



# General Assembly

Distr.: General  
29 May 2020

Original: English

---

## Seventy-fifth session

Item 141 of the preliminary list\*

### Proposed programme budget for 2021

## Proposed programme budget for 2021

### Part II

#### Political affairs

### Section 3

#### Political affairs

#### Special political missions

##### Thematic cluster I:

##### special and personal envoys, advisers and representatives of the Secretary-General

### *Summary*

The present report contains the proposed resource requirements for 2021 for 11 special political missions grouped under the thematic cluster of special and personal envoys, advisers and representatives of the Secretary-General.

The proposed resource requirements for 2021 for special political missions grouped under this cluster amount to \$57,365,300 (net of staff assessment).

---

\* A/75/50.



## Contents

	<i>Page</i>
I. Financial overview .....	4
II. Special political missions .....	5
1. Office of the Special Adviser to the Secretary-General on Cyprus .....	5
A. Proposed programme plan for 2021 and programme performance for 2019** .....	6
B. Proposed post and non-post resource requirements for 2021*** .....	12
2. Office of the Special Adviser to the Secretary-General on the Prevention of Genocide ..	15
A. Proposed programme plan for 2021 and programme performance for 2019** .....	16
B. Proposed post and non-post resource requirements for 2021*** .....	24
3. Personal Envoy of the Secretary-General for Western Sahara .....	27
A. Proposed programme plan for 2021 and programme performance for 2019** .....	27
B. Proposed post and non-post resource requirements for 2021*** .....	31
4. Office of the Special Envoy of the Secretary-General for the implementation of Security Council resolution <a href="#">1559 (2004)</a> .....	32
A. Proposed programme plan for 2021 and programme performance for 2019** .....	32
B. Proposed post and non-post resource requirements for 2021*** .....	35
5. United Nations Representative to the Geneva International Discussions .....	37
A. Proposed programme plan for 2021 and programme performance for 2019** .....	38
B. Proposed post and non-post resource requirements for 2021*** .....	44
6. Office of the Special Envoy of the Secretary-General for Syria .....	47
A. Proposed programme plan for 2021 and programme performance for 2019** .....	48
B. Proposed post and non-post resource requirements for 2021*** .....	52
7. Office of the Special Envoy of the Secretary-General for the Horn of Africa .....	55
A. Proposed programme plan for 2021 and programme performance for 2019** .....	56
B. Proposed post and non-post resource requirements for 2021*** .....	61
8. Office of the Special Envoy of the Secretary-General for the Great Lakes Region .....	63
A. Proposed programme plan for 2021 and programme performance for 2019** .....	64
B. Proposed post and non-post resource requirements for 2021*** .....	71
9. Office of the Special Envoy of the Secretary-General for Yemen .....	73
A. Proposed programme plan for 2021 and programme performance for 2019** .....	74
B. Proposed post and non-post resource requirements for 2021*** .....	80
10. Office of the Special Envoy of the Secretary-General for Burundi .....	82

\*\* The part consisting of the proposed programme plan for 2021 is submitted for the consideration of the General Assembly in accordance with the established budgetary procedures and practices reaffirmed in paragraph 13 of resolution [72/266 A](#).

\*\*\* In keeping with paragraph 11 of resolution [72/266 A](#), the part consisting of the post and non-post resource requirements is submitted through the Advisory Committee on Administrative and Budgetary Questions for the consideration of the General Assembly.

A.	Proposed programme plan for 2021 and programme performance for 2019** . . . . .	82
B.	Proposed post and non-post resource requirements for 2021*** . . . . .	87
11.	Office of the Special Envoy of the Secretary-General on Myanmar. . . . .	89
A.	Proposed programme plan for 2021 and programme performance for 2019** . . . . .	90
B.	Proposed post and non-post resource requirements for 2021*** . . . . .	96

#### Annex

Summary of follow-up action taken to implement the decisions and requests made by the General Assembly in its resolution <a href="#">74/263</a> , including the requests and recommendations of the Advisory Committee on Administrative and Budgetary Questions endorsed by the Assembly . . . . .	98
---	----

## I. Financial overview

1. The proposed resource requirements for 2021 for special political missions grouped under thematic cluster I amount to \$57,365,300 (net of staff assessment). Table 1 provides a comparison between the resources proposed for 2021 and the resources for 2020 as approved by the General Assembly in its resolution [74/263](#).

Table 1  
**Resource requirements**  
 (Thousands of United States dollars)

Category of expenditure	2019	2020	2021		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2021 vs. 2020 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Office of the Special Adviser to the Secretary-General on Cyprus	2 116.9	2 878.3	2 881.8	—	3.5
Office of the Special Adviser to the Secretary-General on the Prevention of Genocide	1 832.5	2 227.4	2 353.3	12.7	125.9
Personal Envoy of the Secretary-General for Western Sahara	192.0	434.4	532.3	—	97.9
Office of the Special Envoy of the Secretary-General for the implementation of Security Council resolution <a href="#">1559 (2004)</a>	242.2	397.2	368.9	—	(28.3)
United Nations Representative to the Geneva International Discussions	1 716.7	2 236.7	1 928.2	—	(308.5)
Office of the Special Envoy of the Secretary-General for Syria	15 061.2	16 235.3	16 735.1	505.1	499.8
Office of the Special Envoy of the Secretary-General for the Horn of Africa	1 650.8	1 496.4	1 821.4	—	325.0
Office of the Special Envoy of the Secretary-General for the Great Lakes Region	4 400.9	4 400.4	5 188.7	—	788.3
Office of the Special Envoy of the Secretary-General for Yemen	16 560.9	18 177.0	17 892.8	—	(284.2)
Office of the Special Envoy of the Secretary-General for Burundi	6 514.5	7 237.0	6 510.2	—	(726.8)
Office of the Special Envoy of the Secretary-General on Myanmar	1 077.1	1 073.0	1 152.6	—	79.6
<b>Total</b>	<b>51 365.7</b>	<b>56 793.1</b>	<b>57 365.3</b>	<b>517.8</b>	<b>572.2</b>

## II. Special political missions

### 1. Office of the Special Adviser to the Secretary-General on Cyprus

(\$2,881,800)

#### Foreword

An important step to address the long-standing concerns and needs of Cypriots to be able to communicate and to be reachable across the island was finally put in place in July 2019 after months of intensive engagement with the two sides. The interoperability of mobile phones was one of a series of important confidence-building measures agreed by the Greek Cypriot and the Turkish Cypriot leaders, Nicos Anastasiades and Mustafa Akıncı.

This confidence-building measure had been agreed in 2015. Recognizing its importance, I re-engaged with both sides, encouraging them to renew their efforts towards implementation. Following their joint informal meeting on 26 February 2019, both leaders announced their decision to implement mobile phone interoperability in the coming period.

During the following months, I intensified my efforts, including through regular shuttle diplomacy between the leaders, with the strong involvement of the Technical Committee on Economic and Commercial Matters and with the support of the European Commission. Finally, a creative solution was found to implement mobile phone interoperability through separate agreements of the operators of both sides, utilizing the services of a roaming hub based in Switzerland.

On 11 July 2019, Mr. Anastasiades, Mr. Akıncı and I were the first to use the interoperability of mobile phones on both sides of the island. The successful completion of this confidence-building measure not only capped the implementation of all confidence-building measures that were agreed in 2015, but most importantly it showcased the crucial work of the technical committees, proving once again the added value of persistent United Nations diplomacy and good offices as well as coordinated partnerships with the private sector.

Finally, the successful completion of the confidence-building measure was also an essential signal to both communities across the divide of the political will of the two leaders to implement measures that could bring the two communities closer together and improve the daily lives of ordinary Cypriots. By gathering the support and expertise of a multiplicity of actors and overcoming a plethora of practical hurdles by finding appropriate technical solutions, both sides demonstrated the courage and political commitment to create conditions conducive to communication between people on both sides and a foundation for a united future.

(Signed) Elizabeth **Spehar**  
Deputy Special Adviser to the Secretary-General on Cyprus

## A. Proposed programme plan for 2021 and programme performance for 2019

### Overall orientation

#### Mandates and background

2. In a letter dated 10 July 2008 addressed to the President of the Security Council ([S/2008/456](#)), the Secretary-General announced the appointment of his Special Adviser on Cyprus, effective from 14 July 2008, to assist the parties in the conduct of full-fledged negotiations aimed at reaching a comprehensive settlement of the Cyprus issue. The Office of the Special Adviser to the Secretary-General on Cyprus, also known as the good offices mission, is responsible for using its best endeavours with the representatives of the communities and the guarantor Powers to promote a peaceful solution to and an agreed settlement of the Cyprus problem. Its mandate stems from Security Council resolution [186 \(1964\)](#) and from subsequent Council resolutions, including resolutions [367 \(1975\)](#), [1250 \(1999\)](#), [1475 \(2003\)](#), [1758 \(2007\)](#), [1818 \(2008\)](#), [1873 \(2009\)](#), [1930 \(2010\)](#), [1986 \(2011\)](#), [2026 \(2011\)](#), [2058 \(2012\)](#), [2114 \(2013\)](#), [2135 \(2014\)](#), [2168 \(2014\)](#), [2197 \(2015\)](#), [2234 \(2015\)](#), [2263 \(2016\)](#), [2300 \(2016\)](#), [2338 \(2017\)](#), [2369 \(2017\)](#), [2398 \(2018\)](#), [2430 \(2018\)](#), [2453 \(2019\)](#) and [2506 \(2020\)](#).
3. In its resolution [2506 \(2020\)](#), the Security Council urged the sides to renew their efforts to achieve an enduring, comprehensive and just settlement based on a bicomunal, bizonal federation with political equality, and reaffirmed the primary role of the United Nations in assisting the parties to bring the Cyprus conflict and division of the island to a comprehensive and durable settlement with a sense of urgency. The Council welcomed the Secretary-General's agreement to extend his efforts to achieve terms of reference to serve as a consensus starting point for phased, meaningful and results-oriented negotiations and expressed its full support for his good offices to remain available to assist the sides.
4. The process during the last phase of full-fledged negotiations, spanning May 2015 to July 2017, continued at a varied pace. The sides engaged in intensive negotiations in the period leading up to and at the Conference on Cyprus in January 2017, as well as in June and July 2017. Subsequently, in the period following the Conference, the engagement decreased significantly. However, the Greek Cypriot leader and the Turkish Cypriot leader held three informal meetings under the auspices of the Deputy Special Adviser, who also met with the leaders bilaterally 14 times.
5. In June 2018, the United Nations conducted in-depth consultations to help to determine whether conditions had matured for a return to a meaningful process (see [S/2018/610](#)). In this context, the Greek Cypriot and Turkish Cypriot leaders expressed their readiness to engage in discussions on a possible way forward. The Secretary-General also reiterated the commitment of the United Nations to Cyprus and the continued availability of his good offices. In January 2019, the Secretary-General informed the Security Council of his intention to continue the consultations with a view to agreeing on terms of reference that would constitute a consensus starting point for meaningful negotiations, leading to a settlement within a foreseeable horizon.
6. The consultation process continued throughout 2019, as reflected in the reports of the Secretary-General on his mission of good offices in Cyprus ([S/2019/322](#) and [S/2019/883](#)). On 25 November 2019, an informal joint meeting between the Secretary-General and the Greek Cypriot and the Turkish Cypriot leaders was held in Berlin.

