ the Advisory Committee was informed that those resources were required primarily to ensure the independent nature of the Mechanism, including the establishment of a secure network and related information management protocols. The Committee was also informed upon enquiry that the Mechanism had been maintaining liaison with the Department of Field Support, the Department of Peacekeeping Operations, the Office of Information and Communications Technology and OPCW on the development of such a network with strict access controls so as to ensure that information was strictly segregated between OPCW and the Mechanism. In addition, the Department of Safety and Security had provided relevant advice and assistance.

17. The Advisory Committee recommends the approval of the operational costs proposed by the Secretary-General, subject to its recommendation in paragraph 11 above.

3. Extrabudgetary resources

18. The Secretary-General indicates that extrabudgetary resources in the amount of \$5 million were estimated for the period from 1 January to 30 September 2016 to be used to meet material and technical needs to support the implementation of the Mechanism's mandate (ibid., para. 18). Upon enquiry, the Advisory Committee was informed that it was currently estimated that the Mechanism would have secured 50 per cent of the necessary extrabudgetary funding by December 2015. Specifically, the costs related to the deployment of staff, including travel, translation and interpretation services, and secure modes of transportation within the Syrian Arab Republic and other countries, as required, would be covered through the use of extrabudgetary resources only, and therefore no resources to fund travel requirements had been included as part of the regular resources proposed for 2016.

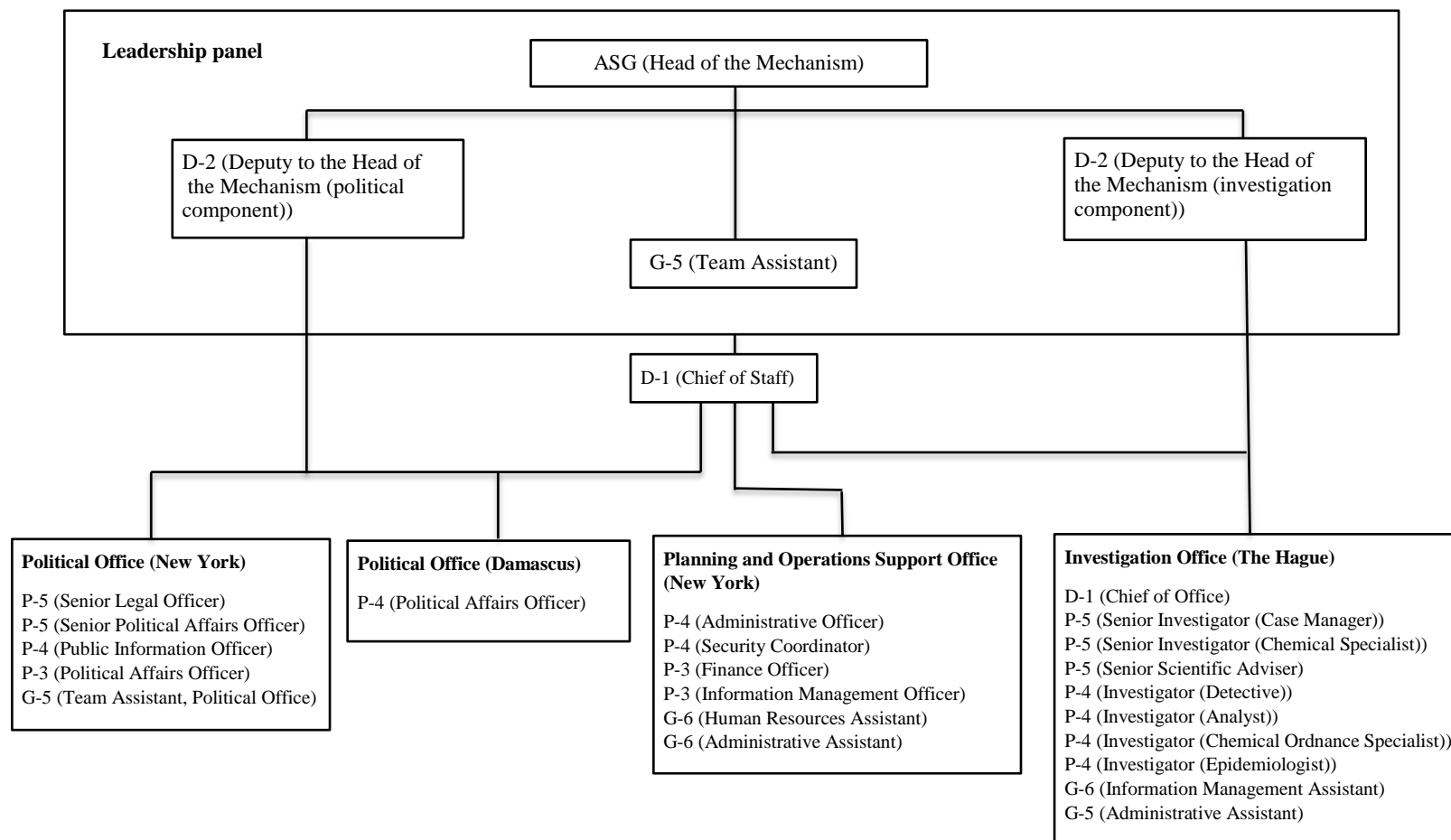
³ Specifically, the acquisition of communications equipment (\$10,400) and commercial communications (\$8,100) and the acquisition of information technology equipment (\$81,200) and information technology services (\$42,500),

