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Financing of the African Union-United Nations

Hybrid Operation in Darfur

Budget performance for the period from 1 July 2017 to 30 June 2018, and financing for the period from 1 July to 31 December 2019 of the African Union-United Nations Hybrid Operation in Darfur

Report of the Advisory Committee on Administrative and Budgetary Questions

Appropriation for 2017/18	\$910,941,200
Expenditure for 2017/18	\$908,264,400
Unencumbered balance for 2017/18	\$2,676,800
Appropriation for 2018/19	\$715,522,700
Projected expenditure for 2018/19 ^a	\$715,488,200
Projected underexpenditure for 2018/19	\$34,500
Request of the Secretary-General to enter into commitments, with assessment, for the period from 1 July to 31 December 2019	\$269,920,900
Adjustment recommended by the Advisory Committee for 2019/20	(\$2,500,000)
Recommendation of the Advisory Committee for the period from 1 July to 31 December 2019	\$267,420,900

^a Estimates as at 28 February 2019.



I. Introduction

1. During its consideration of the financing of the African Union-United Nations Hybrid Operation in Darfur (UNAMID) for the period from 1 July to 31 December 2019, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 8 April 2019. The documents reviewed and those used for background by the Committee are listed at the end of the present report. The comments and recommendations of the Committee on cross-cutting issues related to peacekeeping operations, including those pertaining to the findings and recommendations of the Board of Auditors on the United Nations peacekeeping operations for the period from 1 July 2017 to 30 June 2018, can be found in its related report ([A/73/755](#)). The main observations and recommendations of the Board pertaining specifically to UNAMID are discussed in paragraph 4 below.

II. Budget performance report for the period from 1 July 2017 to 30 June 2018

2. The General Assembly, in its resolution [72/259 A](#), appropriated an amount of \$910,941,200 gross (\$886,776,600 net) for the maintenance of the Operation for the period from 1 July 2017 to 30 June 2018, inclusive of the amount of \$486,000,000 previously authorized under the terms of its resolution [71/310](#). The total amount has been assessed on Member States. Expenditures for the period totalled \$908,264,400 gross (\$883,590,400 net), reflecting a budget implementation rate of 99.7 per cent. The resulting unencumbered balance of \$2,676,800, in gross terms, represents 0.3 per cent of the appropriation, reflecting the combined effect of: (a) lower-than-budgeted expenditures under operational costs (\$5,531,900, or 3.1 per cent); and (b) higher-than-budgeted expenditures under military and police personnel (\$531,400, or 0.1 per cent) and under civilian personnel (\$2,323,700, or 1.0 per cent). A detailed analysis of variances is provided in section IV of the report of the Secretary-General on the budget performance of the Operation for the period from 1 July 2017 to 30 June 2018 ([A/73/653](#)).

3. The budget performance report indicates that, during the 2017/18 period, a total amount of \$2,858,700 was redeployed from group III, operational costs, to: group I, military and police personnel (\$535,000); and group II, civilian personnel (\$2,323,700) (*ibid.*, para. 86). The comments of the Advisory Committee on the information presented in the performance report on individual objects of expenditure can be found, where relevant, in the discussion on the financing of UNAMID for the period from 1 July to 31 December 2019 ([A/73/785](#)) in section IV below.

4. In considering the reports of the Secretary-General on the financing of UNAMID, the Advisory Committee also had before it the report of the Board of Auditors on the accounts of the United Nations peacekeeping operations for the financial period ended 30 June 2018 ([A/73/5 \(Vol. II\)](#), chap. II). In its report, the Board made observations and recommendations pertaining to the Operation on the following matters: (a) contingent-owned equipment and military contingent-related matters (*ibid.*, paras. 223, 236, and 245); (b) mission support structures (*ibid.*, paras. 302, 421–422); (c) write-offs of assets (*ibid.*, para. 450); and (d) follow-up on previous recommendations, including environmental management and strategic reviews (*ibid.*, annex II).

III. Information on performance for the current period

5. With respect to current and projected expenditures for the period from 1 July 2018 to 30 June 2019, the Advisory Committee was informed that, as at 28 February 2019, expenditures amounted to \$535,238,100 (gross). The Committee was also informed that at the end of the current financial period, the estimated total expenditures would amount to \$715,488,200 against an appropriation of \$715,522,700, which would result in a projected underexpenditure of \$34,500.