## Programme of work

### Objective

7. The objective, to which this mission contributes, is to achieve a comprehensive settlement of the Cyprus problem.

### Strategy

8. To contribute to achieving a comprehensive settlement of the Cyprus problem, the mission will assist the sides in the conduct of full-fledged negotiations, which is expected to result in the progressive bridging of the gap between the sides through an increased number of bilateral and joint meetings with the leaders of the communities, their negotiating teams and key stakeholders, an increased number of papers of convergences, an increased number of meetings of technical committees and working groups and the implementation of confidence-building measures. Past results in this area include the informal joint meeting between the Secretary-General and the Greek Cypriot and the Turkish Cypriot leaders held in Berlin on 25 November 2019. As the Secretary-General underscored in his latest report on the United Nations operation in Cyprus ([S/2020/23](#)), at that meeting the two leaders reaffirmed their commitment and determination to achieve a settlement based on a bizonal, bicomunal federation with political equality, as set out in the relevant Security Council resolutions, including resolution [716 \(1991\)](#). The two leaders also agreed that achieving a comprehensive and durable settlement within a foreseeable horizon was of utmost importance to the future well-being of both communities and that the status quo was unsustainable. They also affirmed their commitment to the Joint Declaration of 11 February 2014, the prior convergences and the framework that the Secretary-General had presented on 30 June 2017 with a view to achieving a strategic agreement paving the way forward for a comprehensive settlement.
9. The mission will enhance its efforts to support work with the two leaders and with the guarantor Powers on the possible resumption of full-fledged negotiations. The Office of the Special Adviser will, when called upon, facilitate regular meetings between the leaders, negotiators and experts and will “shuttle” between the sides separately until a comprehensive settlement is reached. The requirement to coordinate technical work in preparation for settlement implementation will also continue and may increase. Should the talks resume and significant progress be achieved in 2021, the United Nations may be called upon to convene the stakeholders again to address the final outstanding issues of the negotiations. Efforts will include shuttle diplomacy and a greater number of bilateral meetings, the facilitation of multilateral meetings, and meetings of the negotiating teams, working groups and technical committees. The increased number of meetings will allow for more issues to be discussed and, following the resumption of negotiations, a greater number of papers of convergences to be achieved towards finalizing a comprehensive and sustainable settlement. Also, through the facilitation of meetings between the sides, as well as bilateral contacts and discussions with each of them, the mission will intensify its support for the implementation of confidence-building measures and the work of the technical committees, with a particular focus on assisting the sides to follow up the recommendations of the stocktaking exercise on the activities of the technical committees undertaken in 2019.

### External factors for 2021

10. With regard to the external factors, the overall plan for 2021 is based on the following assumptions:
  - (a) Continued and sustained political commitment to the political process and the implementation of confidence-building measures;
  - (b) Continued and sustained international support for the negotiation process.

11. The mission integrates a gender perspective in its operational activities, deliverables and results, as appropriate. The Security Council, in its resolution [2506 \(2020\)](#), recognized that the full, equal and meaningful participation and leadership of women was essential in peacebuilding in Cyprus and would contribute to making any future settlement sustainable, welcomed efforts to bring together a broad range of women actors on both sides, encouraged the sides to ensure that the unique concerns of women would be addressed in a future settlement, looked forward to the outcome of the gender-sensitive socioeconomic impact assessment requested in its resolution [2453 \(2019\)](#) and recognized the important and positive contribution of youth in efforts for the maintenance and promotion of peace and security. The mission supports the work of local women activists, women's and youth groups and other interested parties to advance relevant Council resolutions in the context of the Cyprus peace process more broadly.
12. With regard to cooperation with other entities, the mission, pursuant to a request by the leaders of both communities, coordinates the engagement of international financial institutions in support of the process, in particular, the European Central Bank, the International Monetary Fund and the World Bank. In addition, the Office cooperates and coordinates activities with the European Commission, which supports the negotiation process.
13. With regard to inter-agency coordination and liaison, the mission, the United Nations Peacekeeping Force in Cyprus and the United Nations country team will continue to operate in an integrated way to maximize synergies and ensure coherent and effective support for United Nations peace efforts.

### **Evaluation activities**

14. A self-evaluation of mission processes to develop the mission concept, including support from the Department of Political and Peacebuilding Affairs of the Secretariat for such processes, to identify constraints and opportunities is planned for 2021.

### **Programme performance in 2019 against planned result**

15. A planned result for 2019, which is progress in the full-fledged negotiations towards a comprehensive settlement, as referred to in 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 for 2019 for thematic cluster I ([A/73/352/Add.1](#)), was partially achieved, notwithstanding the absence of negotiations, as evidenced by the meetings that were held with and between the leaders and their representatives. In the course of 2019, the leaders held two informal meetings on the island, under the auspices of the Deputy Special Adviser to the Secretary-General on Cyprus. The first such meeting took place on 26 February, when the leaders had a constructive exchange of views and discussed in depth the basic principles. On 9 August, the leaders met again informally and decided to announce their readiness to hold a tripartite meeting with the Secretary-General after the high-level week of the seventy-fourth session of the General Assembly in order to plan the way forward.
16. In 2019, the mission conducted an in-depth stocktaking exercise on the activities and *modi operandi* of the technical committees over the past 11 years to assess whether and how the technical committees have evolved and to identify their strengths and challenges. The mission has since been working to facilitate the implementation of recommendations from this exercise, which were shared with the sides in order to assist them to strengthen and streamline the work of the technical committees.
17. The mission has supported the efforts of the sides at the highest political and technical levels to negotiate and/or implement confidence-building measures. It has also coordinated closely with the international community to streamline messaging and advocacy.



## **Programme performance in 2019: consensus-building efforts leading to resumed talks**

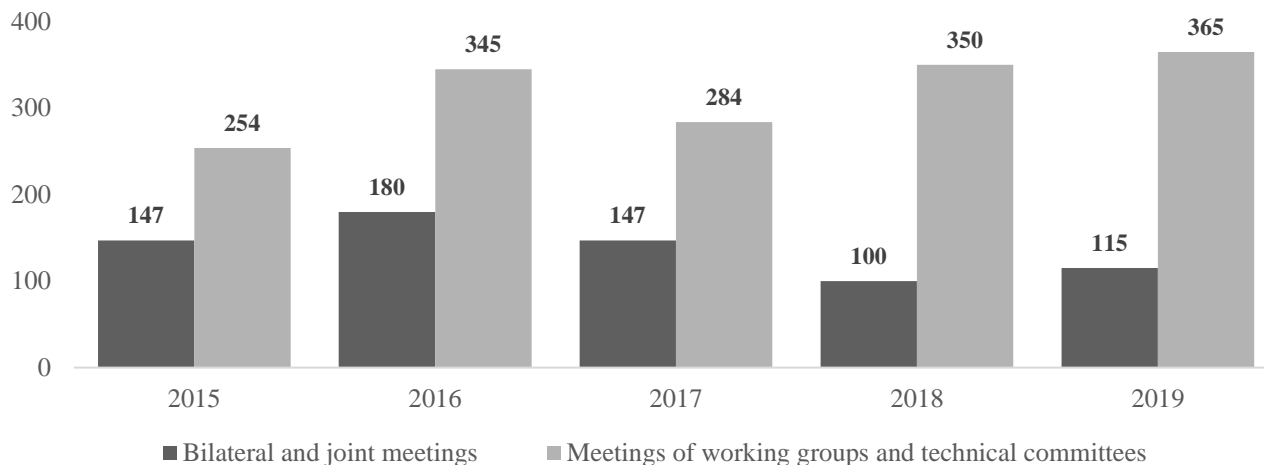
18. The consultations with the parties to reach agreement on terms of reference that would constitute a consensus starting point for resumed talks continued throughout 2019. Importantly, on 25 November 2019, an informal joint meeting between the Secretary-General and the Greek Cypriot and the Turkish Cypriot leaders was held in Berlin. As the Secretary-General underscored in his most recent report on the United Nations operation in Cyprus (S/2020/23), at that meeting the two leaders reaffirmed their commitment and determination to achieve a settlement based on a bizonal, bicomunal federation with political equality as set out in the relevant Security Council resolutions, including resolution 716 (1991). The two leaders also agreed that achieving a comprehensive and durable settlement within a foreseeable horizon was of utmost importance to the future well-being of both communities and that the status quo was unsustainable. In view of those discussions, the Secretary-General agreed to extend his efforts to achieve terms of reference to serve as a consensus starting point for phased, meaningful and results-oriented negotiations at the earliest feasible opportunity. In that regard, he committed to exploring, with the two leaders and with the guarantor Powers, the possibility of convening an informal five-plus-United Nations meeting at an appropriate stage.
19. The sides also continued the work of the technical committees and the implementation of confidence-building measures. In 2019, the leaders announced that the interconnectivity of the two electricity grids and the interoperability of mobile phones, as agreed in 2015, had been achieved. They also agreed on an exchange of artworks by which the Turkish Cypriot side returned paintings by Greek Cypriot artists and the Greek Cypriot side returned audiovisual recordings of Turkish Cypriot artists from their respective archives. The exchange took place under the auspices of the mission on 3 September 2019.
20. The Security Council, in its resolution 2506 (2020), urged the sides to renew their efforts to achieve an enduring, comprehensive and just settlement based on a bicomunal, bizonal federation with political equality, and reaffirmed the primary role of the United Nations in assisting the parties to bring the Cyprus conflict and division of the island to a comprehensive and durable settlement with a sense of urgency. The Council called upon the two leaders to put their efforts expeditiously behind further work on reaching convergences on core issues. It also called upon them to improve the public atmosphere for the negotiations, to ensure a meaningful role for civil society engagement in peace efforts and to strengthen in particular the participation of women's organizations and youth. It further called upon the leaders to reaffirm their political support for all technical committees and to consider the advice of the mission regarding further ways to empower the technical committees and improve their performance.

### *Progress towards the attainment of the objective, and performance measure*

21. This work contributed to making progress towards the achievement of a comprehensive settlement of the Cyprus problem, as demonstrated by the increased number of bilateral and joint meetings with the leaders of the communities, their negotiating teams and key stakeholders (115 meetings in 2019 compared with 100 meetings in 2018) and a higher number of meetings of working groups and technical committees towards a settlement of the Cyprus problem (365 meetings in 2019 compared with 350 meetings in 2018), which resulted in a continuous dialogue between the sides regarding the way forward towards resuming the negotiations.

Figure I

**Performance measure: number of bilateral and joint meetings with the leaders of the communities, their negotiating teams and key stakeholders and number of meetings of working groups and technical committees towards a settlement of the Cyprus problem**



### **Planned result for 2021: phased, meaningful and results-oriented negotiations**

22. In July 2017, the Conference on Cyprus closed inconclusively after hope and expectations had been raised during the 2015–2017 phase of negotiations. The continued absence of negotiations since then and the uncertain prospects for the future of the process were a serious cause of concern for many Cypriots and the international community alike.
23. Following the announcement by the Secretary-General that in-depth consultations would be conducted with a view to agreeing on terms of reference that would constitute a consensus starting point for meaningful negotiations, leading to a settlement within a foreseeable horizon, the mission intensified its regular engagement with the sides and the guarantor Powers, which included shuttle diplomacy, bilateral meetings, the facilitation of multilateral meetings, and meetings of the negotiating teams, working groups and technical committees.
24. In 2021, the Office will enhance its efforts to support work with the two leaders and with the guarantor Powers on the possible resumption of full-fledged negotiations. The Office will be called upon to continue to facilitate regular meetings between the leaders, negotiators and experts and to “shuttle” between the sides separately until a comprehensive settlement is reached. The requirement to coordinate technical work in preparation for settlement implementation will also continue and may increase. Should the talks resume and significant progress be achieved in 2021, the United Nations may be called upon to convene the stakeholders to address the final outstanding issues of the negotiations. Efforts will include shuttle diplomacy and a greater number of bilateral meetings, the facilitation of multilateral meetings, and meetings of the negotiating teams, working groups and technical committees. Also, through the facilitation of meetings between the sides, as well as bilateral contacts and discussions with each of them, the mission will intensify its support for the implementation of confidence-building measures and the work of the technical committees, with a particular focus on assisting the sides to follow up the recommendations of the stocktaking exercise on the activities of the technical committees undertaken in 2019.

