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Financing of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Budget performance for the period from 1 July 2017 to 30 June 2018 and proposed budget for the period from 1 July 2019 to 30 June 2020 of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Report of the Advisory Committee on Administrative and Budgetary Questions

Resources for 2017/18 ^a	\$1,189,770,800
Expenditure for 2017/18	\$1,189,238,500
Unspent commitment authority 2017/18 ^b	\$532,300
Appropriation for 2018/19 ^c	\$1,114,619,500
Projected expenditure for 2018/19 ^d	\$1,114,619,500
Proposal submitted by the Secretary-General for 2019/20	\$1,023,267,600
Adjustment recommended by the Advisory Committee for 2019/20	(\$464,800)
Recommendation of the Advisory Committee for 2019/20	\$1,022,802,800

^a Reflecting approved resources of \$1,141,848,100 gross and resources authorized under commitment authority of \$47,922,700.

^b Reflecting utilization of \$47,390,400 of the approved resources under commitment authority of \$47,922,700.

^c Does not include additional resources in a total amount not exceeding \$80,000,000 authorized under commitment authority by the General Assembly in its resolution [72/293](#) (para. 20) for the 2018/19 period.

^d Estimate as at 28 February 2019. Does not include expenditures of \$50,040,200 projected to be incurred in support of elections against the commitment authority of \$80,000,000 authorized by the General Assembly in its resolution [72/293](#), nor the additional expenditures of \$28,287,100 projected to be incurred in support of security in the context of the electoral process, authorized by the Advisory Committee to be charged against the same commitment authority of \$80,000,000.



I. Introduction

1. During its consideration of the financing of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 24 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](#)).

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

2. By its resolution [71/301](#), the General Assembly appropriated an amount of \$1,141,848,100 gross (\$1,112,997,600 net) for the maintenance of MONUSCO for the period from 1 July 2017 to 30 June 2018. Subsequently, in a note on the financing arrangements for MONUSCO ([A/72/778](#)), the Secretary-General sought additional funding for the operation of the Mission in the amount of \$47,922,700 gross (\$47,722,500 net) for additional military personnel, civilian staff costs and operational costs. The Advisory Committee recommended that the Assembly appropriate an additional amount of \$47,922,700 ([A/72/844](#), para. 10). In its resolution [72/293](#), the Assembly authorized the Secretary-General to enter into commitments in an amount not to exceed \$47,922,700 for the maintenance of the Mission for 2017/18, in addition to the amount already appropriated for the same period. The amount of \$47,922,700 has not been assessed on Member States. The total resources available to MONUSCO for the 2017/18 period amounted to \$1,189,770,800, comprising approved resources of \$1,141,848,100 and an authorization to enter into commitments in an amount not to exceed \$47,922,700.

3. Total expenditure for the period amounted to \$1,189,238,500 (gross) against approved resources of \$1,189,770,800 (gross), resulting in an unencumbered balance of \$532,300, which reflects utilization of \$47,390,400 of the resources of \$47,922,700 approved under the commitment authority and an unspent amount of \$532,300. The total expenditure for 2017/18 represents almost full utilization of the approved resources for 2017/18, reflecting the combined effect of: (a) lower-than-budgeted expenditures under military and police personnel (\$1,391,300, or 0.2 per cent) and operational costs (\$17,597,000, or 5.0 per cent); and (b) higher-than-budgeted expenditures under civilian personnel costs (\$18,456,000, or 6.8 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 Mission for the period from 1 July 2017 to 30 June 2018 ([A/73/633](#)).

4. In the budget performance report, it is indicated that during the 2017/18 period a total amount of \$18,455,200 was redeployed to group II, civilian personnel, from group I, military and police personnel (\$1,378,100) and group III, operational costs (\$17,077,100) (see [A/73/633](#), paras. 64 and 65). In the report, it is further stated that the increased requirements for civilian personnel were primarily attributable to a lower actual average vacancy rate for international staff, higher common staff costs compared with budgeted estimates for international and national staff, and higher average salaries and staff assessment than budgeted for national staff. Lower-than-budgeted expenditures were incurred under: (a) military and police personnel,

attributable mainly to a higher actual average vacancy rate for military observers; and (b) under operational costs, primarily owing to a reduction in the aviation fleet and flight-hours in line with the Secretary-General's initiative to improve the efficiency and effectiveness of air operations and the reduced acquisition of equipment.

5. 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 of the proposed budget for the period from 1 July 2019 to 30 June 2020 in section IV below.

6. In considering the reports of the Secretary-General on the financing of MONUSCO, 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) (see para. 43 below).

III. Information on performance for the current period

7. 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 \$816,729,600 (gross), and that the Mission projected full utilization of the appropriation for 2018/19 at the end of the current financial period.

8. The Advisory Committee recalls that, in paragraph 20 of its resolution 72/293, the General Assembly authorized the Secretary-General to enter into commitments in a total amount not exceeding \$80,000,000 for the period 1 July 2018 to 30 June 2019 for the Mission's requirements in support of the elections in the Democratic Republic of the Congo. The key assumptions underlining the requirements for the technical assistance and logistical support of MONUSCO to the electoral process were set out in the Secretary-General's report on the additional requirements for MONUSCO for the period 1 July 2018 to 30 June 2019 (A/72/784/Add.1).

