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**Financing of the United Nations peacekeeping forces in the
Middle East: United Nations Disengagement Observer Force**

Revised budget for the United Nations Disengagement Observer Force for the period from 1 July 2013 to 30 June 2014

Report of the Advisory Committee on Administrative and Budgetary Questions

Appropriation for 2013/14	\$48,019,000
Revised budget submitted by the Secretary-General for 2013/14	\$60,775,600
Recommendation of the Advisory Committee for 2013/14	\$60,654,500



I. Introduction

1. The recommendation of the Advisory Committee on Administrative and Budgetary Questions contained in paragraph 9 below would entail reductions of \$121,100 to the revised budget for the United Nations Disengagement Observer Force (UNDOF) for the period from 1 July 2013 to 30 June 2014 (see [A/68/505](#)). The Committee has made observations and recommendations, where appropriate, in the paragraphs below.

2. 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 20 November 2013. The documents reviewed and those used for background by the Committee in its consideration of the revised budget for UNDOF are listed at the end of the present report.

II. Additional resource requirements for the period from 1 July 2013 to 30 June 2014

3. The Advisory Committee recalls that the General Assembly, in its resolution [67/278](#), appropriated the amount of \$48,019,000 for the maintenance of UNDOF for the period from 1 July 2013 to 30 June 2014. The Committee was informed that, as at 30 September 2013, total expenditure of the Force had amounted to \$21,580,700, or 44.9 per cent of the appropriation for the period 2013/14.

4. The Advisory Committee notes that the Security Council, in its resolution [2108 \(2013\)](#), renewed the mandate of UNDOF until 31 December 2013. The Council also condemned the intense fighting in the area of separation and stressed the need to enhance the safety and security of UNDOF personnel and those of Observer Group Golan, and endorsed the recommendation by the Secretary-General to consider further adjustments to the posture and operations of the Force, as well as to implement additional mitigation measures to enhance its self-defence capabilities within the parameters set forth in the Protocol to the Agreement on Disengagement.

5. In this regard, the Force has developed a mission support plan, entitled "Staying in Syria", which is intended to enhance support services for the reinforcement of troops (see [A/68/505](#), para. 9). In this connection, the Advisory Committee notes that UNDOF has relocated support-related functions that can no longer be performed in Camp Faouar to Camp Ziouani. Administrative functions that must be carried out in the Syrian Arab Republic have also been relocated from Camp Faouar to Damascus, in order to mitigate security risks to UNDOF personnel and to enable continued support to the Office of the Joint Special Representative of the United Nations and the League of Arab States for Syria in Damascus (*ibid.*, para. 10).

6. The Secretary-General proposes revised requirements for the maintenance of UNDOF amounting to \$60,775,600 gross (\$59,365,400 net) for the period from 1 July 2013 to 30 June 2014, which represents an increase of \$12,756,600 gross (\$12,623,000 net), or 26.6 per cent, compared with the initial approved appropriation for 2013/14. The revised budget provides for the deployment of 203 additional military contingent personnel and 10 additional temporary

international staff. The proposed additional requirements amount to \$7,531,900 under military personnel, \$1,747,100 under civilian personnel and \$3,477,600 under operational costs. The Advisory Committee was informed, upon enquiry, that the proposed additional resources included a total of \$3,173,700 in non-recurrent requirements.

1. Military personnel

<i>Category</i>	<i>Approved 2013/14^a</i>	<i>Proposed 2013/14^a</i>
Military contingent personnel	1 047	1 250

^a Represents the highest level of authorized/proposed strength.

7. The estimated additional requirement of \$7,531,900 for military personnel for the period from 1 July 2013 to 30 June 2014 reflects an increase of 32.2 per cent, in comparison with the approved appropriation. The revised budget provides for the deployment of the additional 203 military contingent personnel approved under Security Council resolution 2108 (2013) and their equipment, as well as the travel costs related to the replacement of one contingent, for which no provision was made in the initial 2013/14 budget. The Advisory Committee was informed that as at 30 September 2013, a total of 1,222 military personnel were deployed in UNDOF, and expenditure on military personnel had amounted to \$13,631,500, or 58.3 per cent of the appropriation. **The Committee has no objection to the resources proposed for military personnel.**

2. Civilian personnel

<i>Category</i>	<i>Approved 2013/2014^a</i>	<i>Proposed 2013/14^a</i>
Posts		
International staff	46	46
National staff	110	110
General temporary assistance		
International staff	2	12

^a Represents the highest level of authorized/proposed strength.