*Internal challenge and response*

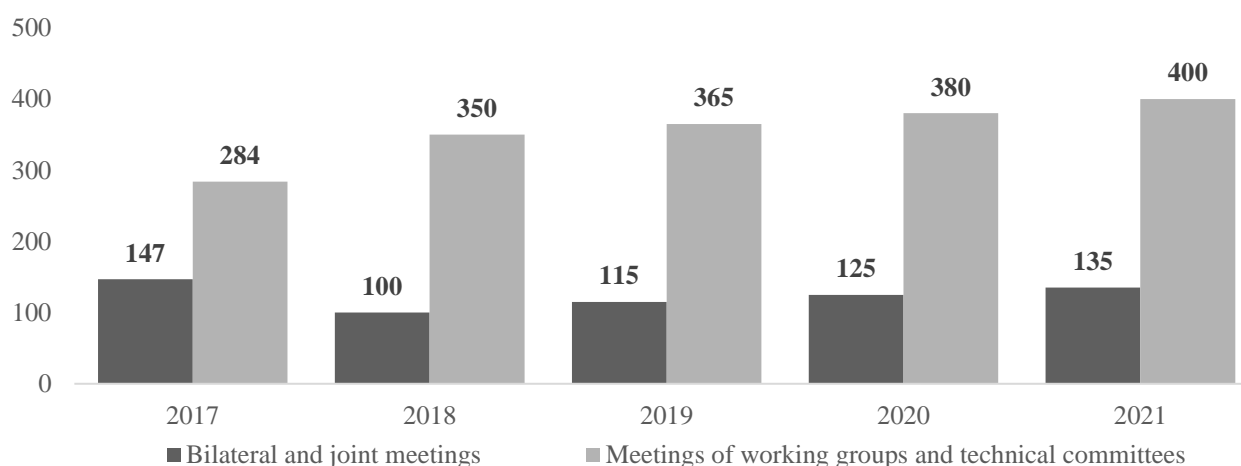
25. The challenge for the mission was to facilitate discussions and support engagement with the parties and the guarantor Powers to achieve terms of reference to serve as a consensus starting point for phased, meaningful and results-oriented negotiations.
26. In response, following the shuttle diplomacy efforts of the United Nations and the re-engagement of the sides in results-oriented negotiations, the mission will intensify its work to facilitate the negotiations, including meetings with and between the leaders, as well as meetings of the negotiating teams, working groups and technical committees, aimed at achieving a mutually-agreed comprehensive settlement in Cyprus. Through this intensification of efforts, the mission will increase its activities to plan, support, coordinate and facilitate meetings at various levels, as well as its contacts with relevant interlocutors, including political parties, civil society organizations, women's groups, media and representatives of the diplomatic community on the island.

*Expected progress towards the attainment of the objective, and performance measure*

27. This work is expected to contribute to achieving a comprehensive settlement of the Cyprus problem, which would be demonstrated by an increased number of bilateral and joint meetings with the leaders of the communities, their negotiating teams and key stakeholders and a higher number of meetings of working groups and technical committees towards a settlement of the Cyprus problem.

Figure II

**Performance measure: number of bilateral and joint meetings with the leaders of the communities, their negotiating teams and key stakeholders and number of meetings of working groups and technical committees towards a settlement of the Cyprus problem**

**Deliverables**

28. Table 2 lists all deliverables, by category and subcategory, for the period 2019–2021 that contributed and are expected to contribute to the attainment of the objective stated above.

Table 2

**Deliverables for the period 2019–2021, by category and subcategory**

<i>Category and subcategory</i>	<i>2019 planned</i>	<i>2019 actual</i>	<i>2020 planned</i>	<i>2021 planned</i>
<b>A. Facilitation of the intergovernmental process and expert bodies</b>				
<b>Parliamentary documentation</b> (number of documents)	<b>2</b>	<b>4</b>	<b>2</b>	<b>3</b>
1. Reports of the Secretary-General to the Security Council	2	4	2	3
<b>Substantive services for meetings</b> (number of three-hour meetings)	<b>2</b>	<b>5</b>	<b>2</b>	<b>3</b>
2. Meetings of the Security Council	2	5	2	3
<b>C. Substantive deliverables</b>				
<b>Good offices:</b> bilateral and joint meetings towards a settlement of the Cyprus problem.				
<b>Consultation, advice and advocacy:</b> advice on procedural, legal, technical and substantive issues; advisory meetings on issues and developments related to the peace process and the negotiations; and advocacy to raise awareness of, inform about and encourage participation in and public support for the peace process.				
<b>D. Communication deliverables</b>				
<b>External and media relations:</b> interviews and press releases to inform the public about the peace process.				

**B. Proposed post and non-post resource requirements for 2021****Resource requirements (regular budget)**

Table 3

**Financial resources**

(Thousands of United States dollars)

<i>Category of expenditure</i>	<i>2019</i>	<i>2020</i>	<i>2021</i>	<i>Variance</i>	
	<i>Expenditure</i>	<i>Appropriation</i>	<i>Total requirements</i>	<i>Non-recurrent requirements</i>	<i>2021 vs. 2020 Increase/(decrease)</i>
	<i>(1)</i>	<i>(2)</i>	<i>(3)</i>	<i>(4)</i>	<i>(5)=(3)-(2)</i>
Military and police personnel costs	–	–	–	–	–
Civilian personnel costs	1 875.3	2 376.2	2 380.7	–	4.5
Operational costs	241.6	502.1	501.1	–	(1.0)
<b>Total (net of staff assessment)</b>	<b>2 116.9</b>	<b>2 878.3</b>	<b>2 881.8</b>	<b>–</b>	<b>3.5</b>

Table 4

**Positions**

	<i>Professional and higher categories</i>									<i>General Service and related categories</i>		<i>National staff</i>				<i>United Nations Volunteers</i>	<i>Total</i>
	<i>USG</i>	<i>ASG</i>	<i>D-2</i>	<i>D-1</i>	<i>P-5</i>	<i>P-4</i>	<i>P-3</i>	<i>P-2</i>	<i>Subtotal</i>	<i>Field/ Security Services</i>	<i>General Service<sup>a</sup></i>	<i>Total inter- national</i>	<i>National Professional Officer</i>	<i>Local level</i>			
Approved 2020	1 <sup>b</sup>	–	–	1	3	5	1	–	11	4	1	16	–	5	–	–	21
Proposed 2021	1 <sup>b</sup>	–	–	1	3	5	1	–	11	4	1	16	–	5	–	–	21
<b>Change</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>

<sup>a</sup> Other level, unless otherwise stated.<sup>b</sup> The Under-Secretary-General is on a when-actually-employed contract.

- 
29. The proposed resource requirements for 2021 for the Office of the Special Adviser to the Secretary-General on Cyprus amount to \$2,881,800 (net of staff assessment) and would provide for the salaries and common staff costs (\$2,380,700) for the continuation of 21 positions (1 Under-Secretary-General, 1 D-1, 3 P-5, 5 P-4, 1 P-3, 4 Field Service, 1 General Service and 5 Local level), as well as operational costs (\$501,100), comprising costs for consultants and consulting services (\$40,400), official travel (\$155,400), facilities and infrastructure (\$93,900), ground transportation (\$38,200), communications and information technology (\$85,700) and other supplies, services and equipment (\$87,500).
  30. In 2021, it is proposed that the number and levels of the positions for the Office remain unchanged.
  31. A vacancy rate of 10 per cent has been applied to all international positions. Proposed resources for national positions are based on the assumption of full incumbency.

**Extrabudgetary resources**

32. No extrabudgetary resources were available in 2020 or are projected for 2021.



## 2. Office of the Special Adviser to the Secretary-General on the Prevention of Genocide

(\$2,353,300)

### Foreword

In 2020, the United Nations commemorates its seventy-fifth anniversary. This should be a time for reflection and taking stock of our progress and achievements, as well as the challenges that remain. This is especially so in the area of prevention of genocide, war crimes, crimes against humanity and ethnic cleansing, since the United Nations was born out of the ashes of the Second World War, the Holocaust in particular.

While achievements can be noted, such as the increased capacity of the United Nations system, as well as many regional organizations and civil society, to identify and analyse risks of these crimes and the various mechanisms established to provide accountability for them, challenges remain and, alarmingly, in some instances there has been a regression from past achievements.

For example, we continue to witness an increasing disregard for well-established principles of international humanitarian law, with devastating consequences for civilian populations. In addition, worldwide, we are seeing a deepening of inequality, rising intolerance, targeting of ethnic and religious minorities through discriminatory laws, disenfranchisement, hate speech and incitement to discrimination, hostility and violence or acts of violence. These are all early risk factors of genocide, war crimes, crimes against humanity and ethnic cleansing, and their increase should be a wake-up call for all of us.

In response to these developments, my Office will intensify its efforts in 2021 to monitor situations of concern in order to raise timely alerts to the Security Council through the Secretary-General. The Office will also accelerate its work on supporting initiatives that promote early prevention. This will be carried out by implementing the United Nations Strategy and Plan of Action on Hate Speech, for which my Office is the focal point, as well as through the provision of tailored capacity-building and technical assistance to Member States, regional organizations and civil society actors.

*(Signed)* Adama **Dieng**

Under-Secretary-General, Special Adviser on the Prevention of Genocide

## A. Proposed programme plan for 2021 and programme performance for 2019

### Overall orientation

#### Mandates and background

33. The Office of the Special Adviser to the Secretary-General on the Prevention of Genocide is mandated to collect information, in particular from within the United Nations system, on massive and serious violations of human rights and international humanitarian law of ethnic and racial origin that, if not prevented or halted, might lead to genocide; to act as a mechanism of early warning to the Secretary-General and, through him, to the Security Council by bringing to their attention situations that could potentially result in genocide; to make recommendations to the Council, through the Secretary-General, on action to prevent or halt genocide; and to liaise with the United Nations system on activities for the prevention of genocide and work to enhance the capacity of the United Nations to analyse and manage information regarding genocide or related crimes.
34. The mandate derives from the invitation of the Security Council to the Secretary-General in its resolution [1366 \(2001\)](#) to refer to the Council information and analysis from within the United Nations system on cases of serious violations of international law, including international humanitarian law and human rights law. The Secretary-General, in a letter dated 12 July 2004 ([S/2004/567](#)), informed the President of the Security Council of his decision to appoint a Special Adviser on the Prevention of Genocide. In his reply, dated 13 July 2004 ([S/2004/568](#)), the President of the Security Council informed the Secretary-General that the Council had taken note of his intention. The mandate has been reaffirmed by the Security Council in its resolution [1674 \(2006\)](#), through an exchange of letters between the Secretary-General and the Security Council ([S/2007/721](#) and [S/2007/722](#)) and in resolutions of the General Assembly, the Commission on Human Rights and the Human Rights Council, including Assembly resolutions [60/1](#) and [63/308](#), Commission on Human Rights resolution 2005/62 and Human Rights Council resolutions 7/25, [22/22](#), [28/34](#), [33/19](#) and [37/26](#).
35. With regard to the responsibility to protect, the General Assembly, in paragraphs 138 and 139 of its resolution [60/1](#) on the 2005 World Summit Outcome, addressed the responsibility of Member States and the international community to protect populations by preventing genocide, war crimes, ethnic cleansing and crimes against humanity, and their incitement. The assembled Heads of State and Government pledged to support the United Nations in establishing early warning capacity in that regard and called upon the Assembly to continue its consideration of the responsibility to protect. The Security Council reaffirmed the provisions of paragraphs 138 and 139 in the context of its resolution [1674 \(2006\)](#) and recalled that reaffirmation in its resolution [1706 \(2006\)](#). In addition, paragraph 140 of Assembly resolution [60/1](#), in which the Assembly expressed full support for the mission of the Special Adviser, underscored the close relationship between the two mandates.
36. The Secretary-General, in a letter dated 31 August 2007 addressed to the President of the Security Council ([S/2007/721](#)), expressed his intention to appoint a Special Adviser to focus on the responsibility to protect. In his reply, dated 7 December 2007 ([S/2007/722](#)), the President of the Security Council informed the Secretary-General that the Council had taken note of the intention of the Secretary-General. In this regard, the Special Adviser to the Secretary-General on the Responsibility to Protect is charged with the conceptual, institutional and operational development of the principle and with continuing a political dialogue with Member States on the implementation of the responsibility to protect.
37. At a time when there is an increasing disregard for well-established norms of international law, including in relation to the protection of civilians in armed conflict, as well as a rise in expressions of hatred, intolerance, racism and xenophobia, the need for timely analysis and recommendations on situations in which there is a risk of genocide, war crimes, ethnic cleansing and crimes against



humanity is critical. The prevention of genocide, war crimes, ethnic cleansing and crimes against humanity is also a key part of the broader prevention strategy of the Secretary-General.

