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Proposed programme budget for 2020

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Part II

Political affairs

Section 3

Political affairs

Special political missions

United Nations Assistance Mission for Iraq

Seventh report of the Advisory Committee on Administrative and Budgetary Questions on the proposed programme budget for 2020

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council that contains the proposed resource requirements for 2020 for the United Nations Assistance Mission for Iraq (UNAMI) ([A/74/6 \(Sect. 3\)/Add.6](#) and [A/74/6 \(Sect. 3\)/Add.6/Corr.1](#)). During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 8 October 2019.

2. In addendum 1 to section 3, Political affairs, of his report on the proposed programme budget for 2020 ([A/74/6 \(Sect. 3\)/Add.1](#)), the Secretary-General provides an overview of the proposed resource requirements for 2020 for 37 special political missions and related cross-cutting issues. Detailed information in respect of each special political mission is contained in five addenda to section 3 of the proposed programme budget.¹ The addenda cover the specific requirements for thematic

¹ [A/74/6 \(Sect. 3\)/Add.2](#), [A/74/6 \(Sect. 3\)/Add.3](#), [A/74/6 \(Sect. 3\)/Add.4](#), [A/74/6 \(Sect. 3\)/Add.5](#), [A/74/6 \(Sect. 3\)/Add.5/Corr.1](#) and [A/74/6 \(Sect. 3\)/Add.6](#).



clusters I to III and the two largest missions, the United Nations Assistance Mission for Afghanistan and UNAMI. The Advisory Committee's comments and recommendations of a cross-cutting nature pertaining to all special political missions are contained in its main report on the estimates in respect of special political missions (A/74/7/Add.1), while the Committee's comments and recommendations on budget proposals for thematic clusters I to III, the United Nations Assistance Mission for Afghanistan and UNAMI are covered in its related reports.² The Secretary-General also indicates that he will present to the General Assembly separate proposals for any additional requirements emanating from additional mandates or changes in mandates, including the requirements for 2020 for the United Nations Mission to Support the Hedayah Agreement (thematic cluster III) (A/74/6 (Sect. 3)/Add.1, paras. 5 and 14). The Committee was informed, upon enquiry, that resource requirements for the United Nations Integrated Office in Haiti (thematic cluster III), to be established on 16 October 2019 pursuant to Security Council resolution 2476 (2019), would be transmitted separately. The Committee's comments and recommendations pertaining to those additional budget proposals will be contained in its related reports.

3. In its first report on the proposed programme budget for 2020 (A/74/7, chap. I, sect. A), the Advisory Committee made comments and recommendations on budget, methodology, format and presentation, which also apply to the reports of the Secretary-General on the estimates in respect of special political missions (A/74/6 (Sect. 3)/Add.2-6).

II. Budget performance for 2018 and 2019 and resource requirements for 2020

A. Mandate and planning assumptions

4. The mandate of UNAMI was extended by the Security Council, in its resolution 2470 (2019), until 31 May 2020. In paragraphs 4 to 19 of his report, the Secretary-General describes the Mission's priorities and planning assumptions for 2020 and its cooperation with other entities. He indicates that, given the lack of political stability, the continued need for regional dialogue and the urgency of rebuilding Iraq, the assistance of UNAMI in relation to the political transition and coordinating the delivery of humanitarian, reconstruction and development assistance remains relevant. Together with the United Nations country team, UNAMI will work with the Government of Iraq to strengthen social cohesion by focusing on the most divided communities and in support of the voluntary return of displaced populations. Furthermore, in cooperation with the United Nations Development Programme, UNAMI will provide support for the finalization of the Independent High Electoral Commission and the Kurdistan Independent High Electoral Commission reform initiatives. The Mission will also work closely with the Iraqi High Commission for Human Rights and the Kurdistan Regional Board of Human Rights to build capacity for their functions as independent and impartial bodies in the protection and promotion of human rights. In addition, UNAMI will continue to provide its good offices to support an inclusive political dialogue and reconciliation, assist legislative reform and electoral processes and promote human rights and accountability by working with the Government, key political actors, members of civil society and other United Nations entities.

5. UNAMI will support the work of the United Nations Investigative Team to Promote Accountability for Crimes Committed by Da'esh/Islamic State in Iraq and the Levant in the implementation of its mandate, under Security Council resolution

² A/74/7/Add.2, A/74/7/Add.3, A/74/7/Add.4, A/74/7/Add.5 and A/74/7/Add.6.