8. The estimated additional requirement of \$1,747,100 for civilian personnel for the period from 1 July 2013 to 30 June 2014 reflects an increase of 12.9 per cent, in comparison with the approved appropriation. The increased requirement, under general temporary assistance, is due to the proposed establishment of 10 international temporary positions to enhance the Force's support for the deployment of additional military personnel and the establishment of an administrative office on the Alpha side in Camp Ziouani, in light of the ongoing security situation (*ibid.*, para. 35). The Advisory Committee was informed that as at 30 September 2013, expenditure on civilian personnel had amounted to \$3,235,700, or 23.9 per cent of the appropriation.

9. As regards the additional resources required under general temporary assistance, the Advisory Committee notes from its review of actual versus budgeted vacancy rates that this increase could have been partially offset by the

underexpenditure under national posts owing to higher-than-budgeted vacancy rates. Upon enquiry, the Committee was informed that, as at 18 October 2013, the actual vacancy rate for national posts was 9 per cent, compared with the budgeted rate of 6 per cent, and that expenditure on national posts in the first three months of the period 2013/14 had amounted to \$742,300, or only 16.8 per cent of the appropriation. **The Advisory Committee therefore recommends that the Secretary-General be requested to adjust the budgetary resources for national staff on the basis of a vacancy rate of 9 per cent for the period 2013/14.**

10. Upon enquiry, the Advisory Committee was informed that five national General Service posts had been vacant for more than 12 months, of which two posts, corresponding to Procurement Assistant and Fuel Assistant, had been vacant for 28 months. The Committee was further informed that candidates for these two long-vacant posts had been selected and that the recruitment process would be completed by end 2013, and that the delays were attributable to the fact that it was not possible to identify suitable candidates who were able to travel from Damascus to Camp Faouar. **The Committee regrets the delay in filling vacant posts in UNDOF and reiterates its position that the continuing requirement for long-vacant posts should be reviewed on an ongoing basis (see A/66/718, para. 54). The Committee expects that the Force will provide information on all posts that have been vacant for two years or longer, along with information on the reasons for the delays in recruitment and specific justification for any such posts that are proposed for retention, in the proposed budget for 2014/15.**

11. Upon enquiry, the Advisory Committee was informed that, as at 22 October 2013, the functions of a total of 11 international and national posts were being performed by staff members from a total of eight different peacekeeping and special political missions on temporary duty assignment, which is normally limited to three months in duration. **While the Committee recognizes the need to move staff among missions in response to changing operational requirements and the flexibility that temporary duty assignments allow, it stresses the need for the Secretary-General to recruit against vacant posts and positions expeditiously, which would enhance transparency, avoid the need for peacekeeping missions to finance activities on behalf of other missions, and minimize the high cost of temporary deployments of personnel from other missions or Headquarters.**

Recommendations on posts and positions

12. Under executive direction and management, the Secretary-General proposes a reduction of two international posts, which is the net result of the redeployment of two existing Security Officer posts (P-3) and one temporary position of Security Information Analyst (P-3) to the mission support component and the proposed establishment of a new temporary position of Liaison and Coordination Officer (P-4) in the Office of the Force Commander. The Liaison and Coordination Officer would be responsible for overseeing and guiding the maintenance of daily liaison between the parties to the Agreement on Disengagement and would ensure that the Head of Mission is kept abreast of all developments and provide him with strategic and operational advice on all liaison matters (*ibid.*, para. 16).