6. The Advisory Committee was provided with information on the incumbency of UNAMID military and civilian personnel as at 28 February 2019, as follows:

<i>Category</i>	<i>Planned 2018/19^a</i>	<i>Encumbered</i>	<i>Vacancy rate (percentage)</i>
Military and police personnel			
Military observers	35	35	–
Military contingent personnel	5 435	5 632	(3.6)
United Nations police	760	707	7.0
Formed police units	1 740	1 526	12.3
Civilian personnel			
Posts			
International staff	625	578	7.5
National Professional Officers	143	136	4.9
National General Service staff	1 403	1 337	4.7
General temporary assistance			
International staff	16	15	6.3
National Professional Officers	1	1	–
National General Service Staff	80	80	–
United Nations Volunteers			
International staff	101	101	–
National staff	4	4	–
Government-provided personnel	6	6	–

^a Represents the planned deployment for February 2019 in the approved budget.

7. Upon enquiry, the Advisory Committee was informed that, as at 1 April 2019, a total of \$15,866,484,000 had been assessed on Member States in respect of the mission since its inception. Payments received as at that date amounted to \$15,676,673,000, leaving an outstanding balance of \$189,811,000. As at 1 April 2019, the cash available to the mission amounted to \$164,126,000, which is sufficient to cover the three-month operating reserve of \$127,497,000 (excluding reimbursements to troop- and police-contributing countries).

8. The Advisory Committee was also informed that all claims for the reimbursement of troop costs up to July 2018 had been settled, leaving an outstanding balance of \$68,548,000 as at 31 December 2018. In addition, contingent-owned equipment had been certified and paid for up to June 2018, leaving an outstanding balance of \$85,880,000 as at 31 December 2018.

9. With regard to death and disability compensation, as at 13 March 2019, an amount of \$8,245,000 had been paid to settle 204 claims since the inception of the mission, and 11 claims were pending. Upon enquiry, the Committee was informed

that one new claim had been received since then. **The Committee trusts that those claims will be settled expeditiously.**

IV. Proposed financing for the period from 1 July to 31 December 2019

A. Mandate and planning assumptions

10. The mandate of UNAMID was established by the Security Council in its resolution 1769 (2007). The most recent extension of the mandate was authorized by the Council in its resolution 2429 (2018), by which the Council decided to extend the mandate until 30 June 2019. In its resolution, the Council requested the Secretary-General and the Chairperson of the African Union Commission, in consultation with UNAMID, to provide, through a strategic review by 1 May 2019, an assessment of various aspects of the Operation. The Council also expressed its intention to review by 30 June 2019 the scope and pace of the reconfigurations, taking into account the findings of the strategic review. The Secretary-General therefore indicates that financing arrangements for UNAMID are proposed for the period from 1 July to 31 December 2019 to provide the Operation with adequate resources to continue to fulfil its mandate during the period. The Secretary-General also indicates that a detailed budget proposal for the 2019/20 period will be prepared for consideration during the main part of the seventy-fourth session of the General Assembly, will incorporate any decisions taken by the Council and will cover the full scope of UNAMID operations during the 2019/20 period (A/73/785, paras. 20–21).

11. The planning assumptions and mission support initiatives of the Operation for the period from 1 July to 31 December 2019 are summarized in paragraphs 8 to 19 of the note by the Secretary-General (A/73/785).

B. Resource requirements

12. The note by the Secretary-General contains a request for authority to enter into commitments, with assessment, in the total amount of \$269,920,900 gross (\$262,996,100 net) for the maintenance of UNAMID for the period from 1 July to 31 December 2019. Detailed information on the financial resources proposed and an analysis of variances are provided in section III of the note (A/73/785).

1. Military and police personnel

	<i>Authorized strength, as at 30 June 2019^a</i>	<i>Planned deployment 1 July to 31 December 2019</i>
Military observers	35	55
Military contingents	4 015	3 995
United Nations police	760	760
Formed police units	1 740	1 740
Total	6 550	6 550

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

13. The estimated resources for military and police personnel from 1 July to 31 December 2019 amount to \$115,420,900, reflecting a decrease of \$53,710,300, or 31.75 per cent, compared with half of the appropriation for 2018/19, for military

observers (\$1,102,100), military contingents (\$70,045,300), United Nations police (\$16,615,300) and formed police units (\$27,658,200). The estimate includes resources for mission subsistence allowance, rotations, standard troop cost reimbursements and contingent-owned equipment. The Secretary-General indicates that, as also shown in the above table, the levels of uniformed personnel at the end of June 2019 will be maintained for the period from 1 July to 31 December 2019, with the exception of the adjustment under the military component in order to ensure that UNAMID is able to fully carry out its existing mandate and make the preparations necessary for its envisaged exit in June 2020 (A/73/785, paras. 22–24).