2379 (2017), by sharing information and giving legal advice, as well as by providing operational, security, logistical and administrative support on a cost-recovery basis (see also para. 27 below). **The Advisory Committee continues to stress that administrative support provided by one United Nations entity to another should be provided on a cost-reimbursable basis (see A/73/498/Add.5, para. 7).**

6. With regard to the results-based-budgeting framework presented in section 4 of the report of the Secretary-General, the Advisory Committee notes from information received upon request that, for example with regard to the indicator of achievement “Supporting reform of Iraqi electoral institutions and processes”, the Mission cannot be responsible for the announcement and certification of election results in a timely manner. **The Advisory Committee reiterates its view that there is a need to improve certain indicators of achievement in order to better reflect what could be achieved by United Nations entities and, specifically, for which activities they can be held accountable (see also A/69/628, para. 35, A/71/595/Add.5, para. 5, and A/73/498/Add.5, para. 8).**

B. Budget performance for 2018 and 2019

7. Table 1 provides a summary of the proposed resource requirements for 2020 for UNAMI, compared with the approved resources for 2019, and the expenditure for 2018.

Table 1
Budget performance and total resource requirements (net of staff assessment)

(Thousands of United States dollars)

Category of expenditure	2018	2019	2020		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5) = (3) – (2)
Military and police personnel costs	7 354.5	5 599.8	5 238.2	200.3	(361.6)
Civilian personnel costs	86 982.7	78 727.0	79 525.1	–	798.1
Operational costs	16 495.8	21 467.6	15 780.6	41.4	(5 687.0)
Total requirements	110 833.0	105 794.4	100 543.9	241.7	(5 250.5)

8. Upon request, the Advisory Committee was provided with the expenditure for UNAMI for 2019, as at 30 June 2019, which amounts to \$55,774,100, compared with the appropriation of \$105,794,400. **The Advisory Committee trusts that the Secretary-General will provide updated information on the expenditure for 2019 to the General Assembly at the time of its consideration of the present report.**

C. Resource requirements for 2020

9. As shown in table 1, the resource requirements proposed for UNAMI for 2020 amount to \$100,543,900, reflecting a decrease of \$5,250,500, or 5 per cent, compared with the appropriation for 2019. A summary of the main factors contributing to the variances between the approved resources for 2019 and the proposed resources for 2020 is provided in section I of the report of the Secretary-General.

1. Military and police personnel

10. The estimated requirements for military and police personnel for 2020 amount to \$5,238,200, representing a decrease of \$361,600, or 6.5 per cent, compared with the appropriation for 2019, for the costs relating to the deployment of 245 military contingent personnel (military guards) and related requirements (A/74/6 (Sect. 3)/Add.6, para. 55). **The Advisory Committee recommends that the General Assembly approve the proposals of the Secretary-General for military personnel for 2020 for UNAMI.**

2. Civilian personnel

Table 2
Staffing requirements

	<i>Positions</i>	<i>Level</i>
Approved positions for 2019	810	1 USG, 2 ASG, 1 D-2, 6 D-1, 18 P-5, 51 P-4, 55 P-3, 5 P-2, 174 FS, 108 NPO, 387 LL, 2 UNV
Proposed positions for 2020	808	1 USG, 2 ASG, 1 D-2, 6 D-1, 19 P-5, 51 P-4, 54 P-3, 4 P-2, 167 FS, 109 NPO, 392 LL, 2 UNV
Proposed new positions	2	1 P-5, 1 FS
Proposed abolishments	4	1 P-2, 2 FS, 1 LL
Proposed conversions	7	1 P-3 to NPO, 6 FS to LL

Abbreviations: ASG, Assistant Secretary-General; FS, Field Service; LL, Local level; NPO, National Professional Officer; UNV, United Nations Volunteers; USG, Under-Secretary-General.

11. A summary of the staffing requirements and the proposed changes is contained in paragraphs 30 to 54 of and annexes I and II to the report of the Secretary-General. As summarized in table 2, the total proposed staffing of 808 positions, which comprises 305 international positions (138 Professional and 167 Field Service), 501 national positions (109 National Professional Officer and 392 Local level) and 2 United Nations Volunteers, represents a net reduction of 2 positions compared with the approved staffing for 2019. Organization charts showing the proposed staffing grades and levels are presented in annex III to the report of the Secretary-General. The proposed allocation of the positions by location is presented in annex II to the report and is summarized as follows:

- (a) UNAMI headquarters in Baghdad: 484 positions;
- (b) Two regional offices (Erbil and Kirkuk): 191 positions;
- (c) Eleven field offices: 58 positions;
- (d) Kuwait, including the Kuwait Joint Support Office: 67 positions;
- (e) Liaison office in Tehran: 4 positions;
- (f) Backstopping at Headquarters: 4 positions.