## Programme of work

### Objective

38. The objective, to which the Office contributes, is to advance national, regional and international efforts to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity, and their incitement.

### Strategy

39. To contribute to the advancement of national, regional and international efforts to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity, and their incitement, the Office will conduct efforts in advocacy and providing timely recommendations on situations of concern. The Office will leverage its support to maximize its impact for monitoring, analysis and recommendations and will continue to respond to situations of concern as they arise, with a specific focus on new situations and emerging areas of concern. The Special Adviser on the Prevention of Genocide will continue to brief the Security Council, the Human Rights Council and other intergovernmental bodies, as well as regional organizations, when requested. With respect to training and technical assistance, the Office will focus its support on initiatives that are likely to have long-term and institutional impact. This will include working with regional and subregional organizations to develop the necessary early warning and prevention mechanisms. With regard to capacity-building, the Office will focus its engagement on areas that respond to critical needs, including the implementation of the United Nations Strategy and Plan of Action on Hate Speech, launched by the Secretary-General in June 2019, and the Fez Plan of Action for religious leaders and actors to prevent incitement to violence that could lead to genocide, war crimes, ethnic cleansing and crimes against humanity, responding to the identified rise in hate speech and incitement to violence, as well as intolerance, racism and xenophobia.
40. The reform of the peace and security pillar continues to facilitate and streamline engagement through a more centralized system for collaborating on situations of concern with geographical and thematic focal points, and therefore to enhance information collection and information-sharing in the context of analysis from field missions and regional offices in accordance with the early warning mandate of the Office. The Office will provide technical assistance and capacity-building to Member States and regional organizations focusing on building capacity and structures for analysis, early detection and response to risk factors of genocide, war crimes, ethnic cleansing and crimes against humanity. This work is expected to result in increased action taken by Member States and regional and subregional organizations to prevent or mitigate the risk of genocide, war crimes, ethnic cleansing or crimes against humanity. Past results in this area include the integration of risk factors for genocide, war crimes, ethnic cleansing and crimes against humanity by the African Union Commission in its Continental Early Warning System, the regional economic communities<sup>1</sup> and Member States initiating national legislation to prevent genocide, war crimes, ethnic cleansing and crimes against humanity, including their incitement, as a result of technical assistance and capacity-building provided by the Office.
41. To contribute to raising awareness on the causes and dynamics of genocide, war crimes, ethnic cleansing and crimes against humanity, the Office will give briefings to United Nations intergovernmental bodies, Member States and regional and subregional organizations, which is

<sup>1</sup> The African Union-designated regional economic communities supported by the Office are the Common Market for Eastern and Southern Africa, the East African Community, the Economic Community of West African States, the International Conference on the Great Lakes Region and the Intergovernmental Authority on Development (IGAD).

expected to result in actions taken by United Nations intergovernmental bodies, Member States and regional organizations to contribute to the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity, including their incitement. Past results in this area include decisions taken by the Human Rights Council recognizing the role of the Office in contributing to prevention (for example, Human Rights Council resolution 37/26) and by the Security Council to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity (for example, Security Council resolution 2480 (2019) renewing the mandate of the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA)).

## External factors for 2021

42. With regard to the external factors, the overall plan for 2021 is based on the following assumptions:
  - (a) Continued commitment on the part of Member States, as well as the Security Council and other intergovernmental bodies, to engage with the Special Adviser on the Prevention of Genocide to advance the prevention of genocide and implement the responsibility to protect principle;
  - (b) Member States that are host to critical events are willing to engage with the Special Adviser and that there is active engagement of Member States and regional and other organizations to develop preventive capacity and take appropriate action for the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity, including their incitement.
43. The Office integrates a gender perspective in its operational activities, deliverables and results, as appropriate. For example, in its monitoring and analysis, the Office consistently reflects gender dynamics, as relevant. In its capacity-building and workshops, the Office will continue to strive for a minimum of 30 per cent participation of women.
44. With regard to inter-agency coordination and liaison, the Special Adviser will work in close collaboration with the United Nations Children's Fund, the United Nations Development Programme (UNDP), the United Nations Educational, Scientific and Cultural Organization and the Office of the United Nations High Commissioner for Refugees (UNHCR), in particular in relation to the collection of information for early warning purposes, policy development and activities aimed at the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity.
45. With regard to cooperation with other entities, in 2021, the Special Adviser will continue to work with the Department of Peace Operations and the Office for the Coordination of Humanitarian Affairs of the Secretariat, the Office of the United Nations High Commissioner for Human Rights (OHCHR) and the special procedures of the Human Rights Council, the Office of Legal Affairs of the Secretariat, the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, the Office of the Special Representative of the Secretary-General on Violence against Children and the Office of the Special Representative of the Secretary-General for Children and Armed Conflict.

## Evaluation activities

46. As part of the overall efforts of the Office of the Special Adviser to improve its early warning mechanism for the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity, a self-evaluation is planned for 2021 with a focus on the status of implementation of the United Nations Strategy and Plan of Action on Hate Speech, for which the Office is the focal point. More specifically, the Office will look at the tailored capacity-building and technical assistance it provides to Member States, regional organizations and civil society actors.

## **Programme performance in 2019 against planned results**

47. A planned result for 2019, which is increased capacity of the United Nations system, Member States, regional and subregional organizations and civil society to identify and prevent or mitigate the risk of genocide, war crimes, ethnic cleansing and crimes against humanity as a result of training and technical assistance provided by the Special Advisers, as referred to in 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 for 2019 for thematic cluster I ([A/73/352/Add.1](#)), was achieved, as evidenced by 650 officials, exceeding the target of 300, from the United Nations, Member States, regional and subregional organizations and civil society trained by the Office on the identification, analysis and management of information regarding genocide, war crimes, ethnic cleansing and crimes against humanity and on measures to prevent and mitigate the risk of these crimes and violations. In 2019, the Office trained 377 representatives of Member States and regional and subregional organizations and 273 representatives of civil society, including media workers and religious leaders. The achievement of the planned result is also evidenced by seven Member States and three regional and two subregional organizations that have received technical assistance from the Office and taken steps to establish or strengthen national and regional initiatives or mechanisms for the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity.
48. A planned result for 2019, which is greater awareness of the causes and dynamics of genocide, war crimes, ethnic cleansing and crimes against humanity and the measures that could be taken to prevent or mitigate the risk of these crimes occurring, including within the framework of the responsibility to protect principle, as referred to in 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 for 2019 for thematic cluster I ([A/73/352/Add.1](#)), was achieved, as evidenced by 12 Member States and five regional organizations, exceeding the total target of 10, that have requested or facilitated a visit by the Special Adviser on matters related to the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity, including their incitement, and implementation of the responsibility to protect principle. In addition, in 2019, the Office produced 15 advisory notes, briefings, statements and policy documents on the basis of its monitoring and analysis that alerted the Secretary-General and, through him, the Security Council, to situations where there is a potential risk of genocide, war crimes, ethnic cleansing and crimes against humanity and recommended courses of action to prevent those crimes.

## **Programme performance in 2019**

### **Addressing and countering hate speech as a risk factor of genocide, war crimes, ethnic cleansing and crimes against humanity**

49. Over the past few years, there has been a rapid increase in hate speech and incitement to violence, spreading at alarming rates across the globe and in several instances resulting in violence against affected populations. Hate speech and incitement to violence is one of the risk factors associated with genocide, war crimes, ethnic cleansing and crimes against humanity, in particular when it targets ethnic, national, religious or racial groups. Addressing hate speech and incitement to violence is closely related to the objective of the Office to advance national, regional and international efforts to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity, and their incitement.
50. In response to this growing concern, in January 2019 the Secretary-General requested the Special Adviser on the Prevention of Genocide to lead the development of a strategy for the United Nations to increase its work to address and counter hate speech. In response, the Special Adviser convened a United Nations working group that developed the United Nations Strategy and Plan of Action on Hate Speech, launched on 18 June 2019. The Strategy and Plan of Action were developed with the objective of addressing both the root causes and impact of hate speech, building on the existing experience and good practices of the United Nations system and in line with international human

rights standards. In 2019, the Office supported the implementation of the Strategy and Plan of Action through capacity-building and technical assistance, which has resulted in several United Nations field offices, including resident coordinator offices, and peacekeeping missions, in collaboration with host Member States, taking action to address hate speech in their areas of work.

*Progress towards the attainment of the objective, and performance measure*

51. The work of the Office contributed to the advancement of national and international efforts to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity, and their incitement, as demonstrated by the launch of a United Nations system-wide strategy and plan of action to address and counter hate speech and three initiatives undertaken in 2019 at the international and national levels to implement the strategy.

Table 5  
**Performance measure**

2015	2016	2017	2018	2019
N/A	N/A	N/A	No coordinated strategy to address hate speech across the United Nations system	United Nations Strategy and Plan of Action on Hate Speech is developed and three initiatives for implementation at the national level supported

*Abbreviation:* N/A, not applicable.

**Increasing awareness of and response to risk factors of genocide, war crimes, crimes against humanity and ethnic cleansing**

52. The Office works to raise awareness among Member States and regional and subregional organizations on the risk factors of genocide, war crimes, crimes against humanity and ethnic cleansing to increase action taken to address and mitigate such risks. In 2019, the Office undertook several missions to Mali to assess the situation and make recommendations to the Secretary-General for preventative action that could be taken. The assessment was prompted by reports indicating an upsurge in intercommunal violence and the negative impact of counter-terrorism operations on the civilian population, especially in the central and north-eastern parts of the country, notably in Mopti and Ménaka Regions. The upsurge led to consultations between government officials, traditional, religious and community leaders, representatives of armed groups, MINUSMA and civil society organizations.

*Progress towards the attainment of the objective, and performance measure*

53. The work of the Office contributed to the advancement of national, regional and international efforts to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity, and their incitement, as demonstrated by the increased priority provided to the protection of civilians in central Mali in the most recent mandate renewal of MINUSMA (see Security Council resolution [2480 \(2019\)](#)), as well as the increased support for intercommunal dialogue at the local level by national and international actors, as demonstrated by the increased number of dialogues and trained mediators in central Mali to address intercommunal violence.