III. Recommendations for action required of the General Assembly

19. The resource requirements for the Organization for the Prohibition of Chemical Weapons-United Nations Joint Investigative Mechanism (thematic cluster II), which are set out in paragraphs 21 (a) and (b) of the Secretary-General's report (A/70/348/Add.7 and Corr.1), are not included in the estimate of \$566,321,700 net for the 35 continuing missions contained in the main report of the Secretary-General (A/70/348). The Advisory Committee notes that if the requirements for the Mechanism were included, the total overall estimated requirements for 2016 would amount to \$571,352,500 net for a total of 36 special political missions, which comprise 35 continuing missions and this new mission. The Committee recommends the approval of the Secretary-General's proposal for the resource requirements for 2016 for the Mechanism, subject to the recommendations contained in paragraphs 11 and 17 above, as well as the recommendations in the main report of the Advisory Committee (A/70/7/Add.10).

Annex I

Organization chart for the Organization for the Prohibition of Chemical Weapons-United Nations Joint Investigative Mechanism



Abbreviation: ASG, Assistant Secretary-General.

Annex II

Proposed staffing requirements for the Organization for the Prohibition of Chemical Weapons-United Nations Joint Investigative Mechanism^a

Leadership panel (New York)

(a) The Head of the Organization for the Prohibition of Chemical Weapons (OPCW)-United Nations Joint Investigative Mechanism (Assistant Secretary-General) would be responsible for all the overall direction, supervision and management of the activities of the Mechanism, providing authoritative analysis and assessment of developments for policy guidance and decision-making purposes, and would act as focal point on such matters between the United Nations, OPCW and Member States. The incumbent would carry out appropriate advocacy work to advance the implementation of Security Council resolution 2235 (2015);

(b) The Deputy to the Head of the Mechanism (political component) (D-2) would be responsible for the political component of the Mechanism and contribute to the formulation of the Mechanism's overall strategies and policies, as well as act in an advisory capacity to the Head of the Mechanism. The incumbent would oversee the management of activities carried out by the Political Office and coordinate work in the political component and with partner organizations, donors and agencies, as appropriate. The incumbent would also formulate and implement the substantive programme of work of the Mechanism for the political component under his or her supervision;

(c) The Deputy to the Head of the Mechanism (investigation component) (D-2) would be responsible for the investigation component of the Mechanism and contribute to the formulation of the Mechanism's overall strategies and policies, as well as act in an advisory capacity to the Head of the Mechanism. The incumbent would maintain liaison with partner organizations and national law enforcement authorities on matters relating to the investigation component. The incumbent would also formulate and implement the substantive programme of work of the Mechanism for the investigation component under his or her supervision;

(d) The Chief of Staff (D-1)^b would assist the leadership panel in the management of activities carried out by the Mechanism and ensure that the activities are carried out in a timely fashion. The incumbent would ensure the effective and efficient day-to-day functioning of the Mechanism, as well as its integrated and coherent functioning across all areas, components and locations. He or she would also coordinate with OPCW and other partner organizations, as well as with relevant Secretariat stakeholders, as appropriate, and oversee the programmatic/administrative tasks necessary for the functioning of the Mechanism, including oversight of the preparation of budgets, as well as reporting on budget/programme performance;

^a Information provided by the Secretariat.