12. The Secretary-General indicates that the proposed staffing changes include: (a) the establishment of 2 positions (1 Professional and 1 Field Service) (*ibid.*, paras. 50 (a) and 51 (a)); (b) the abolishment of 4 positions (1 Professional, 2 Field Service and 1 Local level) (*ibid.*, paras. 39 (a), 39 (b) (ii) and 42 (b) (i)); (c) the conversion of 7 international positions to national positions (*ibid.*, paras. 36 (d), 36 (e), 39 (b) (iii) and 52 (c) (iii)); and (d) the reassignment of 2 positions and the redeployment of 183

positions, primarily as a result of the reorganization of the mission support structure (ibid., paras. 36, 39, 42 and 51–52). **The Advisory Committee welcomes the nationalization of the aforementioned seven positions and encourages UNAMI to continue its efforts in this respect.** The Committee provides its comments and recommendations regarding the nationalization of positions in its main report on the estimates in respect of special political missions (A/74/7/Add.1).

Resident Coordinator system

13. Table 8 of and annex III to the report of the Secretary-General contain the staffing requirements for the development pillar of UNAMI in terms of the Office of the Deputy Special Representative of the Secretary-General for Development and Humanitarian Affairs, who is also the Resident Coordinator and Humanitarian Coordinator. In section III.B of his report, the Secretary-General indicates that the 33 positions under the Deputy Special Representative remain unchanged as they are required to carry out the development mandate. Upon enquiry, the Advisory Committee was informed that, following a review of the development pillar support functions, UNAMI had, in the view of the Secretary-General, operationalized the provisions of General Assembly resolution 72/279 on the development system and the Resident Coordinator reform and that, as a result, the five positions deemed necessary to support the Resident Coordinator, to be funded from the special purpose trust fund, were currently under recruitment. **The Advisory Committee regrets that UNAMI is not proposing any adjustments to its staffing complement as a result of the aforementioned review and is not convinced that the aforementioned positions are sufficiently justified. The Committee is of the view that more clarity is needed with respect to the staffing needs to ensure the full implementation of the reforms of the Resident Coordinator system and the relevant provisions of General Assembly resolution 72/279.** The Committee provides its comments and recommendations regarding the Resident Coordinator system in its main report on the estimates in respect of special political missions (A/74/7/Add.1).

Vacant posts

14. Upon enquiry, the Advisory Committee was informed that, as at 23 July 2019, there were 24 vacant positions: 5 Professional positions (3 P-4, 1 P-3 and 1 P-2), 11 Field Service positions (including 1 pertaining to the Kuwait Joint Support Office) and 8 national positions. None had been vacant for more than two years.

Special post allowance

15. Upon enquiry, the Advisory Committee was informed that eight positions were currently encumbered temporarily by staff members receiving a special post allowance, one for more than one year. The Committee discusses the use of special post allowance further in its report on the proposed programme budget for 2020 (A/74/7, chap. I, paras. 90–94). **The Advisory Committee expects that recruitment will be completed without further delay for the positions encumbered for an extended period by staff members receiving a special post allowance.**

16. **Taking into account its comments in the paragraphs above, the Advisory Committee recommends that the General Assembly approve the staffing proposals of the Secretary-General for 2020 for UNAMI.**

3. Operational costs

17. The proposed resource requirements for operational costs for 2020 amount to \$15,780,600, reflecting a decrease of \$5,687,000, or 26.5 per cent, compared with the appropriation for 2019. The Advisory Committee was provided with information on

the operational costs for UNAMI, including the 2018 expenditure, 2019 appropriation and the proposed requirements for 2020, as shown in table 3.