2. Civilian personnel

	<i>Approved incumbency as at 31 December 2018^a</i>	<i>Approved incumbency as at 31 March 2019^a</i>	<i>Planned incumbency as at 30 June 2019</i>	<i>Planned incumbency from 1 July to 31 December 2019</i>
International staff	625	621	531	531
National staff	1 546	1 465	878	878
Temporary positions ^b	97	97	97	97
United Nations Volunteers	105	102	68	68
Government-provided personnel	6	6	6	6
Total	2 379	2 291	1 580	1 580

^a Information on approved incumbency as at 31 December 2018 and 31 March 2019 was provided to the Advisory Committee upon request.

^b Funded under general temporary assistance.

14. The estimated resources for civilian personnel from 1 July to 31 December 2019 amount to \$70,007,000 reflecting a decrease of \$31,916,050 or 31.3 per cent, compared with half of the appropriation for 2018/19. The Secretary-General indicates that the estimated resources reflect the respective vacancy factors for international and national staff, as well as for United Nations Volunteers and positions funded under general temporary assistance (see also para. 15 below) and the expected attrition of staff in all categories during the six-month drawdown of UNAMID in anticipation of the gradual downsizing of international and national posts and positions (A/73/785, paras. 34–39). Upon enquiry, the Advisory Committee was advised that, in accordance with Security Council resolution 2363 (2017), UNAMID was undertaking, during 2018/19, a three-phased reduction of its number of civilian personnel, resulting in the abolishments of: (a) 384 posts and positions as at 31 December 2018; (b) 88 posts and positions as at 31 March 2019; and (c) 711 posts and positions as at 30 June 2019, as also shown in the above table.

Vacancy rates

15. The table below provides a summary of the vacancy rates for civilian personnel, including: (a) for 2017/18, the budgeted and actual average vacancy rates; (b) for 2018/19 the budgeted rate, the actual average rate for the eight-month period between 1 July 2018 and 28 February 2019 and the actual rate as at 28 February 2019; and (c) the vacancy factor applied in estimating the requirements from 1 July to 31 December 2019. The Advisory Committee notes that the proposed vacancy rates for 2019 are: (a) for international staff, lower than the actual average rate but higher than the actual rate as at 28 February 2019; (b) for National Professional Officers, lower than the actual average rate but higher than the actual rate as at the same date; (c) for national General Service staff, higher than both the actual average and actual

rates as the same date; and (d) for temporary positions (international staff, national professional staff and national General Service) higher than both the actual average and actual rates, as at the same date.

Vacancy rates (percentages)

	2017/18		2018/19		1 July to 31 December 2019	
	Budgeted	Actual	Budgeted	Actual average vacancy rate from 1 July 2018 to 28 February 2019	Actual vacancy rate as at 28 February 2019	Proposed vacancy rate
International staff	11.5	13.31	10.0	8.8	7.5	8.0
National Professional Officers	14.9	15.0	10.0	5.6	4.9	5.0
National General Service staff	3.6	5.0	2.0	1.1	4.7	7.0
Temporary positions ^a						
International staff	7.0	5.9	1.0	–	6.3	8.0
National professional staff	0.0	100.0	17.0	–	–	2.0
National General Service	4.0	1.3	10.0	8.8	–	13.0

^a Funded under general temporary assistance.

16. Upon enquiry, the Advisory Committee was informed that a total of 116 posts were vacant as at 27 March 2019, comprising 49 international posts (2 D-2, 1 D-1, 2 P-5, 7 P-4, 17 P-3, 4 P-2, and 16 Field Service) and 67 national posts, comprising 2 National Professional Officer posts and 65 national General Service posts. The Committee was also informed that no posts or positions had been vacant for two years or longer.

17. **The Advisory Committee reiterates its view that budgeted vacancy rates should be based, as much as possible, on actual vacancy rates. In cases where the proposed budgeted rates differ from the actual rates at the time of budget preparation, clear justification should be provided in related budget documents for the rates used (A/70/742, para. 45).**

3. Operational costs

(United States dollars)

	Apportioned 2018/19	Proposed 2019	Prorated variance ^a
Operational costs	173 414 200	84 493 000	(2 214 100)

^a Representing the difference between half of the apportionment for 2018/19 and the proposed resources for the second half of 2019.