9. In a letter dated 3 April 2019 from the Controller to the Chairman of the Advisory Committee, the concurrence of the Committee was sought to enter into commitments to meet the requirements for the expenditure incurred in support of elections by MONUSCO. The Controller indicated that direct and indirect costs were incurred in relation to the Mission's support to the electoral process. With regard to the direct costs, the Controller indicated that the Mission projected to incur expenses in the amount of \$50,040,200, and proposed to charge these costs against the commitment authority approved by the General Assembly for the Mission's support to the elections. The Controller further indicated that the unspent balance was mostly attributable to the mobilization of a smaller number of aircraft and fewer flight hours flown, as well as a lower use of individual contractors, as the Mission did not transport electoral materials.

10. With regard to the indirect costs, in the same letter the Controller indicated that additional expenditures were incurred relating to the mitigation of violence and the provision of security in the context of the electoral process in the amount of \$28,287,100, comprising \$22,593,100 under military and police personnel and \$5,694,000 under operational costs. The indirect costs related to: (a) one additional rapidly deployable battalion (\$22,593,100); (b) security enhancements at MONUSCO compounds in Kinshasa, Goma, Beni and Bukavu (\$440,000); and (c) the movement of troops (\$4,504,000) and of formed police units (\$750,000). The Controller sought the concurrence of the Advisory Committee to authorize the Secretary-General to enter into commitments not exceeding \$28,287,100, or to charge those expenditures against the commitment authority of \$80,000,000 authorized by the General

Assembly in its resolution 72/293. Pursuant to section VI of General Assembly resolution 64/269 and United Nations financial regulation 4.6, the Committee has concurred with the request for authorization to enter into commitments in an amount not exceeding \$28,287,100 and to charge the expenditures incurred in support of security in the context of elections against the commitment authority approved by the Assembly in its resolution 72/293.

11. The Advisory Committee was provided with information on the incumbency of MONUSCO uniformed and civilian personnel as at 28 February 2019, as follows:

<i>Category of personnel</i>	<i>Authorized/ approved 2018/19^a</i>	<i>Encumbered</i>	<i>Vacancy rate (percentage)</i>
Military and police personnel			
Military observers	660	504	23.6
Military contingent personnel	16 215	15 222	6.1
United Nations police personnel	391	319	18.4
Formed police	1 050	1 039	1.0
Civilian personnel			
Posts			
International staff	829	724	12.7
National staff			
National Professional Officers	242	196	19.0
National General Service staff	2 010	1 880	6.5
General temporary assistance			
International staff	23	20	13.0
National staff	82	81	1.2
United Nations Volunteers			
International	407	356	12.5
National	11	7	36.4
Government-provided personnel	90	44	51.1

^a Represents the highest authorized strength for military and police personnel and the number of approved posts for civilian personnel.

12. The Advisory Committee was informed that, as at 31 December 2018, claims for the reimbursement of troop costs up to 31 July 2018 had been settled, leaving an outstanding balance of \$102,119,600. As at 31 December 2018, contingent-owned equipment had been certified up to September 2018 and paid up to June 2018, leaving an outstanding balance of \$137,962,400. With regard to death and disability compensation, as at 28 February 2019, an amount of \$10,841,000 had been paid to settle 356 claims since the inception of the Mission. Upon enquiry, the Committee was informed that as of 9 April 2019, a total of 25 death and disability claims were pending, comprising nine claims in process, received on 9 April 2019, 13 claims pending receipt of medical documentation requested from the troop- and police-contributing countries, two claims for which the medical evaluation was ongoing, and one claim for which a notification of casualty confirmation has been requested from the Mission. **The Advisory Committee trusts that the outstanding claims will be settled expeditiously.**

13. The Advisory Committee was also informed that, as at 25 March 2019, a total of \$20,107,654,200 had been assessed on Member States in respect of the Mission

since its inception. Payments received as at the same date amounted to \$19,906,210,300, leaving an outstanding balance of \$201,443,900. The Committee was further informed that, as at 25 March 2019, the cash available to the Mission amounted to \$120,199,700, which is not sufficient to cover the three-month operating reserve of \$183,863,600 (excluding reimbursements to troop- and police-contributing countries). **The Advisory Committee is concerned by the weak cash position of the Mission. The Committee recalls that the General Assembly has repeatedly urged all Member States to fulfil their financial obligations, as set out in the Charter of the United Nations, on time, in full and without conditions (see also General Assembly resolution 71/303, para. 3).**

IV. Proposed budget for the period from 1 July 2019 to 30 June 2020

A. Mandate and planning assumptions

14. The mandate of MONUSCO was established by the Security Council in its resolution 1925 (2010). The most recent extension of the mandate of the Mission until 20 December 2019 was approved by the Security Council in its resolution 2463 (2019).