^b The Chief of Staff (D-1) is not a substantive part of the leadership panel, but provides administrative supervision with respect to the Mechanism's three components (see annex I).

Political Office (New York)

(e) The Senior Political Affairs Officer (P-5) would provide support to the leadership panel and analyse implications and make recommendations with respect to possible strategies/measures related to the work of the Mechanism, as well as identify emerging issues pertaining to the mandates of the Mechanism. The incumbent would also oversee political reporting, provide supervision and contribute to the preparation of reports, briefing notes, talking points and statements for the Mechanism, as required;

(f) The Senior Legal Officer (P-5) would serve as the legal adviser to the Mechanism and be responsible for handling a wide range of highly complex and often sensitive and/or legal matters. The incumbent would provide authoritative legal advice on a diverse range of highly complex or substantive and procedural questions of law. The incumbent would also advise and supervise the review, negotiation and drafting of major contracts, agreements, indictments, institutional and operational modalities, legal submissions/motions and other legal documents;

(g) The Public Information Officer (P-4) would develop and implement a media strategy related to the Mechanism, as well as work with United Nations departments and offices and partner organizations on public information issues, as necessary. The incumbent would also provide advice and expertise to the leadership panel and senior officers in the Political and Investigation Offices of the Mechanism and assist in handling media-related queries;

(h) The Political Affairs Officer (P-4) would be based in Damascus to provide up-to-date information to the leadership panel regarding substantive political matters and would make recommendations on actions to take. The incumbent would also support the leadership panel and staff of the Investigation Office in the event of any official mission to the Syrian Arab Republic;

(i) The Political Affairs Officer (P-3) would assist the Senior Political Affairs Officer, including reviewing and monitoring political developments in the Syrian Arab Republic and the region. The incumbent would prepare analytical reports and papers on matters of concern to the Mechanism, as well as drafting briefing notes, background papers, talking points, speeches and other correspondence for the leadership panel;

Planning and Operations Support Office (New York)

(j) The Administrative Officer (P-4) would provide advice on conditions of service, duties and responsibilities and privileges and entitlements under the Staff Regulations of the United Nations and Staff Rules. The incumbent would lead, oversee and coordinate the preparation and implementation of the programme of work and the budget to ensure compatibility with work priorities and objectives, taking into account the most effective use of resources. The incumbent would also monitor and control budgetary allocations through regular reviews, draft routine and ad hoc outputs, and provide effective monitoring reports and data. He or she would implement and monitor support services, including the procurement of supplies and services; transport, travel and traffic, communications, engineering and information technology support; and office space and the provision of local utilities and service requirements, as well as providing advice in the areas of human resources and financial administration;

(k) The Security Coordinator (P-4) would serve as principal adviser to the Head of the Mechanism on all aspects of security risk management and crisis preparedness for the Mechanism and would advise the Mechanism leadership on responsibilities relating to the safety and security of the personnel employed by the Mechanism. The incumbent would monitor and assess the security situation in the Syrian Arab Republic and neighbouring countries as it pertains to Mechanism operations and also prepare briefs, notes, assessments, after-action reports and recommendations on security issues. The incumbent would also facilitate security coordination, planning and preparation between the United Nations, the host Government and de facto authorities to support Mechanism field operations. He or she will ensure that Mechanism personnel are properly trained prior to Mechanism field operations and regularly briefed on the evolving security situation;

(l) The Information Management Officer (P-3) would manage projects involving requirements-gathering, feasibility studies, business analysis, application design and the development, implementation and deployment of moderately complex systems. The incumbent would lead the design, installation and commissioning of the Office's local area network and draft specifications and standards for the Office with respect to PCs, peripherals, network equipment/appliances and connectivity. He or she would also develop and maintain computer programs that require the integration of many interrelated systems, as well as ensuring appropriate data security, consistency and access controls;