Table 6  
Performance measure

2015	2016	2017	2018	2019
N/A	N/A	N/A	Action taken by Member States and regional and subregional organizations, including the African Union and the European Union, to prevent or mitigate the risk of genocide, war crimes, ethnic cleansing or crimes against humanity based on the recommendation by the Office	Action taken by Member States, including Mali, and regional and subregional organizations to prevent or mitigate the risk of genocide, war crimes, ethnic cleansing or crimes against humanity based on the recommendation by the Office

*Abbreviation:* N/A, not applicable.

## Planned results for 2021

### Result 1: collecting information and identifying and communicating concern and recommendations

54. The Office monitors and analyses the risk of genocide, war crimes, ethnic cleansing and crimes against humanity and provides recommendations to Member States and regional and subregional organizations on preventing genocide, war crimes, ethnic cleansing and crimes against humanity, including their incitement.
55. In order to achieve this, the Special Adviser conducts country visits, upon invitation. The Office also collects relevant information on political, human rights, humanitarian, social and economic developments in countries worldwide with the aim of identifying early warning signs of genocide, war crimes, ethnic cleansing and crimes against humanity.

#### *Internal challenge and response*

56. The challenge for the Office is to deliver robust analysis in an increasing number of new situations or areas of concern. In particular, the diminishing respect for international norms in armed conflict, shrinking democratic space and a rise in expressions of hatred, intolerance, racism and xenophobia have required the Office to increase its monitoring, analysis and advocacy in several new situations, including in regions that were previously not the focus of the Office. In response, the Office will increase and tailor its monitoring and analysis of situations of concern and increase its advocacy with Member States and regional organizations on preventing genocide, war crimes, ethnic cleansing and crimes against humanity, including their incitement.

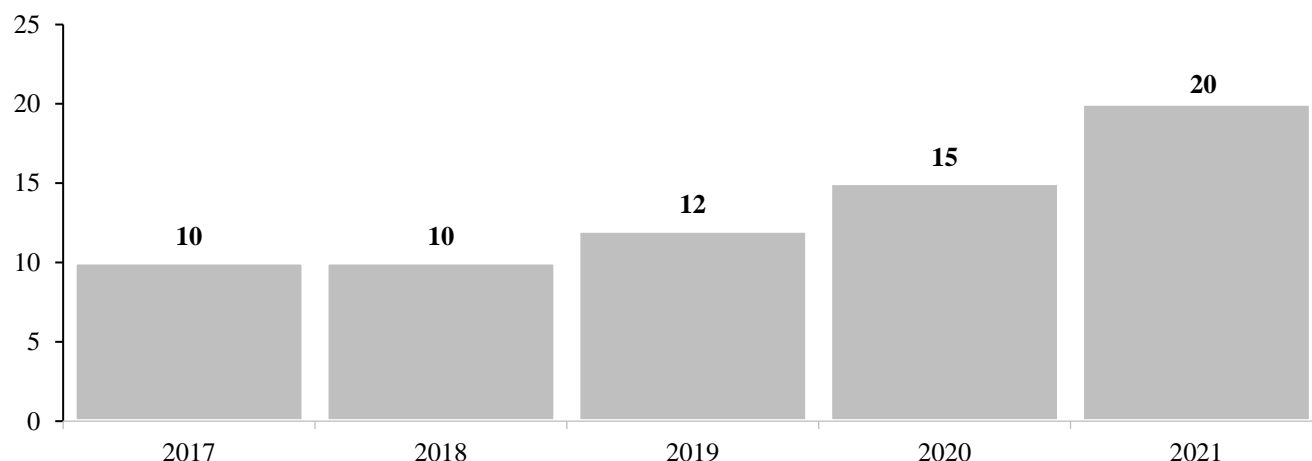
#### *Expected progress towards the attainment of the objective, and performance measure*

57. The work of the Office is expected to contribute to the advancement of national, regional and international efforts to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity, and their incitement, and greater awareness of Member States and regional and subregional organizations on situations in which there is a risk of genocide, war crimes, ethnic

cleansing or crimes against humanity and of the measures that could be taken to prevent or mitigate the risk of such crimes occurring, on the basis of timely and relevant analysis and recommendations provided by the Special Advisers on the Prevention of Genocide and on the Responsibility to Protect, which would be demonstrated by specific action taken by Member States and regional and subregional organizations to prevent or mitigate the risk of genocide, war crimes, ethnic cleansing or crimes against humanity.

Figure III

**Performance measure: number of Member States and regional and subregional organizations that have taken action to prevent or mitigate the risk of genocide, war crimes, ethnic cleansing or crimes against humanity**



**Result 2: raising awareness and developing capacities to prevent and respond to genocide, war crimes, ethnic cleansing and crimes against humanity, and their incitement**

58. The Office raises awareness and supports capacity development on the causes and dynamics of genocide, war crimes, ethnic cleansing and crimes against humanity, in particular for Member States, regional and subregional organizations and civil society.
59. In order to achieve this, the Office conducts tailored training and provides technical assistance to Member States, regional and subregional organizations and civil society on the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity.

*Internal challenge and response*

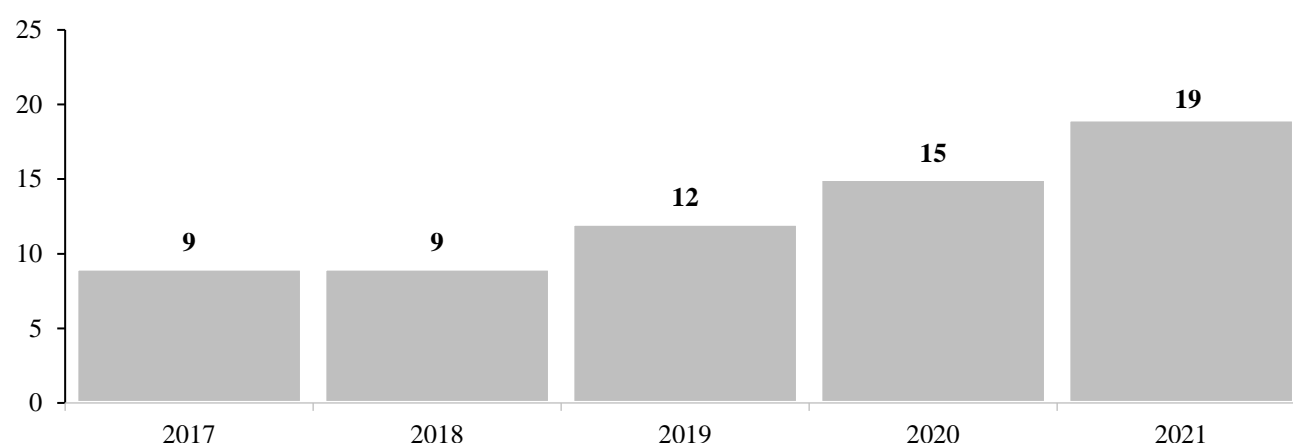
60. The challenge for the Office was the increase in the demand for the Office's expertise in technical assistance to set up early warning and prevention mechanisms, as well as training on the causes and dynamics of genocide, war crimes, ethnic cleansing and crimes against humanity and how these crimes can be prevented. In response, for 2021, the Office will focus on capacity-building activities for strategic actors that can further disseminate or put into practice prevention work on these crimes at the international, regional and national levels. In addition, the Office will focus a substantial part of its capacity-building efforts on the implementation of the United Nations Strategy and Plan of Action on Hate Speech and the Fez Plan of Action for religious leaders and actors to prevent incitement to violence that could lead to genocide, war crimes, ethnic cleansing and crimes against humanity, responding to an identified need to address the increase in hate speech and incitement to violence globally.

*Expected progress towards the attainment of the objective, and performance measure*

61. The work of the Office is expected to contribute to the advancement of the national, regional and international efforts to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity, and their incitement, and increased awareness and capacity of Member States, regional and subregional organizations and civil society of the causes and dynamics of genocide, war crimes, ethnic cleansing and crimes against humanity as a result of training and technical assistance provided by the Special Advisers on the Prevention of Genocide and on the Responsibility to Protect, which would be demonstrated by the amount of follow-up action taken by Member States, regional and subregional organizations and civil society actors. The specific actions taken include the appointment of focal points, national action plans and early warning mechanisms.

Figure IV

**Performance measure: number of follow-up actions taken by Member States, regional and subregional organizations and civil society actors**

**Deliverables**

62. Table 7 lists all deliverables, by category and subcategory, for the period 2019–2021 that contributed and are expected to contribute to the attainment of the objective stated above.

Table 7

**Deliverables for the period 2019–2021, by category and subcategory**

Category and subcategory	2019 planned	2019 actual	2020 planned	2021 planned
<b>A. Facilitation of the intergovernmental process and expert bodies</b>				
<b>Parliamentary documentation</b> (number of documents)	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>
1. Report of the Secretary-General on the responsibility to protect to the General Assembly	1	1	1	1
2. Report of the Secretary-General on the prevention of genocide to the Human Rights Council	1	1	1	1
<b>Substantive services for meetings</b> (number of three-hour meetings)	<b>4</b>	<b>5</b>	<b>4</b>	<b>6</b>
3. Meetings of the General Assembly on the responsibility to protect	3	4	3	5
4. Meetings of the Human Rights Council on the prevention of genocide	1	1	1	1

Category and subcategory	2019 planned	2019 actual	2020 planned	2021 planned
<b>B. Generation and transfer of knowledge</b>				
<b>Field and technical cooperation projects</b> (number of projects)	<b>3</b>	<b>4</b>	<b>3</b>	<b>4</b>
5. Projects on national mechanisms, including legislation, for the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity	3	4	3	4
<b>Seminars, workshops and training events</b> (number of days)	<b>25</b>	<b>16</b>	<b>25</b>	<b>25</b>
6. Workshops on the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity, including their incitement, and on the establishment and review of national and regional early warning mechanisms	25	16	25	25
<b>Publications</b> (number of publications)	<b>–</b>	<b>1</b>	<b>–</b>	<b>1</b>
7. Publication on the Fez Plan of Action for religious leaders and actors to prevent incitement to violence that could lead to genocide, war crimes, ethnic cleansing and crimes against humanity	–	1	–	1
<b>Technical materials</b> (number of materials)	<b>2</b>	<b>1</b>	<b>2</b>	<b>–</b>
8. Guidance notes on the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity	2	1	2	–
<b>C. Substantive deliverables</b>				
<b>Consultation, advice and advocacy:</b> advice on the risk of genocide, war crimes, ethnic cleansing and crimes against humanity and on preventive measures; advocacy and consultations on the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity; and briefings on country situations and thematic areas relevant to prevention.				
<b>Fact-finding, monitoring and investigation missions:</b> country-specific assessment missions.				
<b>D. Communication deliverables</b>				
<b>Outreach programmes, special events and information materials:</b> commemoration of the International Day of Commemoration and Dignity of the Victims of the Crime of Genocide and of the Prevention of This Crime; anniversary of the adoption of the Convention on the Prevention and Punishment of the Crime of Genocide; and commemoration of the genocide in Rwanda in 1994.				
<b>External and media relations:</b> public statements by the Special Adviser; media briefings; and editorial opinions (op-eds).				
<b>Digital platforms and multimedia content:</b> website; and social media.				