15. Information on the planning assumptions and mission support initiatives for the period from 1 July 2019 to 30 June 2020 is provided in paragraphs 8 to 24 of the report of the Secretary-General on the proposed budget for MONUSCO for 2019/20 (A/73/816). In the report, it is stated that a key milestone was reached with the largely peaceful holding of presidential, national legislative and provincial legislative elections on 30 December 2018, and that the full electoral cycle is scheduled to be completed by 16 February 2020, when the Democratic Republic of the Congo will hold local elections. In the post-electoral context, the Mission's posture will be adjusted with a view to achieving a geographic concentration of the Mission's footprint in priority areas, resulting in reductions in the number of field office locations in areas not affected by armed conflict, and in the number of military, police and civilian personnel. The Mission's priorities in the 2019/20 period will be: (a) political engagement, including sustained engagement with and support for the consolidation of the priorities of the newly elected Government, and political engagement on root causes of conflict with a view to supporting sustainable peace; and (b) protection of civilians and human rights (ibid., para. 10).

16. In the report, it is further stated that in the 2019/20 period, MONUSCO will partner with the United Nations country team to elaborate a gradual transition strategy for the Mission's exit and the development of a plan for the tasks currently performed by the Mission to be taken over by Government institutions where relevant, or to be performed by the country team in support of the Government where the capacity exists, or to be discontinued. The transition strategy is to be aligned with the priorities outlined in the Government's national strategic development plan, which is expected to benefit from the support of the United Nations country team, as well as of bilateral and multilateral partners (ibid., para. 27).

17. In the area of support, in his report the Secretary-General indicates that during the 2019/20 period, the focus of mission support initiatives will be on providing the administrative and logistical support necessary to enable the delivery of the Mission's mandate, with three key objectives: (a) consolidating the Mission's footprint, while ensuring environmental considerations are taken into account; (b) adjusting the posture of the mission support component to support operations related to the protection of civilians by the rapidly deployable battalions and the force Intervention

Brigade, including through the use of an enhanced unmanned aerial system capability, as well as by enhancing the mobility of the force through the use of heavy-lift fixed- and rotary-wing aircraft; and (c) enhancing the safety and security of peacekeepers in line with the Secretary-General's Action for Peacekeeping initiative (*ibid.*, para. 18). In order to enhance the security of peacekeepers and maintain its operating bases, the Mission will harden United Nations deployment sites and compounds, maintain a robust casualty and medical evacuation chain and implement the 10-1-2 trauma treatment and evacuation policy (*ibid.*, para. 20).

B. Resource requirements

18. The proposed budget for MONUSCO for the period from 1 July 2019 to 30 June 2020 amounts to \$1,023,267,600 gross (\$1,000,224,200 net), representing a decrease of \$91,351,900, or 8.2 per cent, in gross terms, compared with the appropriation of \$1,114,619,500 for 2018/19. This reflects proposed decreases under military and police personnel (\$23,947,200, or 4.5 per cent), civilian personnel (\$35,276,300, or 13.7 per cent) and operational costs (\$32,128,400, or 10.0 per cent). Detailed information on the financial resources proposed and an analysis of variances are provided in sections II and III of the budget document ([A/73/816](#)).

1. Military and police personnel

<i>Category</i>	<i>Authorized 2018/19^a</i>	<i>Proposed 2019/20</i>	<i>Variance</i>
Military observers	660	660	–
Military contingent personnel	16 215	16 215	–
United Nations police	391	391	–
Formed police	1 050	1 050	–

^a Represents the highest level of authorized strength.

19. The proposed resources for military and police personnel for 2019/20 amount to \$511,091,100, reflecting a decrease of \$23,947,200, or 4.5 per cent, compared with the appropriation for 2018/19. As indicated in the budget document, the decreased requirements are attributable primarily to the deployment of a lower number of personnel owing to the application of higher delayed deployment factors in line with the strategic review of MONUSCO, which recommended the adjustment of the Mission's posture in the post-electoral period. These include: (a) for military observers, application of a delayed deployment factor of 26.0 per cent compared with 17.6 per cent in 2018/19 (*ibid.*, para. 145); (b) for military contingents, application of a delayed deployment factor of 15.2 per cent instead of 4.2 per cent in 2018/19, in view of the planned repatriation of one battalion and one special forces company, as well as the partial repatriation of two battalions (*ibid.*, para. 146); (c) for United Nations police officers, application of a delayed deployment factor of 26.9 per cent instead of 18.0 per cent, in view of the planned reduction in the number of United Nations police officers (*ibid.*, para. 148); and (d) for formed police personnel, application of a delayed deployment factor of 13.3 per cent compared with 0.5 per cent in 2018/19, in view of the planned repatriation of one formed police unit (*ibid.*, para. 149).