18. The estimated resources for operational costs for the period from 1 July to 31 December 2019, amount to \$84,493,000 reflecting a decrease of \$2,214,100 or 2.6 per cent compared with half of the apportionment for 2018/19.

Official travel

19. The estimated resources under official travel amount to \$1,742,300 representing an increase of \$478,100 or 37.8 per cent, compared with half of the apportionment for 2018/19. The Advisory Committee was informed that the estimated resources pertaining to training under official travel amounted to \$523,300, representing an increase of \$204,100 or 63.9 per cent compared with half of the apportionment for

2018/19, and that expenditures, as at 28 February 2019, amounted to \$288,400. The Committee requested, but did not receive, an adequate justification for the increase in travel requirements, nor an adequate explanation for a number of past trips taken to various locations. The Committee was also informed, upon enquiry, that only 28.13 per cent of official travel in 2017/2018 was undertaken in compliance with the advance ticket purchase policy. **The Advisory Committee recalls that the General Assembly, on a number of occasions, has expressed concern at the low rate of compliance with the advance purchase policy directive and reiterates that stronger efforts are required in that respect (see also [A/73/779](#), para. 16). Furthermore, the Committee considers that in view of the pattern of expenditure and the current downsizing of UNAMID, the proposed level of resources for official travel may not be fully justified.**

Ground transportation

20. The estimated resources under ground transportation amount to \$2,576,000 representing a decrease of \$868,700 or 25.2 per cent, compared with half of the apportionment for 2018/19. The Advisory Committee was informed that expenditures, as at 28 February 2019, with respect to rental vehicles amounted to only \$6,400, as the reduction in construction activities had resulted in lower requirements for the rental of specialized vehicles. The Committee was also informed that, as at the same date, expenditures for the acquisition of vehicle workshop equipment amounted to only \$2,300, and for repairs and maintenance to only \$23,400. **The Advisory Committee considers that the overall requirements under ground transportation may not be fully justified, in particular in view of the pattern of recent expenditure and the downsizing of UNAMID.**

Communications and information technology

21. The estimated resources under communications and information technology amount to \$7,768,900, representing a decrease of \$1,172,100, or 13.1 per cent, compared with half of the appropriation for 2018/19. **While recognizing the need for related resources, the Advisory Committee considers that the requirements, in particular those pertaining to maintenance of communications and information technology equipment and support services, and public information and publication services, may not be fully justified.**

Other supplies, services and equipment

22. The estimated resources for other supplies, services and equipment amount to \$30,687,000, representing an increase of \$8,207,800 or 36.5 per cent compared with half of the apportionment for 2018/19. As indicated in the note by the Secretary-General, the estimated resources include provisions for mine detection and mine clearing services, other freight and related costs, individual contractual services and other programmatic activities. The Advisory Committee requested, but did not receive, a justification for the calculation of the estimated resources for State liaison functions on a 12-month basis, instead of on a 6-month basis.

23. The Secretary-General indicates that, of the total estimated resources, an amount of \$19,652,600 would support other programmatic activities, including \$17,211,400 to enable the United Nations country team, with the support of UNAMID, to prepare for the mission's exit, including a resource mobilization plan, and to continue to undertake programmatic activities as part of the State liaison functions, in accordance with the transition concept as endorsed by the Security Council in its resolution [2429 \(2018\)](#). In addition, an amount of \$2,441,200 would support other programmatic activities in the greater Jebel Marra area, including activities that promote overall peace consolidation, recovery, community stability and security ([A/73/785](#), para. 48–50).

24. The Advisory Committee requested, but did not receive, adequate information and justification on the programmatic activities of UNAMID. **The Advisory Committee trusts that the Secretary-General will present information on the programmatic activities of UNAMID to the General Assembly at the time of its consideration of the present report, as well as in the next budget report.**

25. **Taking into account its observations and recommendations described in paragraphs 18 to 24 above, and based on expenditure patterns, the Advisory Committee recommends a reduction in the amount of \$2,500,000.**

4. Other matters

Capacity-building for national staff

26. The Advisory Committee was informed, upon enquiry, that UNAMID had undertaken a number of initiatives to support capacity-building for national staff during the downsizing, such as efforts to place affected staff members, where possible, on vacant posts at UNAMID or other missions; vocational training courses, including for vehicle mechanics, general electricity technicians, plumbers, general construction workers, air conditioning mechanics, welders and carpenters; small business and project management courses; and language and job search skills. **The Advisory Committee emphasizes the need for capacity-building activities to support national staff during the downsizing and requests that detailed information thereon be presented in the next budget proposal.**