(m) The Finance Officer (P-3) would track financial progress and monitor expenditures to ensure that they remain within authorized levels. The incumbent would produce financial related reports for the Mechanism in coordination with the Office of Programme Planning, Budget and Accounts;

(n) A total of four General Service (Other level) positions would provide support to the Planning and Operations Support Office in New York: two G-6 positions that would provide administrative support for human resources, travel assistance and accounting and two G-5 positions that would provide a wide range of administrative, accounts, research and technical support to the Political Office as well as office support to the leadership panel;

Investigation Office (The Hague)

(o) The Chief of the Investigation Office (D-1) would support the Mechanism in the planning, coordination, direction and management of the programme of work of the Office to promote the effective investigation of relevant information that will support the overall mandate of the Mechanism. The incumbent would also advise the leadership panel on policy matters concerning the work of the Office, with emphasis on the technical and political implications and consequences of planned action or activities. The incumbent would also coordinate the analysis of information provided by the OPCW fact-finding mission or other sources available to the Mechanism, as well as examining the investigation products developed by the Office and coordinating and collating the information into reports to be used by the Mechanism in the fulfilment of its mandate;

(p) The Senior Investigator (Chemical Specialist) (P-5) would analyse information provided by the OPCW fact-finding mission or other sources available to the Mechanism, as well as examining chemical data and other information relevant to the work of the Mechanism. The incumbent would identify leads to specific chemicals

in terms of synthesis routes, identifying raw materials and precursors. The incumbent would also identify leads in available information to the weaponization of toxic chemicals and methods of delivery and match the identity of those chemicals. He or she would also prepare a list of equipment required for sample collection and sample transport and verify the type of chemical weapons fill;

(q) The Senior Investigator (Case Manager) (P-5) would lead and supervise teams of investigators, coordinate investigative activities and evaluate assigned investigations. The incumbent would define the parameters of and timetables for investigations and provide advice on the investigative tools and resources to be employed. He or she would also provide policy advice in relation to investigation strategy and develop or contribute to the development of investigation policy, as well as creating and maintaining a case activity list of active and open investigations for priority-setting and overall case management by the leadership panel;

(r) The Senior Scientific Adviser (P-5) would analyse the implications of and make recommendations on possible strategies, methodologies and measures related to the work of the Mechanism. The incumbent would identify emerging issues pertaining to the mandates of the Mechanism. He or she would also provide authoritative scientific advice on a diverse range of highly complex or novel substantive and procedural questions relevant to the Mechanism;

(s) The Investigator (Epidemiologist) (P-4) would ensure compliance with established procedures and policies, resulting in the provision of thorough, accurate and well-written contributions and analysis. The incumbent would provide advice to the Mechanism leadership and the Chief of the Office on the parameters of and timetables for investigations, as well as advice relating to investigation strategies, and contribute to the development of investigation methodology. The incumbent would maintain a case activity list for priority-setting and overall case management and conduct epidemiological/clinical interviews and obtain statements. He or she would also review medical records and clinical interviews and ensure that all potential or relevant evidence, including in electronic format, is gathered and secured and that all necessary evidence chains are established and maintained;

(t) The Investigator (Chemical Ordnance Specialist) (P-4) would evaluate chemical weapons-related incidents as reported in work carried out by the OPCW fact-finding mission and provide analytical reports to support the work of the Mechanism with respect to the nature, composition, deployment and use of chemical weapons or industrial toxic chemicals used as weapons. The incumbent would provide technical briefings to the investigation teams on all relevant information pertaining to chemical weapons or toxic chemicals used as weapons and would also provide guidance to the investigation team on the specific military applications of chemical weapons;

(u) The Investigator (Analyst) (P-4) would conduct interviews, obtain statements and analyse information. The incumbent would create and maintain a case activity list for priority-setting and overall case management, as well as contribute to the preparation of complete and concise regular reports and other written contributions;

(v) The Investigator (Detective) (P-4) would plan, organize, conduct and manage investigations in accordance with the mandate of the Mechanism. The incumbent would provide advice to the Chief of the Office on the parameters of and

timetables for investigations and on investigation strategies, and contribute to the development of investigation methodology. He or she would also conduct interviews and obtain statements;

(w) Two General Service (Other level) positions (G-6 and G-5) would provide information systems/technology support and administrative support, respectively, for the Office.