20. With regard to the Advisory Committee's recommendation on the provision of standard accommodation to all troops in a timely manner ([A/72/789/Add.11](#), para. 16; see also [A/73/816](#), sect. V.B) the Committee was informed that for the 2018/19 period, 68.5 per cent of military personnel are housed in United Nations standard accommodation. Furthermore, during the 2019/20 period, the Mission expects to

achieve a compliance rate in respect of the provision of standard accommodation of 100 per cent for all locations that have static troops, and an overall compliance rate of 75 per cent. This is to be achieved through the replacement of prefabricated modules that have reached the end of their useful life and through a programme of repairs to accommodation that is not compliant. **The Advisory Committee notes the planned improvements and encourages the Mission to continue to pursue such efforts with the aim of increasing the overall compliance rate in the provision of standard accommodation to all troops.**

21. **The Advisory Committee recommends approval of the Secretary-General's proposals for military and police personnel.**

2. Civilian personnel

<i>Category</i>	<i>Approved 2018/19</i>	<i>Proposed 2019/20</i>	<i>Variance</i>
Posts			
International staff	829	721	(108)
National staff ^a	2 252	1 725	(527)
Temporary positions	105	59	(46)
United Nations Volunteers	418	347	(71)
Government-provided personnel	90	90	–
Total	3 694	2 942	(752)

^a Includes National Professional Officers and national General Service Staff.

22. The proposed resources for civilian personnel for 2019/20 amount to \$221,755,600, reflecting a decrease of \$35,276,300, or 13.7 per cent, compared with the appropriation for 2018/19. The decrease reflects lower requirements under: (a) international staff (\$9,589,800, or 7.0 per cent) attributable to the proposed net decrease of 108 international posts, from 829 to 721, and the discontinuation of the payment of danger pay in Bunia, Dungu, Kalemie and Uvira as of 1 April 2018, and in Kananga and Tshikapa as of 1 October 2018 (A/73/816, para. 151); (b) national staff (\$18,968,400, or 20.7 per cent) attributable to the proposed net decrease of 527 national posts (38 National Professional Officers and 489 national General Service staff) and the discontinuation of the payment of danger pay in Bunia, Dungu, Kalemie and Uvira as of 1 April 2018, and in Kananga and Tshikapa as of 1 October 2018 (ibid., para. 153); and (c) United Nations Volunteers (\$3,757,100, or 19.7 per cent) attributable mainly to the proposed net decrease of 71 United Nations Volunteer positions (ibid., para. 155).

Recommendations on posts and positions

23. A total of 2,942 civilian posts and positions are proposed for 2019/20, comprising 721 international posts, 1,725 national staff posts, 347 United Nations Volunteer positions, 59 positions funded under general temporary assistance and 90 Government-provided personnel positions. The proposed staffing changes reflect a net decrease of 752 posts and positions including: abolishment of 764 posts; the establishment of 12 posts (4 international staff and 8 United Nations Volunteers); and the nationalization of 10 posts and positions, including the conversion of 1 P-4, 7 P-3 and 2 Field Service posts and positions to 8 National Professional Officer positions and 2 national General Service posts.

Establishment

24. A total of 12 posts are proposed to be established as follows:

(a) One Senior Transition Adviser (P-5) post is proposed in the Office of the Deputy Special Representative of the Secretary-General (Resident Coordinator/Humanitarian Coordinator), to, inter alia: provide support to the Deputy Special Representative during the transition process; work in close coordination with the Senior Policy Adviser in the United Nations Development Programme (UNDP); contribute to the effective integration of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region in strategic planning processes; and strengthen the coordination with the Office of the Special Envoy of the Secretary-General for the Great Lakes Region and resident coordinators in the region on regional commitments (ibid., para. 41);

(b) One Transition Adviser (P-4) post is proposed in the Office of the Deputy Special Representative (Resident Coordinator/Humanitarian Coordinator) to, inter alia, provide substantive support to the Deputy Special Representative in her overall leadership of the transition process (ibid., para. 42). **The Advisory Committee notes the similarity of the functions of the Senior Transition Adviser and the Transition Adviser posts, and is not convinced of the need for two posts for the transition advisory function. Therefore, the Committee recommends against approval of the proposed Transition Adviser (P-4) post. Any related operational costs should be adjusted accordingly;**

(c) One Senior Civil Affairs Officer (P-5) post is proposed for each of the Beni and Bunia field offices, to serve as Deputy Head of Office and to support the Head of Office (ibid., paras. 45–48);

(d) One Planning and Coordination Officer (United Nations Volunteer) position is proposed for each of the seven field offices in Beni, Bunia, Goma, Kalemie, Kananga, Bukavu and Uvira to support the Head of Office in improving coordination between the Mission's components in the implementation of the mandate (ibid., para. 49);

(e) One Planning and Coordination Officer (United Nations Volunteer) position is proposed for the Office of the Deputy Special Representative (Protection and Operations) in Goma to support the Head of Office in improving coordination between the Mission's components in the implementation of the mandate (ibid., para. 49). **The Advisory Committee is of the view that the functions of the proposed position could be provided from within the existing capacity of the Office, and recommends against approval of the proposed Planning and Coordination Officer (United Nations Volunteer) position in the Office of the Deputy Special Representative (Protection and Operations) in Goma. Any related operational costs should be adjusted accordingly.**

Conversion

25. A total of 10 posts and positions are proposed for conversion as follows:

(a) One Administrative Assistant (Field Service) post is proposed for conversion to a post of Administrative Assistant (national General Service) in the Kananga field office, in line with the Mission's strategy to nationalize posts whenever possible so as to transfer capacity to national counterparts, as it has been determined that the administrative functions can be adequately performed by a national staff member (ibid., para. 50);