Table 3
Operational costs

(Thousands of United States dollars)

Category of expenditure	2018	2019	2020		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5) = (3) – (2)
Operational costs					
1. Experts	–	–	–	–	–
2. Consultants and consulting services	191.9	353.5	319.0	–	(34.5)
3. Official travel	809.2	1 457.7	1 503.1	–	45.4
4. Facilities and infrastructure	4 192.7	7 445.5	3 757.7	–	(3 687.8)
5. Ground transportation	934.2	957.3	733.1	36.0	(224.2)
6. Air operations	3 391.5	3 087.6	3 162.1	–	74.5
7. Marine operations	–	–	–	–	–
8. Communications and information technology	4 170.3	4 414.7	3 440.5	–	(974.2)
9. Medical	124.8	310.4	210.9	–	(99.5)
10. Special equipment	–	–	–	–	–
11. Other supplies, services and equipment	2 681.2	3 440.9	2 654.2	5.4	(786.7)
12. Quick impact projects	–	–	–	–	–
Total	16 495.8	21 467.6	15 780.6	41.4	(5 687.0)

Consultants and consulting services

18. The proposed resources for individual consultants, under consultants and consulting services, amount to \$310,000, representing a decrease of \$10,300, or 3.2 per cent, compared with the apportionment of \$320,300 for 2019. Information provided to the Advisory Committee indicates that expenditure for individual consultants in 2018 amounted to \$157,600. Upon enquiry, the Committee was informed that, as at 30 June 2019, expenditure for 2019 amounted to \$61,700, or 19.8 per cent of the total apportionment. **Given the level of expenditure in 2018 and during the first six months of 2019, the Advisory Committee recommends a reduction of \$9,300 (3 per cent) to the proposed resources for individual consultants. The Committee reiterates that the use of consultants should be kept to an absolute minimum and that core activities should be performed by in-house capacity (see also A/73/498/Add.5, para. 22).**

Facilities and infrastructure

19. The proposed resources for facilities and infrastructure amount to \$3,757,700, representing a decrease of \$3,687,800, or 49.5 per cent, compared with the apportionment of \$7,445,500 for 2019. Information provided to the Advisory Committee indicates that expenditure for facilities and infrastructure in 2018 amounted to \$4,192,700. Upon enquiry, the Committee was informed that, as at 30 June 2019, expenditure for 2019 amounted to \$2,054,100, or 27.6 per cent of the

total apportionment. From the information received, the Committee notes significant underexpenditure in a number of instances, for example:

(a) Under acquisition of furniture, expenditure for 2018 amounted to \$169,100, while during the first six months of 2019 only \$13,700 (or 4.9 per cent of the apportioned amount of \$279,700) was spent. The proposed resources for 2020 under acquisition of furniture amount to \$69,000;

(b) Under rental of premises, expenditure for 2018 amounted to \$233,400, while during the first six months of 2019 only \$156,700 (or 20 per cent of the apportioned amount of \$784,000) was spent. The proposed resources for 2020 under rental of premises amount to \$546,400;

(c) Under maintenance services, expenditure for 2018 amounted to \$154,800, while during the first six months of 2019 only \$63,700 (or 3.8 per cent of the apportioned amount of \$1,678,100) was spent. The proposed resources for 2020 under maintenance services amount to \$874,600;

(d) Under spare parts and supplies, expenditure for 2018 amounted to \$82,600, while during the first six months of 2019 only \$13,100 (or 14.5 per cent of the apportioned amount of \$90,300) was spent. The proposed resources for 2020 under spare parts and supplies amount to \$93,800;

(e) Under petrol, oil and lubricants, expenditure for 2018 amounted to \$424,300, while during the first six months of 2019 only \$6,600 (or 1.8 per cent of the apportioned amount of \$373,600) was spent. The proposed resources for 2020 under petrol, oil and lubricants amount to \$364,300.

20. Given the level of expenditure in 2018 and during the first six months of 2019, the Advisory Committee recommends reductions to the proposed resources under facilities and infrastructure as follows: (a) under acquisition of furniture, an amount of \$1,400 (2 per cent); (b) under rental of premises, an amount of \$10,930 (2 per cent); (c) under maintenance services, an amount of \$17,490 (2 per cent); (d) under spare parts and supplies, an amount of \$2,810 (3 per cent); and (e) under petrol, oil and lubricants, an amount of \$7,290 (2 per cent).