13. The revised budget proposes to establish four new international temporary positions in the Security Section under the mission support component. One temporary position of Chief Security Officer (P-4) is proposed to lead and manage

the team of six international staff (3 P-3 and 3 Field Service) and to support and advise the Force Commander on the prevention and mitigation of daily security risks that may occur in the context of the ongoing security situation (*ibid.*, para. 21). One temporary Field Service position of Regional Security Assistant is proposed to ensure the secure movement of all UNDOF staff among Damascus, the UNDOF area of operations and the air and sea ports of Beirut by means of organized convoys. In addition, one temporary Field Service position of Security Assistant is proposed to monitor and track the movements of all staff and national staff dependants throughout the mission area and provide updates to all staff concerning the security situation within the Force's area of operations. One temporary Field Service position of Security Officer, Investigations and Training is proposed to deliver United Nations security management system training and for other duties related to the implementation of the security management system and Force-specific security protocols.

14. In the Mission Support Division, in view of the evacuation of the majority of international staff from Damascus to Camp Faouar and to Camp Ziouani, a temporary position of Administrative Officer (P-3) is proposed in the Office of the Chief of Mission Support, the incumbent of which would be responsible for the supervision of national staff based in Damascus performing support activities related to procurement, general services, transport, banking and finance. In the light of the security situation, the Force also proposes the establishment of two temporary Field Service positions of Finance Assistant and Human Resources Assistant to establish both a finance section and a personnel section on the Alpha side. As all shipments are being delivered to Beirut, and UNDOF must collect the shipments or arrange for their delivery to the area of operations, the Force proposes to establish a temporary position of Movement Control and Shipping Officer (Field Service). In addition, as armoured vehicles will be maintained in an UNDOF facility on the Alpha side, the Force proposes the establishment of a temporary position of Transport Assistant (Field Service) for the Transport Section in Camp Ziouani.

15. The Advisory Committee was informed that the Secretary-General, in response to a request from the Force, had already approved the creation of 7 of the 10 proposed temporary positions with effect from 6 November 2013, on an exceptional basis and without prejudice to the decision by the General Assembly on the revised budget for UNDOF for the 2013/14 period. The general temporary assistance positions thus created comprise the Liaison and Coordination Officer (P-4), Chief Security Officer (P-4), Security Officer (Field Service), Regional Security Assistant (Field Service), Security Assistant (Field Service), Movement Control and Shipping Officer (Field Service) and Transport Assistant (Field Service).

16. With due consideration for its recommendation in paragraph 9 above, the Advisory Committee has no objection to the additional resources and the staffing changes proposed by the Secretary-General for UNDOF, on the understanding that should any of the proposed temporary positions be required beyond 30 June 2014, the proposed budget for the period 2014/15 will provide full justification.

3. Operational costs

(Thousands of United States dollars)

	<i>Approved 2013/14</i>	<i>Proposed 2013/14</i>	<i>Variance</i>
Operational costs	11 079.2	14 556.8	3 477.6

17. The Secretary-General proposes revised requirements under operating costs of \$14,556,800 for the period from 1 July 2013 to 30 June 2014, which represents an increase of \$3,447,600, or 31.4 per cent, compared with the approved appropriation. The increased requirements include additional resources for (a) official travel (\$176,100, or 44.4 per cent), for the deployment of staff members on temporary duty assignment to train mission personnel in the use of a software-based system for meal planning and in the use of United Nations-owned equipment, and to assist in the completion of engineering projects (*ibid.*, para. 36); (b) facilities and infrastructure (\$1,592,000, or 25.2 per cent); (c) ground transportation (\$608,600 or 36 per cent), due mainly to the repair and maintenance of additional armoured personnel carriers deployed to UNDOF and for the provision of spare parts (*ibid.*, para. 38); (d) special equipment (\$66,100, or 1,224 per cent); and (e) other supplies, services and equipment (\$1,068,700, or 177.4 per cent), due mainly to additional planned training activities (see para. 19 below). The above increases in requirements are partially offset by decreased requirements for medical (\$33,900, or 8.2 per cent), attributable to lower reimbursements for self-sustainment to troop-contributing Governments resulting from the repatriation of a medical contingent unit. The Advisory Committee was informed that, as at 30 September, expenditure on operating costs had amounted to \$4,713,500, or 42.5 per cent of the approved appropriation for the period 2013/14.