(b) One Administrative Assistant (Field Service) post is proposed for conversion to a post of Administrative Assistant (national General Service) in the

Child Protection Section, in line with the Mission's nationalization strategy and in order to build the capacities of national personnel (*ibid.*, para. 76);

(c) Eight positions of Disarmament, Demobilization and Reintegration Officer (1 P-4 and 7 P-3) are proposed for conversion in the Disarmament, Demobilization and Reintegration Section to four positions of Disarmament, Demobilization and Reintegration Officer (National Professional Officer) and four positions of Associate Disarmament, Demobilization and Reintegration Officer (National Professional Officer), in view of the need for in-depth local knowledge in community violence reduction programmes, as well as the need to build national capacity given that activities relating to disarmament, demobilization and reintegration will continue after the Mission's disengagement (*ibid.*, para. 82).

26. The Advisory Committee welcomes the approach taken to build national capacity and nationalize posts and positions, and encourages MONUSCO to continue to seek further opportunities to transfer capacity to national staff.

Vacancy rates and vacant posts

27. 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 8-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 for 2019/20. The Advisory Committee notes that the proposed 2019/20 vacancy rates are: (a) for international staff, higher than both the actual average rate and the actual rate as at 28 February 2019; (b) for National Professional Officers, higher than both the actual average rate and the actual rate as at 28 February 2019; (c) for national General Service Staff, higher than both the actual average rate and the actual rate as at 28 February 2019; (d) for international United Nations Volunteers, lower than the actual average rate but higher than the actual rate as at 28 February 2019; (e) for national United Nations Volunteers, lower than the actual average rate and equal to the actual rate as at 28 February 2019; and (f) for Government-provided personnel, lower than both the actual average rate and the actual rate as at 28 February 2019.

Vacancy rates

(Percentage)

	2017/18		2018/19		2019/20	
	<i>Budgeted</i>	<i>Actual</i>	<i>Budgeted</i>	<i>Actual average vacancy rate from 1 July 2018 to 28 February 2019</i>	<i>Actual vacancy rate as at 28 February 2019</i>	<i>Proposed vacancy rate</i>
International staff	18.0	15.0	18.0	11.7	12.7	18.0
National staff						
National Professional Officers	22.0	19.2	22.0	20.7	19.0	22.0
National General Service staff	10.5	11.3	11.2	5.9	6.5	11.2
United Nations Volunteers						
International	12.9	18.7	14.7	22.4	12.5	14.7
National	12.9	45.5	36.4	45.5	36.4	36.4
Government-provided personnel	50.0	50.0	50.0	55.6	51.1	50.0

28. Upon enquiry, the Advisory Committee was informed that a total of 256 posts were vacant as at 1 April 2019, comprising 83 international posts (1 D-2, 13 P-5, 18 P-4, 21 P-3, 4 P-2 and 26 (Field Service)) and 173 national posts (46 National Professional Officer and 127 national General Service). A total of 49 posts (17 National Professional Officer and 32 national General Service) have been vacant for more than 2 years, 22 of which are proposed for abolishment, 17 of which are at various stages of the recruitment process, and no action has been taken on the 10 remaining posts. The Committee was also provided with a list of 13 posts that have been vacant for more than two years and are proposed for retention, 8 of which are at different stages of recruitment and for the remaining 5, no action has been taken.

29. **The Advisory Committee recalls the General Assembly's request, expressed consistently in its resolutions on peacekeeping budgets, that the Secretary-General ensure that vacant posts be filled expeditiously (A/71/836, para. 108). The Committee also 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). The Committee stresses again that the continuing requirement for posts that have been vacant for two years or longer should be reviewed and the posts either proposed for retention with rejustification or abolishment in subsequent budget proposals (A/69/839, para. 67; see also General Assembly resolution 66/264). The Committee trusts that the Secretary-General will provide to the Assembly, at the time of its consideration of this item, further information on the status of the above-mentioned long-vacant posts proposed for retention.**

Use of the special post allowance

30. Upon enquiry, the Advisory Committee was informed that the Mission has a total of 16 cases where the incumbents (2 D-1, 1 P-5, 4 P-4, 2 P-3, 1 P-2, 6 Field Service) are in receipt of a special post allowance. The Committee recalls that staff members may be granted a special post allowance on an exceptional basis when they are called upon to assume the full duties and responsibilities of a post at a clearly recognizable higher level than their own for a temporary period exceeding three months (see staff rule 3.10 (b)). **The Advisory Committee stresses that such assignments of staff members to higher-level positions should be used as a temporary measure, and that all current and future vacant positions should be filled expeditiously, and their recruitment processes completed.** The Committee comments further on this matter in its report on cross-cutting issues related to peacekeeping operations.