Environmental mitigation

27. The note by the Secretary-General indicates that UNAMID will undertake environmental clean-up and bioremediation activities, including the safe disposal of solid waste (A/73/785, para. 19). Upon enquiry, the Committee was informed that, from inception to February 2019, UNAMID had planted a total of 355,715 trees. UNAMID was also implementing the recommendation of the Board of Auditors to include the guidelines for environmental clearance and handover of mission sites of liquidation in the revised liquidation manual (see A/73/5 (Vol. II), annex II). **The Advisory Committee emphasizes that efforts to reduce the overall environmental footprint of UNAMID should be strengthened, in particular in view of its drawdown, and requests that the Secretary-General provide an update on environmental activities, including on the environmental clean-up and bioremediation activities and the application of lessons learned, in the next budget proposal.**

Gender balance

28. The Advisory Committee was provided with the breakdown of civilian personnel by gender and notes that, overall, the percentage of women among civilian staff is low in all staff categories and levels, as shown in the table below.

Civilian personnel by gender, as at 30 June 2018

(Percentage)

	<i>Female</i>	<i>Male</i>
P-5 and above	23	77
P-1 to P-4	29	71
Field Service	31	69
National Professional Officers	24	76
National General Service	12	88

	<i>Female</i>	<i>Male</i>
United Nations Volunteers (International)	22	78
United Nations Volunteers (National)	27	73
General temporary assistance (International)	6	94
Government-provided personnel	–	100

V. Conclusion

29. The actions to be taken by the General Assembly in connection with the financing of UNAMID for the period from 1 July 2017 to 30 June 2018 are indicated in section V of the performance report ([A/73/653](#)). **The Advisory Committee recommends that the unencumbered balance of \$2,676,800 for the period from 1 July 2017 to 30 June 2018, as well as other income/adjustments amounting to \$12,685,800 for the period ended 30 June 2018, be credited to Member States.**

30. The actions to be taken by the General Assembly in connection with the financing of UNAMID for the period from 1 July to 31 December 2019 are indicated in paragraph 51 of the note by the Secretary-General ([A/73/785](#)). **Taking into account its observations and recommendations above, the Advisory Committee recommends that the proposed resources be reduced by \$2,500,000, from a proposed amount not exceeding \$269,920,900, and, accordingly, that the General Assembly:**

(a) **Authorize the Secretary-General to enter into commitments in an amount not exceeding \$267,420,900 for the maintenance of the Operation for the six-month period from 1 July to 31 December 2019;**

(b) **Assess the amount in paragraph 30 (a) above at a monthly rate of \$44,570,150 should the Security Council decide to continue the mandate of the Operation.**

Documentation

- Report of the Secretary-General on the budget performance of the African Union-United Nations Hybrid Operation in Darfur for the period from 1 July 2017 to 30 June 2018 ([A/73/653](#))
- Note by the Secretary-General on the financing of the African Union-United Nations Hybrid Operation in Darfur for the period from 1 July to 31 December 2019 ([A/73/785](#))
- Financial report and audited financial statements for the 12-month period from 1 July 2017 to 30 June 2018 and report of the Board of Auditors on United Nations peacekeeping operations ([A/73/5 \(Vol. II\)](#))
- Report of the Secretary-General on the implementation of the recommendations of the Board of Auditors concerning United Nations peacekeeping operations for the financial period ended 30 June 2018 ([A/73/750](#))

- Report of the Advisory Committee on the report of the Board of Auditors on the accounts of the United Nations peacekeeping operations and report of the Secretary-General on the implementation of the recommendations of the Board of Auditors concerning United Nations peacekeeping operations for the financial period ended 30 June 2017 ([A/72/850](#))
- Report of the Advisory Committee on the revised budget for the African Union-United Nations Hybrid Operation in Darfur for the period from 1 July 2018 to 30 June 2019 ([A/73/656](#))
- Report of the Advisory Committee on the budget performance for the period from 1 July 2016 to 30 June 2017 and proposed budget for the period from 1 July 2018 to 30 June 2019 of the African Union-United Nations Hybrid Operation in Darfur ([A/72/789/Add.7](#))
- General Assembly resolutions [70/284](#), [71/310](#), [72/259](#), and [73/278](#)
- Security Council resolutions [1769 \(2007\)](#), [2363 \(2017\)](#), and [2429 \(2018\)](#)