18. The additional resource requirements under facilities and infrastructure of \$1,592,000, or 25.2 per cent of the appropriation, provide for the (a) refurbishment of buildings at Camp Faouar; (b) renovation of the rations warehouse and of the freezer room at Camp Ziouani; (c) construction of a freezer room for the international kitchen at Camp Ziouani; (d) construction of a transport workshop at Camp Ziouani; and (e) construction of two ammunition storage facilities at Camp Faouar. Upon enquiry, the Committee was informed that the renovation and construction work in the kitchen facilities at Camp Ziouani had been completed and that the remaining projects were in progress. **The Committee expects that the Force will closely monitor the progress of the construction and renovation projects and that Headquarters will provide oversight, as required.**

19. The Advisory Committee notes that UNDOF proposes to conduct 4,375 additional hours of training for all military and civilian personnel on convoy procedures and actions involving improvised explosive devices; awareness and use of nuclear, biological and chemical kits; shelter procedures and camp protection; induction training; fire drills; and abduction/hostage incident awareness. The Committee was informed, upon enquiry, that the sizeable increase in resources for other supplies, services and equipment included a provision of \$542,200 to conduct training of newly deployed military contingent personnel on the operation of mountain terrain equipment in cold weather conditions.

20. The Advisory Committee has no objection to the additional resources proposed by the Secretary-General for operational costs in UNDOF.

4. Other matters

21. The Advisory Committee recalls, from its consideration of section 5 of the proposed programme budget for the biennium 2014-2015, that the United Nations Truce Supervision Organization (UNTSO) would continue to provide trained military observers under the operational control of UNDOF and the United Nations Interim Force in Lebanon (UNIFIL) (see [A/68/6 \(Sect. 5\)](#), para. 5.91) and that, of the total amount proposed for the financing of UNTSO of \$69,667,500 in the biennium, a total of \$13,036,400 related to resources directly under the operational control of UNDOF, exclusive of administrative backstopping (*ibid.*, para. 5.97). The Committee notes that, in view of the evolving security situation in the UNDOF area of operations, UNDOF withdrew temporarily from 2 of the 21 positions and 2 of the 10 outposts manned by the Force, and that the military observers of Observer Group Golan, part of UNTSO, also temporarily withdrew from 3 of their 11 observation posts along the area of separation. It is planned for Observer Group Golan to reoccupy these facilities once the security situation warrants and the reinforcement of UNDOF has been completed (see [A/68/505](#), para. 5). The Committee was informed that UNDOF was confident that it would be able to return to its positions and outposts. **Should UNTSO prove unable to assume control of its observation posts in the area of separation, the Committee expects that subsequent budgets of the two peacekeeping operations will reflect the actual deployment of mission personnel.**

III. Conclusion and recommendation

22. The actions to be taken by the General Assembly in connection with the financing of UNDOF for the period from 1 July 2013 to 30 June 2014 are indicated in paragraph 42 of the revised budget ([A/68/505](#)). **Taking into account the recommendations contained in the present report, the Advisory Committee recommends that the General Assembly appropriate and assess an amount of \$12,635,500 for the maintenance of the Force for the 12-month period from 1 July 2013 to 30 June 2014, in addition to the amount of \$48,019,000 already appropriated and assessed for the same period under the provisions of General Assembly resolution [67/278](#).**

Documentation

- Budget for the United Nations Disengagement Observer Force for the period from 1 July 2013 to 30 June 2014 ([A/67/705](#))
- Report of the Advisory Committee on Administrative and Budgetary Questions: Budget performance for the period from 1 July 2011 to 30 June 2012 and proposed budget for the period from 1 July 2013 to 30 June 2014 of the United Nations Disengagement Observer Force ([A/67/780/Add.1](#))
- General Assembly resolution [67/278](#)
- Security Council resolution [2108 \(2013\)](#)