United Nations Volunteers

31. The Advisory Committee was informed that the projected expenditure for United Nations Volunteers for 2018/19 is estimated at \$20,776,100, reflecting an increase of 9.0 per cent over the appropriation, which is mainly owing to the increase in the programmatic support costs charged by UNDP to 13.0 per cent, compared with 8.0 per cent as budgeted, as well as to the payment of a well-being allowance to Volunteers based in Kinshasa, effective 1 January 2019. Upon enquiry as to the basis for the increase in UNDP programme support costs from 8 to 13 per cent, the Committee was informed that the United Nations Volunteers programme, which is administered by UNDP, had introduced a new cost recovery mechanism based on a three-tiered methodology, so as to better reflect its internal workload attribution, independently of the duration of the contract of the Volunteers, and to implement a cost recovery mechanism that can be applied to all United Nations partners. A global

memorandum of understanding between the Secretariat and the United Nations Volunteers programme had been signed and became effective on 1 January 2019. **The Advisory Committee trusts that the Secretary-General will provide to the General Assembly, at the time of its consideration of this item, further information on the global memorandum of understanding between the Secretariat and the United Nations Volunteers programme, including the financial implications.**

Staffing of the Office of the Deputy Special Representative of the Secretary-General (Resident Coordinator/Humanitarian Coordinator)

32. In the budget document, it is indicated that the staffing component of the Office of the Deputy Special Representative of the Secretary-General (Resident Coordinator/Humanitarian Coordinator/Resident Representative) comprises 21 posts (see [A/73/816](#), table 1 and annex II.A). Upon enquiry, the Advisory Committee was informed that there are currently two posts (1 P-4 and 1 P-5) in the Office of the Deputy Special Representative that are dedicated to supporting the Deputy Special Representative in her function as Resident Coordinator, and which are funded from the budget of the Development Coordination Office (formerly known as the Development Operations Coordination Office) and administered by UNDP. Furthermore, one post of Driver (national General Service) is made available by UNDP as part of the turnkey agreement between the United Nations and UNDP. **The Advisory Committee is of the view that the funding source of such posts should be clearly indicated in the budget document, in a fully transparent manner.** The Committee discusses this matter further in its cross-cutting report on peacekeeping operations ([A/73/755](#)).

33. **Subject to its recommendations in paragraph 24 above, the Advisory Committee recommends approval of the Secretary-General's proposals for civilian personnel.**

3. Operational costs

(United States dollars)

	<i>Apportioned 2018/19</i>	<i>Proposed 2019/20</i>	<i>Variance</i>
Operational costs	322 549 300	290 420 900	(32 128 400)

34. The proposed resources for operational costs for 2019/20 amount to \$290,420,900, reflecting a decrease of \$32,128,400, or 10.0 per cent, compared with the appropriation for 2018/19. The Secretary-General is proposing decreases under all categories of expenditures except for marine operations.

Official travel

35. The proposed resources for official travel in 2019/20 amount to \$5,255,100, reflecting a decrease of \$143,200, or 2.7 per cent, compared with the appropriation for 2018/19. The Advisory Committee was provided with information showing that the decrease is mostly attributable to a reduction in travel for training-related purposes, owing to the reduction in the number of personnel and to the increased use of online training ([A/73/816](#), para. 159). Proposed resources for non-training related travel would increase by \$2,000 in 2019/20. In view of the reduction in the number of personnel, the Committee considers that the resource requirements for non-training related travel should also be reduced. Furthermore, from the additional information provided to it, the Committee notes that business class travel is authorized for several symposium-related trips, which, in the Committee's view, fall under the learning and

development category, and would therefore be eligible for travel in economy class only. **In view of the foregoing, the Advisory Committee recommends a reduction of 3 per cent (\$157,700) in the proposed resources for official travel in 2019/20.**

36. Upon enquiry, the Advisory Committee was informed that 20.5 per cent of official travel in 2017/18 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. The Committee reiterates that more efforts are required, in particular in areas where travel can be better planned (see also [A/73/779](#), para. 16).**

Facilities and infrastructure

37. The proposed resources under facilities and infrastructure amount to \$48,307,700, reflecting a decrease of \$10,329,500 (17.6 per cent). In the budget document, it is indicated that the decrease is mainly attributable to reduced requirements for the replacement of obsolete equipment, the rental of premises, construction, supplies, utilities, waste disposal services and security services, owing to the closure of company operating bases and field offices, the reduced number of personnel, the change in the Mission's posture and the planned drawdown ([A/73/816](#), para. 160). **The Advisory Committee recommends that the proposed resources be reduced by an additional 3 per cent (\$94,000) under the following objects of expenditure: acquisition of generators and electrical equipment; acquisition of furniture; acquisition of office and other equipment; and acquisition of safety and security equipment.**

Ground transportation

38. The proposed resources under ground transportation amount to \$11,937,800, reflecting a decrease of \$4,806,000, or 28.7 per cent. In the budget document, the Secretary-General indicates that the main factors contributing to the variance include: (a) lower requirements for fuel owing to a reduction in the fleet in line with the reduction in the number of personnel, the closure of seven field offices and one site in Kamina and the repatriation of military and police personnel; (b) a reduction in management fees for the fuel contract; and (c) a reduction in the number of vehicles being replaced in line with the reduction in the fleet (*ibid.*, para. 161). In view of the downsizing of the vehicle fleet and the reduction in the number of personnel, and taking into account also the pattern of expenditures for 2017/18 and 2018/19, the Advisory Committee considers that the proposed resources for spare parts in the amount of \$2,275,700, reflecting a reduction of 8.9 per cent, could be further reduced. **Accordingly, the Advisory Committee recommends that the proposed resources for spare parts under ground transportation be reduced by 3 per cent (\$68,300).**