## B. Proposed post and non-post resource requirements for 2021

### Resource requirements (regular budget)

Table 8

#### Financial resources

(Thousands of United States dollars)

Category of expenditure	2019	2020	2021		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2021 vs. 2020 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	–	–	–	–	–
Civilian personnel costs	1 426.8	1 618.0	1 695.3	–	77.3
Operational costs	405.7	609.4	658.0	12.7	48.6
<b>Total (net of staff assessment)</b>	<b>1 832.5</b>	<b>2 227.4</b>	<b>2 353.3</b>	<b>12.7</b>	<b>125.9</b>



Table 9  
Positions

	<i>Professional and higher categories</i>									<i>General Service and related categories</i>		<i>Total inter-national</i>	<i>National staff</i>		<i>United Nations Volunteers</i>	<i>Total</i>
	<i>USG</i>	<i>ASG</i>	<i>D-2</i>	<i>D-1</i>	<i>P-5</i>	<i>P-4</i>	<i>P-3</i>	<i>P-2</i>	<i>Sub-total</i>	<i>Field/ Security Services</i>	<i>General Service<sup>a</sup></i>		<i>National Professional Officer</i>	<i>Local level</i>		
Approved 2020	1	1 <sup>b</sup>	–	–	1	3	2	–	8	–	2	10	–	–	–	10
Proposed 2021	1	1 <sup>b</sup>	–	–	2	3	2	–	9	–	2	11	–	–	–	11
<b>Change</b>	–	–	–	–	<b>1</b>	–	–	–	<b>1</b>	–	–	<b>1</b>	–	–	–	<b>1</b>

<sup>a</sup> Other level, unless otherwise stated.<sup>b</sup> The Assistant Secretary-General is on a \$1-per-year contract.

63. The proposed resource requirements for 2021 for the Office of the Special Adviser to the Secretary-General on the Prevention of Genocide amount to \$2,353,300 (net of staff assessment) and would provide for the salaries and common staff costs (\$1,695,300) for the continuation of 10 positions (1 Under-Secretary-General, 1 Assistant Secretary-General, 1 P-5, 3 P-4, 2 P-3 and 2 General Service) and the proposed establishment of one position at the P-5 level, as well as operational costs (\$658,000), comprising costs for consultants and consulting services (\$49,500), official travel (\$340,400), facilities and infrastructure (\$198,800), ground transportation (\$3,600), communications and information technology (\$35,900) and other supplies, services and equipment (\$29,800).
64. In 2021, it is proposed that one additional position of Senior Political Affairs Officer (P-5) be established for the Office to ensure its capacity to address and counter hate speech.
65. The Senior Political Affairs Officer (P-5) position, proposed to be established and based in New York, will act as the United Nations system-wide focal point on hate speech and coordinate the implementation of the United Nations Strategy and Plan of Action on Hate Speech, which was launched by the Secretary-General in 2019. The incumbent will coordinate principal-level and expert-level working groups assigned to support the implementation of the Strategy and Plan of Action across the United Nations system; develop detailed guidance for the implementation of the Strategy and Plan of Action at the national level and provide support to resident coordinators and peacekeeping and special political missions through capacity-building training and the short-term deployment of staff to provide technical assistance; provide support, through technical assistance and capacity-building, to Member States and regional organizations, upon request, for the implementation of the Strategy and Plan of Action at the national and regional levels; and act as the focal point for organizing an international ministerial conference on the theme “Prevention and education: countering and addressing hate speech”, as requested by the Secretary-General.
66. A vacancy rate of 5 per cent has been applied to the estimates for the existing positions and a vacancy rate of 50 per cent has been applied to the estimates for one position at the P-5 level proposed for establishment.
67. The increase in the requirements proposed for 2021 compared with the appropriation for 2020 is attributable primarily to increased requirements under civilian personnel costs, resulting from the proposed establishment of one position at the P-5 level, and additional requirements under operational costs related to increased costs for the rental of premises, as well as additional requirements for the maintenance of communications and information technology equipment and support services based on the latest standard rates.

**Extrabudgetary resources**

68. In 2020, extrabudgetary resources amounting to approximately \$400,000 are committed to provide mainly for the staff costs of four positions (1 P-4, 2 P-3 and 1 General Service), the Office's capacity-building and technical assistance programme and the preparation of the 2020 report of the Secretary-General on the responsibility to protect. At this stage, no extrabudgetary resources are projected for 2021.

### **3. Personal Envoy of the Secretary-General for Western Sahara**

(*\$532,300*)

#### **A. Proposed programme plan for 2021 and programme performance for 2019**

##### **Overall orientation**

##### **Mandates and background**

69. The Personal Envoy of the Secretary-General for Western Sahara is responsible for assisting the parties, Morocco and Frente Popular para la Liberación de Saguía el-Hamra y de Río de Oro (Frente POLISARIO), in finding a just, lasting and mutually-acceptable political solution, which will provide for the self-determination of the people of Western Sahara in the context of arrangements consistent with the principles and purposes of the Charter of the United Nations.
70. The mandate derives from the communications between the Secretary-General and the President of the Security Council dated 17 March 1997 ([S/1997/236](#)) and 25 and 30 May 2017 ([S/2017/462](#) and [S/2017/463](#)), as well as from the priorities established in relevant Security Council resolutions, including resolutions [1813 \(2008\)](#), [2099 \(2013\)](#) and [2468 \(2019\)](#), and the exchanges of letters between the Secretary-General and the President of the Security Council dated 25 and 28 July 2005 ([S/2005/497](#) and [S/2005/498](#)) and 6 and 9 January 2009 ([S/2009/19](#) and [S/2009/20](#)). In its resolution [2494 \(2019\)](#), the Council welcomed the momentum created by the first round-table meeting on 5 and 6 December 2018 and the second round-table meeting on 21 and 22 March 2019, and expressed its full support for the ongoing efforts of the Secretary-General and his Personal Envoy to sustain the renewed negotiations process. The Council called upon the parties to resume negotiations under the auspices of the Secretary-General without preconditions and in good faith, as well as to demonstrate political will and work in an atmosphere propitious for dialogue in order to advance negotiations, to achieve a just, lasting and mutually acceptable political solution, which will provide for the self-determination of the people of Western Sahara in the context of arrangements consistent with the principles and purposes of the Charter of the United Nations, and noted the role and responsibilities of the parties in that respect.

##### **Programme of work**

##### **Objective**

71. The objective, to which this mission contributes, is to advance the parties' efforts to achieve a just, lasting and mutually acceptable political solution, which will provide for the self-determination of the people of Western Sahara.

##### **Strategy**

72. To contribute to the advancement of the parties' efforts to achieve a just, lasting and mutually acceptable political solution, which will provide for the self-determination of the people of Western Sahara, the mission will encourage the parties to continue the discussion on the question of Western Sahara in order to identify elements of convergence, through bilateral consultations, including with the neighbouring countries of Algeria and Mauritania, visits to the region to meet with key interlocutors and other activities deemed useful in this regard. This work is expected to result in the building of additional trust and the strengthening of the involvement by the parties in the political process. Past results in this area include the two round-table meetings convened in December 2018 and March 2019.

73. To further contribute to achieving a solution, the mission will consult with members of the Security Council and the Group of Friends on Western Sahara, both in their capitals and in New York, as well as with regional organizations, which is expected to result in the maintenance of the support of the international community for the political process. Past results in this area include consultations with Member States and regional organizations in New York, Berlin, Geneva, Paris and other locations in 2019.

### **External factors for 2021**

74. With regard to the external factors, the overall plan for 2021 is based on the following assumptions:
  - (a) The parties continue to show willingness to meet for direct negotiations;
  - (b) The security situation remains conducive to the mission's objective for the region.
75. The mission integrates a gender perspective in its operational activities, deliverables and results, as appropriate. In order to strengthen women's participation, the mission will continue to actively work for the inclusion of women participants in meetings held in the context of the political process.
76. With regard to cooperation with other entities, the mission will regularly meet with representatives of regional organizations and other relevant stakeholders to exchange views on the United Nations-led political process.
77. With regard to inter-agency coordination and liaison, the mission will continue to receive support for visits and information on developments in Western Sahara from the United Nations Mission for the Referendum in Western Sahara. It will further coordinate and liaise with UNHCR and OHCHR on issues related to the refugee camps and the human rights situation in the area of responsibility.

### **Evaluation activities**

78. A self-evaluation of mission processes to develop the mission concept, including support from the Department of Political and Peacebuilding Affairs for such processes, to identify constraints and opportunities is planned for 2021.

### **Programme performance in 2019 against planned result**

79. A planned result for 2019, which is progress towards the comprehensive settlement of the question of Western Sahara, as referred to in 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 for 2019 for thematic cluster I ([A/73/352/Add.1](#)), was partially achieved, as evidenced by the holding of the two preparatory meetings and two round-table meetings in Switzerland in March 2019.

### **Programme performance in 2019: resumed process on Western Sahara**

80. At the invitation of the former Personal Envoy, Horst Köhler, delegations from Morocco, Frente POLISARIO, Algeria and Mauritania came together for a second round-table meeting near Geneva on 21 and 22 March 2019. The second meeting followed the format established in December 2018, assembling the four delegations around the table. The delegations welcomed the new momentum created by the first round-table meeting and held in-depth discussions on how to achieve a mutually acceptable political solution to the question of Western Sahara that was realistic, practicable, enduring, based on compromise, just and lasting and that would provide for the self-determination of the people of Western Sahara in accordance with Security Council resolution [2440 \(2018\)](#). In that regard, they agreed to continue the discussion in order to identify elements of convergence. There

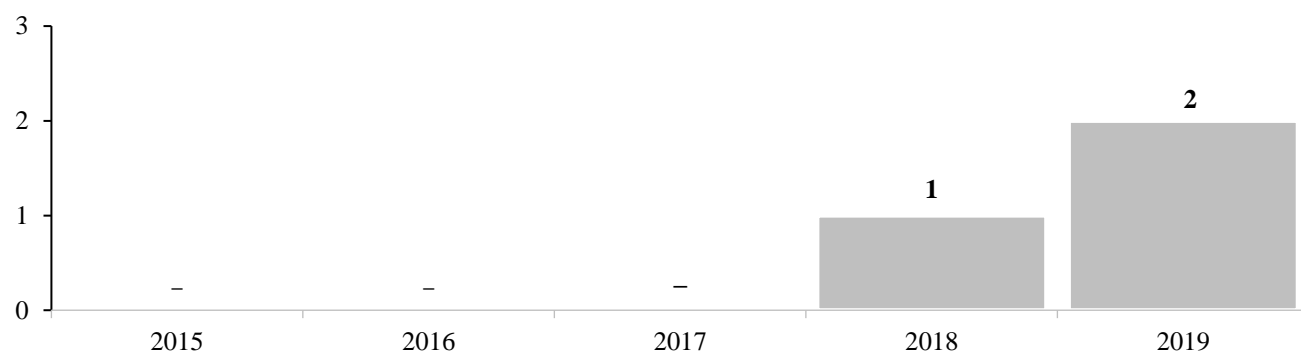
was consensus that the whole of the Maghreb would greatly benefit from a solution to the question of Western Sahara. Delegations also recognized that the region had a special responsibility to contribute to a solution.

*Progress towards the attainment of the objective, and performance measure*

81. This work contributed to the advancement of the parties' efforts to achieve a just, lasting and mutually acceptable political solution, which will provide for the self-determination of the people of Western Sahara, as demonstrated by the holding of the second round-table meeting near Geneva in March 2019 and the issuance of a joint communiqué by the four delegations after the meeting, in which they welcomed the intention of the Personal Envoy to invite them to meet again in the same format.