Ground transportation

21. The proposed resources for acquisition of vehicles, under ground transportation, amount to \$67,200, representing a decrease of \$144,600, or 68.3 per cent, compared with the apportionment of \$211,800 for 2019. Information provided to the Advisory Committee indicates that expenditure for acquisition of vehicles in 2018 amounted to \$182,800. Upon enquiry, the Committee was informed that, as at 30 June 2019, expenditure for 2019 amounted to \$685,400, or 223.6 per cent of the total apportionment. **The Advisory Committee requests the Secretary-General to provide details, and a justification, for the overexpenditure regarding the acquisition of vehicles of 223.6 per cent over the apportioned amount for 2019, as at 30 June 2019, to the General Assembly at the time of its consideration of the present report.**

Air operations

22. With regard to the rental and operation of the fixed-wing aircraft, the Advisory Committee was informed that the cost per flight hour had increased from \$620 per hour in 2019 to \$850 per hour in 2020. Upon enquiry, the Committee was informed that the budget for air operations for 2019, with regard to the number and cost of flight hours pertaining to the cost-sharing arrangement of one fixed-wing aircraft between UNAMI and the Office of the Special Envoy of the Secretary-General for Yemen, was based on the cost for 43 flight hours at a rate of \$620 per hour, when it should have

been based on the cost of 275 flight hours at a rate of \$850 per hour. **The Advisory Committee trusts that the Secretary-General will provide further explanations for the discrepancies between 2019 and 2020 with respect to the number and price of flight hours, and the related impact on the resource requirements under air operations, to the General Assembly at the time of its consideration of the present report. The Committee trusts that the shared fixed-wing aircraft will be utilized as efficiently as possible and recommends that the Assembly request the Secretary-General to provide detailed and accurate information thereon in the context of the next budget proposal.**

Communications and information technology

23. The proposed resources for public information and publication services, under communications and information technology, amount to \$134,900, representing a decrease of \$49,200, or 26.7 per cent, compared with the apportionment of \$184,100 for 2019. Information provided to the Advisory Committee indicates that expenditure for public information and publication services in 2018 amounted to \$80,700. Upon enquiry, the Committee was informed that, as at 30 June 2019, expenditure for 2019 amounted to \$35,600, or 19.3 per cent of the total apportionment. **Given the level of expenditure in 2018 and during the first six months of 2019, the Advisory Committee recommends a reduction of \$4,100 (3 per cent) to the proposed resources for public information and publication services, under communications and information technology.**

Other supplies, services and equipment

24. The proposed resources for individual contractual services, under other supplies, services and equipment, amount to \$103,400, representing a decrease of \$27,600, or 21.1 per cent, compared with the apportionment of \$131,000 for 2019. Information provided to the Advisory Committee indicates that expenditure for individual contractual services in 2018 amounted to \$105,000. Upon enquiry, the Committee was informed that, as at 30 June 2019, expenditure for 2019 amounted to \$36,800, or 28.1 per cent of the total apportionment. **Given the level of expenditure in 2018 and during the first six months of 2019, the Advisory Committee recommends a reduction of \$2,100 (2 per cent) to the proposed resources for individual contractual services, under other supplies, services and equipment.**

25. **Subject to its recommendations in paragraphs 18, 20–21 and 23–24 above, the Advisory Committee recommends approval of the proposals of the Secretary-General for operational costs.**

D. Other matters

Compliance with advance purchase policy

26. With regard to compliance with the policy for advance booking of air travel, the Advisory Committee was informed that, as at 30 June 2019, only 23 per cent of air tickets had been purchased at least two weeks before the commencement of travel. The Secretary-General indicates that the low compliance rate is due to the inclusion of data relating to entitlement travel (A/74/6 (Sect. 3)/Add.6, sect. III.B). **The Advisory Committee recalls that the General Assembly, on a number of occasions, has expressed concern about 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/74/7/Add.2, para. 21). Furthermore, the Committee trusts that, in future budget submissions, data related to entitlement travel will be presented**

separately in the data related to official travel, so as to ensure that the rate of compliance with the policy for advance booking of air travel is reported accurately. The Committee further discusses compliance with the advance purchase policy under official travel in its first report on the proposed programme budget for 2020 (A/74/7, chap. I, paras. 99–100).

Cost-sharing and cost-recovery arrangements

27. Upon enquiry, the Advisory Committee was informed that UNAMI provided support to the United Nations Investigative Team to Promote Accountability for Crimes Committed by Da'esh/Islamic State in Iraq and the Levant and to other United Nations country team entities for local security services on a cost-shared basis and for common services on a cost-recovery basis. UNAMI also provided other services, such as aviation services, information and communications technology support, visa processing, medical services, vehicle fuel, rental of vehicles and security movements, on a per-use basis. The Committee provides its comments and recommendations regarding cost-sharing and cost-recovery arrangements in its main report on the estimates in respect of special political missions (A/74/7/Add.1).