Unmanned aerial systems

39. In its previous report, the Advisory Committee noted that it had been informed that the existing unmanned aerial system had not been utilized and that a new commercial contract was required in order to address the Mission's operational requirements for such a system ([A/72/789/Add.11](#), para. 34). Upon request for an update on the use of the system over the past three years, the Committee was informed that the principal objective of the system was to: (a) monitor the movements, trafficking activities, logistics supply lines and locations of illegal armed groups; (b) provide tactical reconnaissance in support of MONUSCO offensive operations; and (c) oversee the security of United Nations facilities, and of concentrations of and camps for internally displaced persons and refugees. The Committee was further informed that the system had proven to be unsuitable owing to its limited range and

inability to operate in inclement weather conditions, as well as the occurrence of frequent technical issues, including several accidents. In order to address the operational limitations of the system, the United Nations launched a rebidding exercise for the acquisition of a new unmanned aerial system, with the intention to provide improved functionality at a similar or lower cost (see also [A/70/5 \(Vol. II\)](#), chap. II, para. 110 and [A/73/5 \(Vol. II\)](#), chap. II, annex II). **The Advisory Committee considers that this case reflects weakness in the procurement process, including in the needs analysis and the assessment of suppliers' proposals, resulting in the acquisition of an asset that is not fit for purpose. The Committee trusts that the Secretary-General will include in his next report further information on the action taken to address such weaknesses, as well as on lessons learned.**

40. Subject to its recommendations in paragraphs 24, 35, 37 and 38 above, the Advisory Committee recommends approval of the Secretary-General's proposals for operational costs.

V. Other matters

Gender balance

41. The Advisory Committee was provided with the following table showing a breakdown of MONUSCO personnel by gender. **The Advisory Committee notes the low level of female representation, particularly in the National Staff categories, and encourages MONUSCO to intensify its efforts to achieve gender balance among its civilian staff.**

Civilian personnel by gender, as at 30 June 2018

(Percentage)

	<i>Female</i>	<i>Male</i>
P-5 and above	32	68
P-1 to P-4	29	71
Field Service	30	70
National Professional Officer	15	85
National General Service	15	85
United Nations Volunteers (International)	28	72

Risk management

42. Upon enquiry, the Advisory Committee was informed that the risk management function at MONUSCO is jointly implemented by the Chief of Staff and the Director of Mission Support, as follows: (a) in the office of the Chief of Staff, the Strategic Planning Cell acts as focal point with one Senior Mission Planning Officer (P-5) supported by one Mission Planning Officer (P-3); and (b) the Director of Mission Support is supported by the Audit Response Unit, headed by one Administrative Officer (P-4) and staffed by one Administrative Officer (P-3) and two Administrative Assistants (1 Field Service and 1 national General Service). **The Advisory Committee emphasizes the need for a robust risk management function in view of the risks inherent to the downsizing of peacekeeping operations, such as the loss or theft of assets. The Committee trusts the Secretary-General will provide, in his next report, further information on the risks identified and the measures taken to mitigate and address such risks.**

Implementation of the recommendations of the Board of Auditors

43. Upon enquiry as to the action taken regarding the implementation of the recommendations of the Board of Auditors and the Office of Internal Oversight Services on fraud (see also [A/72/789](#), paras. 30 and 31), the Advisory Committee was informed that for the 2017/18 period, a total of 14 cases of fraud and presumptive fraud documented by MONUSCO were duly referred to the appropriate investigative entities for action and uploaded in the Misconduct Tracking System. All decisions on the imposition of disciplinary sanctions on staff members are taken by Headquarters and it is the responsibility of the Mission to implement such measures. The Committee was further informed that the Mission had also put in place measures to strengthen its internal investigation capacity through the recruitment of additional specialized investigators as part of the Security and Safety Section, in order to conduct investigations in a timely manner. The Mission further indicated that the recommendations of the Board of Auditors on cases of fraud or presumptive fraud up to the financial year ending 30 June 2017 had been closed. Furthermore, with respect to the recommendations on the suspected lease-related collusion (see [A/72/789](#), paras. 30 and 31; and [A/72/789/Add.11](#), para. 4), an investigation conducted by the Office of Internal Oversight Services had determined that the allegations were without foundation and the investigation had therefore been closed.

Environmental management

44. Information on the environmental action plan of MONUSCO is provided in paragraph 84 of the budget document. It is stated that the Mission Support Division will implement the mission-wide environmental action plan, including conducting environmental inspections and overseeing environmental remediation activities prior to the closure of seven field offices, and securing environmental clearance certificates signed by the landlords prior to handing over the premises. The Mission will also address the environmental risks associated with wastewater and hazardous waste management and apply more environmentally friendly practices in operating United Nations-owned vehicles. Upon enquiry, the Advisory Committee was provided with further details of the Mission's environmental strategy in the areas of energy, water, wastewater, solid waste and waste production. With regard to energy efficiency and savings, in the budget report it is indicated that the connection of the Mission's sites in Kalemie to the national power grid is expected to yield savings of \$200,000 under generator fuel and spare parts ([A/73/816](#), para. 124). The Committee was further informed, upon enquiry, that the installation of a solar power farm in Goma is expected to generate savings in fuel consumption of \$182,000 per year.