Figure V

**Performance measure: number of round-table meetings**



**Planned result for 2021: resumed process on Western Sahara**

82. In his press statement upon the conclusion of the second round-table meeting, the former Personal Envoy expressed his gratitude to the delegations for their agreement to continue the process and to convene again in the round-table format, and noted that delegations had agreed that additional trust needed to be built. He subsequently informed the Security Council of his intention to engage bilaterally with all participants to explore the best way of making substantive progress towards a solution. He announced his intention to convene a third round-table only once there were signs of real substantive progress and a negotiations process was established that would give space to everyone, without preconditions.
83. The mission will continue to build on its past work to advance the political process through consultations with the parties and neighbouring countries, visits to the region to meet key interlocutors, including representatives of civil society and women's organizations, and other measures deemed useful in this regard.
84. The mission will also continue to hold consultations with Member States in their capitals and in New York, as appropriate, through the Department of Political and Peacebuilding Affairs. In addition, the mission will continue to liaise with relevant United Nations entities in Geneva and other locations to discuss various aspects related to the conflict. The mission will also meet regularly with representatives of relevant regional organizations to exchange views on the United Nations-led political process.

*Internal challenge and response*

85. The challenge for the mission was to maintain the momentum in the political process following the resignation of the Personal Envoy for health reasons in May 2019. In response, the mission will continue to engage the parties and neighbours to resume the discussion on the question of Western

Sahara in order to identify elements of convergence as soon as a new Personal Envoy is appointed, with a view to achieving a mutually acceptable political solution to the question of Western Sahara.

*Expected progress towards the attainment of the objective, and performance measure*

86. This work is expected to contribute to the advancement of the parties' efforts to achieve a just, lasting and mutually acceptable political solution, which will provide for the self-determination of the people of Western Sahara, which would be demonstrated by continued engagement by the parties and neighbours with the United Nations.

Table 10

**Performance measure**

2017	2018	2019	2020	2021
No face-to-face meetings	One round-table meeting	Three round-table meetings	Four round-table meetings	Continued engagement between the parties and neighbours

**Deliverables**

87. Table 11 lists all deliverables, by category and subcategory, for the period 2019–2021 that contributed and are expected to contribute to the attainment of the objective stated above.

Table 11

**Deliverables for the period 2019–2021, by category and subcategory**

Category and subcategory	2019 planned	2019 actual	2020 planned	2021 planned
<b>A. Facilitation of the intergovernmental process and expert bodies</b>				
<b>Parliamentary documentation</b> (number of documents)	2	2	2	2
1. Reports of the Secretary-General to the Security Council	1	1	1	1
2. Reports of the Secretary-General to the General Assembly	1	1	1	1
<b>Substantive services for meetings</b> (number of three-hour meetings)	2	2	2	2
3. Meetings of the Security Council	2	2	2	2
<b>C. Substantive deliverables</b>				
<b>Good offices:</b> provision of good offices for high-level dialogue between the parties and with the neighbouring States; and provision of good offices for informal negotiations between the parties in the context of the political process on Western Sahara.				
<b>Consultation, advice and advocacy:</b> consultations through bilateral discussions on the political process on Western Sahara.				
<b>Fact-finding, monitoring and investigation missions:</b> fact-finding missions to the region to improve the understanding of the situation on the ground and to improve coordination with United Nations partners and other stakeholders.				

## B. Proposed post and non-post resource requirements for 2021

### Resource requirements (regular budget)

Table 12

#### Financial resources

(Thousands of United States dollars)

Category of expenditure	2019	2020	2021	Variance	
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2021 vs. 2020 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	65.6	219.4	317.3	—	97.9
Operational costs	126.4	215.0	215.0	—	—
<b>Total (net of staff assessment)</b>	<b>192.0</b>	<b>434.4</b>	<b>532.3</b>	<b>—</b>	<b>97.9</b>

Table 13

#### Positions

	Professional and higher categories									General Service and related categories		National staff				
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Sub-total	Field/ Security Services	General Service	Total inter-national	National Professional Officer	Local level	United Nations Volunteers	Total
Approved 2020	1 <sup>a</sup>	—	—	—	—	—	1	—	2	—	—	2	—	—	—	2
Proposed 2021	1 <sup>a</sup>	—	—	—	—	—	1	—	2	—	—	2	—	—	—	2
<b>Change</b>	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—

<sup>a</sup> The Under-Secretary-General is on a when-actually-employed contract.

88. The proposed resource requirements for 2021 for the Personal Envoy of the Secretary-General for Western Sahara amount to \$532,300 (net of staff assessment) and would provide for the salaries and common staff costs (\$317,300) for the continuation of the two positions in the mission (1 Under-Secretary-General, on a when-actually-employed contract, and 1 P-3), as well as operational costs (\$215,000), comprising costs for consultants and consulting services (\$28,400), official travel (\$103,800), facilities and infrastructure (\$41,000), ground transportation (\$1,000), communications and information technology (\$10,100) and other supplies, services and equipment (\$30,700).
89. In 2021, it is proposed that the number and levels of the positions for the mission remain unchanged. A vacancy rate of 5 per cent has been applied to the positions.
90. The increase in the requirements proposed for 2021 compared with the appropriation for 2020 is attributable to increased requirements under civilian personnel costs, resulting from (a) the application of the revised salary scale effective 1 January 2020; and (b) the application of a higher percentage of common staff costs, based on recent expenditure patterns.

#### Extrabudgetary resources

91. Extrabudgetary resources in the amount of \$70,000 are projected for 2020, which would be utilized to cover the salary costs of one position of Political Affairs Officer (P-3) and operational costs, including travel, to support the mission. Additional extrabudgetary resources may be mobilized to continue to support the mission in 2020. At this stage, no extrabudgetary resources are projected for 2021.

#### 4. Office of the Special Envoy of the Secretary-General for the implementation of Security Council resolution 1559 (2004)

(\$368,900)

#### A. Proposed programme plan for 2021 and programme performance for 2019

##### Overall orientation

##### Mandates and background

92. On 14 December 2004, the Secretary-General appointed his Special Envoy for the implementation of Security Council resolution 1559 (2004) to enable him to report to the Security Council every six months on the implementation of Council resolution 1559 (2004), as requested by the Council in its presidential statement of 19 October 2004 (S/PRST/2004/36). In carrying out this mandate, the mission consults with political interlocutors in Lebanon, the Council and other Member States to prepare the semi-annual reports of the Secretary-General. The mandate derives from the priorities established in relevant Security Council resolutions and decisions, including resolution 1559 (2004) and the statement by the President of the Security Council dated 19 October 2004 (S/PRST/2004/36). In addition, the mission has worked towards strengthening the response by relevant Member States in the implementation of the remaining provisions of Council resolution 1680 (2006).
93. On 17 May 2006, in response to the third semi-annual report of the Secretary-General on the implementation of resolution 1559 (2004) (S/2006/248), the Security Council adopted resolution 1680 (2006), in which it reiterated its call for the full implementation of the provisions of resolution 1559 (2004). Through that resolution, the Council also strongly encouraged the Government of the Syrian Arab Republic “to respond positively to the request made by the Government of Lebanon, in line with the agreements of the Lebanese national dialogue, to delineate their common border, especially in those areas where the border was uncertain or disputed”.
94. On 11 August 2006, the Security Council adopted resolution 1701 (2006), in which it emphasized the importance of the extension of the control of the Government of Lebanon over all Lebanese territory in accordance with the provisions of resolutions 1559 (2004) and 1680 (2006), and of the relevant provisions of the Taif Accords. The Council requested the Secretary-General to develop, in liaison with relevant international actors and the parties concerned, proposals to implement the relevant provisions of the Taif Accords and resolutions 1559 (2004) and 1680 (2006), including with respect to disarmament and the delineation of the international borders of Lebanon. It also requested the Secretary-General to report to the Council on a regular basis on the implementation of resolution 1701 (2006).
95. In 2016, the Under-Secretary-General for Political Affairs was tasked by the Secretary-General with assuming the responsibility of reporting on the implementation of resolution 1559 (2004), an arrangement that has been maintained to date. In a press statement issued on 8 February 2019, the members of the Security Council reaffirmed their strong support for the stability, security, territorial integrity, sovereignty and political independence of Lebanon, in accordance with Council resolutions 1701 (2006), 1680 (2006), 1559 (2004) and 2433 (2018), as well as other relevant Council resolutions and statements of the President of the Security Council on the situation in Lebanon.

##### Programme of work

##### Objective

96. The objective, to which this mission contributes, is to ensure full implementation of Security Council resolution 1559 (2004) and all subsequent related resolutions of the Security Council.



## Strategy

97. To contribute to the full implementation of Security Council resolution [1559 \(2004\)](#) and all subsequent related resolutions of the Security Council, including efforts to disband and disarm Lebanese and non-Lebanese militias, the Office of the Special Envoy will explore ways to foster consensus on a Lebanese-led and Lebanese-owned national dialogue, which is expected to result in progress in addressing the maintenance of weapons outside of State authority. Past results in this area include the holding of a national dialogue by Lebanese political decision makers.

## External factors for 2021

98. With regard to the external factors, the overall plan for 2021 is based on the following assumptions:
  - (a) There is overall political stability and security in Lebanon;
  - (b) Hostilities in the region continue, but do not further impact Lebanon;
  - (c) There is political goodwill on the part of the parties concerned;
  - (d) The political goodwill of Member States has a positive influence on the parties concerned;
  - (e) There are no tensions between Lebanon and other States in the region.
99. The mission integrates a gender perspective in its operational activities, deliverables and results, as appropriate. For example, reports of the Secretary-General that are drafted by the Office have been reviewed by the gender focal points to ensure that gender considerations are mainstreamed and elements relevant to Security Council resolution [1325 \(2000\)](#) and subsequent relevant resolutions are brought to the attention of the Council.
100. With regard to inter-agency coordination and liaison, the Office of the Special Envoy coordinates and works closely with the Office of the United Nations Special Coordinator for Lebanon, in particular in the process of developing the reports of the Secretary-General ahead of and during the visits to Lebanon by the staff of the Office of the Special Envoy.

## Evaluation activities

101. A self-evaluation of mission processes to develop the mission concept, including support from the Department of Political and Peacebuilding Affairs for such processes, and to identify constraints and opportunities is planned for 2021.

## Programme performance in 2019 against planned result

102. A planned result for 2019, which is the disbanding and disarmament of all Lebanese and non-Lebanese militias, as referred to in 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 for 2019 for thematic cluster I ([A/73/352/Add.1](#)), was not achieved, as evidenced by the continued presence of armed militias on the Lebanese territory.

## Programme performance in 2019: informed Security Council deliberations through analytical reports of the Secretary-General

103. In 2019, no progress was made in addressing the maintenance of weapons outside of State authority, including through the development of a national defence strategy by political actors. A wave of popular protests erupted in October 2019 and contributed to the change of government that same month. A new Government was formed in January 2020. In the meantime, the economy of Lebanon

continued to deteriorate. As a result of these factors, the attention of political decision makers has been focused elsewhere, hindering any progress.

104. The Office reports to the Security Council biannually on progress, or lack thereof, in the implementation of resolution 1559 (2004), particularly the disbanding and disarmament of Lebanese and non-Lebanese militias.

*Progress towards the attainment of the objective, and performance measure*

105. This work contributed to the full implementation of Security Council resolution 1559 (2004) and all subsequent related resolutions of the Security Council, as demonstrated by informed Security Council deliberations on possible opportunities for Lebanon to make progress on the outstanding provisions of resolution 1559 (2004).