45. The Advisory Committee notes the Mission's environmental initiatives and continues to encourage MONUSCO to pursue its efforts to reduce its overall environmental footprint, as requested by the General Assembly in its resolutions [69/307](#) and [70/286](#). The Committee emphasizes in particular the need to ensure that the environmental risks related to the downsizing of MONUSCO and the closure of field offices and team sites are fully addressed, in a comprehensive manner. The Committee trusts that the Secretary-General will include details in his next report on the impact of the implementation of its environmental strategy in terms of efficiency gains, energy consumption and energy savings. The Advisory Committee makes further observations and recommendations on environmental matters and energy efficiency in its report on cross-cutting issues related to peacekeeping operations ([A/73/755](#)).

Quick-impact projects

46. The proposed budget for 2019/20 includes a provision of \$1,500,000 for a total of 65 quick-impact projects including: the provision of lighting through the installation of solar panels for markets and key public areas; the construction or rehabilitation of critical health centres, school buildings and water points; the construction of, and provision of equipment to, vocational training centres; bridge repairs; and the rehabilitation of prisons, judicial buildings, national police stations and administration buildings (A/73/816, para. 143). **The Advisory Committee trusts that the Secretary-General will provide, in his next report, further information on the management, implementation and status of the projects, including information on the results achieved and lessons learned.**

Programmatic activities

47. A provision of \$3,334,000 is proposed to support other programmatic activities in 2019/20. Information on other programmatic activities proposed to be undertaken is provided in paragraphs 139 and 140 of the proposed budget. **The Advisory Committee trusts that the Secretary-General will provide in its next report an update on the efforts made to improve the planning, management and reporting of other programmatic activities.**

VI. Conclusion

48. The actions to be taken by the General Assembly in connection with the financing of MONUSCO for the period from 1 July 2017 to 30 June 2018 are indicated in section VI of the performance report (A/73/633). **The Advisory Committee recommends that the General Assembly:**

(a) **Appropriate an additional amount of \$47,390,400 to the Special Account for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo for the period from 1 July 2017 to 30 June 2018, authorized by the Assembly under the terms of its resolution 72/293, which was utilized and not assessed in respect of the financial period ended 30 June 2018;**

(b) **Taking into account the amount of \$1,141,848,100 already assessed on Member States under the terms of its resolution 71/301, to apply other revenue in respect of the financial period ended 30 June 2018 in the total amount of \$12,430,500 from investment revenue (\$3,927,400), other/miscellaneous revenue (\$1,246,800) and the cancellation of prior-period obligations (\$7,256,300) against the shortfall in assessment for the same period;**

(c) **Assess the additional amount of \$34,959,900, representing the difference between the increase in appropriation (\$47,390,400) and other revenue (\$12,430,500) for the period ended 30 June 2018.**

49. The actions to be taken by the General Assembly in connection with the financing of MONUSCO for the period from 1 July 2019 to 30 June 2020 are indicated in section IV of the proposed budget (A/73/816). **Taking into account its observations and recommendations above, the Advisory Committee recommends that the proposed resources be reduced by \$464,800, from \$1,023,267,600 to \$1,022,802,800. Accordingly, the Committee recommends that the General Assembly appropriate the amount of \$1,022,802,800 for the maintenance of the Mission for the 12-month period from 1 July 2019 to 30 June 2020.**

Documentation

- Report of the Secretary-General on the budget performance of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo for the period from 1 July 2017 to 30 June 2018 ([A/73/633](#))
- Report of the Secretary-General on the budget for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo for the period from 1 July 2019 to 30 June 2020 ([A/73/816](#))
- Report of the Board of Auditors on United Nations peacekeeping operations for the 12-month period from 1 July 2017 to 30 June 2018 ([A/73/5 \(Vol. II\)](#), chap. II)
- 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 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 Secretary-General on the overview of the financing of United Nations peacekeeping operations: budget performance for the period from 1 July 2017 to 30 June 2018 and budget for the period from 1 July 2019 to 30 June 2020 ([A/73/776](#))
- Report of the Advisory Committee on Administrative and Budgetary Questions on 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 United Nations Organization Stabilization Mission in the Democratic Republic of the Congo ([A/72/789/Add.11](#) and [A/72/789/Add.11/Corr.1](#))
- Report of the Advisory Committee on Administrative and Budgetary Questions on the financing arrangements for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo for the period from 1 July 2017 to 30 June 2018 ([A/72/844](#))
- General Assembly resolutions [71/301](#) and [72/293](#) on the financing of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
- Security Council resolutions [2463 \(2019\)](#), [2409 \(2018\)](#) and [1925 \(2010\)](#)