Table 14

**Performance measure**

2015	2016	2017	2018	2019
Discussions on the two semi-annual reports, to reflect the outcome of consultations on actors' positions vis-à-vis the maintenance of weapons outside of State authority	Discussions on the two semi-annual reports, to reflect the outcome of consultations on actors' positions vis-à-vis the maintenance of weapons outside of State authority	Discussions on the two semi-annual reports, to reflect the outcome of consultations on actors' positions vis-à-vis the maintenance of weapons outside of State authority	Discussions on the two semi-annual reports, to reflect the outcome of consultations on actors' positions vis-à-vis the maintenance of weapons outside of State authority	Discussions on the two semi-annual reports, to reflect the outcome of consultations on actors' positions vis-à-vis the maintenance of weapons outside of State authority

**Planned result for 2021: informed Security Council deliberations through analytical reports of the Secretary-General**

106. The Secretary-General will continue to report to the Security Council biannually on progress, or lack thereof, in the implementation of resolution 1559 (2004), particularly the disbanding and disarmament of Lebanese and non-Lebanese militias.

*Internal challenge and response*

107. The challenge for the Office was to ensure sustained systematic coordination with United Nations entities throughout the year. In response, the Office will increase its efforts to reach out to, and develop and maintain close contacts with, United Nations entities on the ground and at United Nations Headquarters.

*Expected progress towards the attainment of the objective, and performance measure*

108. This work is expected to contribute to the full implementation of Security Council resolution 1559 (2004) and all subsequent related resolutions of the Security Council, which would be demonstrated by informed Security Council deliberations on possible opportunities for Lebanon to make progress on the outstanding provisions of resolution 1559 (2004).

Table 15  
Performance measure

2017	2018	2019	2020	2021
Discussions on the two semi-annual reports, to reflect the outcome of consultations on actors' positions vis-à-vis the maintenance of weapons outside of State authority	Discussions on the two semi-annual reports, to reflect the outcome of consultations on actors' positions vis-à-vis the maintenance of weapons outside of State authority	Discussions on the two semi-annual reports, to reflect the outcome of consultations on actors' positions vis-à-vis the maintenance of weapons outside of State authority	Discussions on the two semi-annual reports, to reflect the outcome of consultations on actors' positions vis-à-vis the maintenance of weapons outside of State authority	Discussions on the two semi-annual reports, to reflect the outcome of consultations on actors' positions vis-à-vis the maintenance of weapons outside of State authority

## Deliverables

109. Table 16 lists all deliverables, by category and subcategory, for the period 2019–2021 that contributed and are expected to contribute to the attainment of the objective stated above.

Table 16  
Deliverables for the period 2019–2021, by category and subcategory

Category and subcategory	2019 planned	2019 actual	2020 planned	2021 planned
<b>A. Facilitation of the intergovernmental process and expert bodies</b>				
<b>Parliamentary documentation</b> (number of documents)	2	2	2	2
Semi-annual report of the Secretary-General to the Security Council on the implementation of resolution <a href="#">1559 (2004)</a>	2	2	2	2
<b>C. Substantive deliverables</b>				
<b>Consultation, advice and advocacy:</b> consultation on the implementation of resolution <a href="#">1559 (2004)</a> .				

## B. Proposed post and non-post resource requirements for 2021

### Resource requirements (regular budget)

Table 17  
Financial resources  
(Thousands of United States dollars)

Category of expenditure	2019	2020	2021		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2021 vs. 2020 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	230.9	303.0	272.5	—	(30.5)
Operational costs	11.3	94.2	96.4	—	2.2
<b>Total (net of staff assessment)</b>	<b>242.2</b>	<b>397.2</b>	<b>368.9</b>	<b>—</b>	<b>(28.3)</b>

Table 18  
Positions

	<i>Professional and higher categories</i>								<i>General Service and related categories</i>		<i>Total international</i>	<i>National staff</i>			<i>United Nations Volunteers</i>	<i>Total</i>
	<i>USG</i>	<i>ASG</i>	<i>D-2</i>	<i>D-1</i>	<i>P-5</i>	<i>P-4</i>	<i>P-3</i>	<i>P-2</i>	<i>Sub-total</i>	<i>Field/ Security Services</i>	<i>General Service<sup>a</sup></i>	<i>National Professional Officer</i>	<i>Local level</i>			
Approved 2020	1 <sup>b</sup>	–	–	–	–	1	–	–	2	–	1	3	–	–	–	3
Proposed 2021	1 <sup>b</sup>	–	–	–	–	1	–	–	2	–	1	3	–	–	–	3
<b>Change</b>	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–

<sup>a</sup> Other level, unless otherwise stated.<sup>b</sup> The Under-Secretary-General is on a \$1-per-year contract.

110. The proposed resource requirements for 2021 for the Office of the Special Envoy of the Secretary-General for the implementation of Security Council resolution [1559 \(2004\)](#) amount to \$368,900 (net of staff assessment) and provide for salaries and common staff costs (\$272,500) for the continuation of the three positions (1 Under-Secretary-General, 1 P-4 and 1 General Service), as well as operational costs (\$96,400), comprising costs for official travel (\$48,400), facilities and infrastructure (\$34,500), ground transportation (\$2,000), communications and information technology (\$9,500) and other supplies, services and equipment (\$2,000).
111. In 2021, it is proposed that the number and levels of the positions for the Office remain unchanged. A vacancy rate of 5 per cent has been applied to the positions.
112. The decrease in requirements proposed for 2021 compared with the appropriation for 2020 is attributable primarily to reduced requirements under civilian personnel costs, resulting from the application of a lower percentage of common staff costs, based on recent expenditure patterns.

**Extrabudgetary resources**

113. No extrabudgetary resources were available in 2020 or are projected for 2021.

## 5. United Nations Representative to the Geneva International Discussions

(\$1,928,200)

### Foreword

2019 was a challenging year in the 11-year-old history of the Geneva International Discussions, owing to, among other things, the renewed security tensions on the ground and the resulting adverse impact on the livelihoods of ordinary people. Nonetheless, no resumption of open hostilities occurred; the overall security situation remained relatively stable albeit fragile; and all participants continued to express their commitment to resolve their differences through discussions. The four regular rounds of discussions took place as planned, organized and facilitated by the Co-Chairs. Even though no breakthroughs were registered, the participants engaged in two working groups dealing with security and humanitarian issues. Information sessions on the themes “Public health: best practices for managing communicable diseases” and “Global perspectives on the non-use of force concept and corresponding implementation measures” were organized, with the aim of sharing international best practices and raising awareness. Through shuttle diplomacy and mediation, the United Nations Representative to the Geneva International Discussions facilitated engagements and assisted in the release of several detainees throughout the year. As a follow-up to the information session of December 2018, which I spearheaded upon assuming the leadership of the mission and Co-Chairmanship of the Geneva International Discussions, I, together with the Co-Chairs from the European Union and the Organization for Security and Cooperation in Europe (OSCE), developed a strategy on the inclusion of the critical theme of women and peace and security as part of the work of the Geneva International Discussions for the first time. Four more rounds of discussions are planned in 2020.

While the Co-Chairs approached the process with creativity, renewed vigour and resilience, we also faced a number of serious challenges over the past year. Citing the spread of seasonal flu and unrelated matters, crossing points along both the Abkhazia and South Ossetia lines of control/administrative boundary lines, also known as dividing lines, were repeatedly closed, impacting on the mobility and livelihoods of the local population in the early months of 2019. In the summer of 2019, the administrative boundary line of Tskhinvali region/South Ossetia, Georgia, was openly challenged, especially in the Chorchana-Tselisi section, which has remained tense since then. The main South Ossetia crossing point has remained closed since September 2019, exacerbating the hardships experienced by the local population and severely hampering their freedom of movement. The Gali Incident Prevention and Response Mechanism, focusing on the Abkhazia region, Georgia, has remained suspended since June 2018. Likewise, the regular meetings of the Ergneti Incident Prevention and Response Mechanism, which focuses on South Ossetia, have been in effect suspended since August 2019. The decision by the authorities in control in Abkhazia to stamp the passports of visitors with effect from October 2019 is adversely affecting the engagement of the Co-Chairs on the ground and has impacted on the operational activities of United Nations entities and other international organizations.

These negative trends have further dampened the ongoing attempts to revitalize the Geneva International Discussions and achieve tangible results. Despite all the efforts made by the Co-Chairs, no progress was possible on the key agenda points, including the non-use of force/international security arrangements and the return of internally displaced persons and refugees.

Nevertheless, I, together with the other Co-Chairs, remain ambitious to undertake further efforts to promote the revitalization of the Geneva International Discussions with the support and commitment of all participants. To work on making the Geneva International Discussions – a unique format bringing together three organizations committed to conflict resolution, peacebuilding and sustaining peace – more focused and results-oriented will remain one of my key priorities in 2021. Towards this objective, I will do everything possible, working closely and creatively with the European Union and OSCE Co-Chairs, and will continue to hold bilateral engagements with each group of participants to de-escalate tensions when they occur and undertake initiatives to promote dialogue on the security and humanitarian issues on the ground, with a view to alleviating the suffering of the affected populations and improving their lives.

(Signed) Cihan **Sultanoğlu**  
United Nations Representative to the Geneva International Discussions

## **A. Proposed programme plan for 2021 and programme performance for 2019**

### **Overall orientation**

#### **Mandates and background**

114. The Office of the United Nations Representative to the Geneva International Discussions is mandated to support the Geneva International Discussions and the Incident Prevention and Response Mechanism under United Nations auspices in Gali, Georgia, by facilitating the participation of the United Nations in the international discussions in Geneva and in the Gali Incident Prevention and Response Mechanism, and by liaising and coordinating with the relevant actors. The mission is also responsible for preparing, convening and facilitating, in consultation with the Co-Chairs, the sessions of the Geneva International Discussions as well as the periodic meetings of the Gali Incident Prevention and Response Mechanism.
115. The United Nations has continued to support the Geneva International Discussions on security and stability and the return of internally displaced persons and refugees, which commenced on 15 October 2008 in Geneva in accordance with the six-point agreement of 12 August 2008 and the implementing measures of 8 September 2008, mediated by the French presidency of the European Union, following the hostilities of August 2008 (see [S/2009/254](#)). In its resolution [1866 \(2009\)](#), the Security Council welcomed the beginning of the discussions and requested the Secretary-General, through his Special Representative, to continue to fully support the process. The Secretary-General addressed a letter on this matter to the Minister of Foreign Affairs of Georgia on 29 September 2009, and the Minister of Foreign Affairs of Georgia replied to the Secretary-General on 28 October 2009.
116. Against the background of the “Proposals for joint incident prevention and response mechanisms” agreed to in Geneva on 18 February 2009, the Secretary-General, on 28 September 2009, addressed a letter to the President of the Security Council in which he updated the members of the Council on the progress in the Geneva International Discussions and the convening of the Joint Incident Prevention and Response Mechanism under United Nations auspices in Gali (*ibid.*, paras. 5 and 6). The Secretary-General also stated that, following consultations with the relevant stakeholders, the United Nations would continue to support the Geneva International Discussions and the Mechanism through a limited number of personnel with the task of facilitating the United Nations participation in the international discussions in Geneva and in the Mechanism, and liaising and coordinating with the relevant actors.
117. In a letter dated 28 December 2009 addressed to the President of the Security Council, the Secretary-General noted that, given the important role of the Geneva International Discussions and the Mechanism in stabilizing the situation and building confidence, and in the light of the broad support, including from the main stakeholders, for a continued and effective United Nations engagement beyond 31 December 2009, the United Nations would continue to provide support to the Geneva International Discussions and the work of the Mechanism. In a letter dated 25 February 2010 addressed to the President of the Security Council ([S/2010/103](#)), the Secretary-General conveyed, following consultations, his intention to appoint a United Nations representative responsible for United Nations support to the Geneva International Discussions and the Mechanism. In a letter dated 2 May 2011 ([S/2011/279](#)), the President of the Security Council informed the Secretary-General that the members of the Security Council had taken note of his intention and of the information contained in his letter of 25 February 2010. In a letter dated 2 July 2018 addressed to the President of the Security Council ([S/2018/665](#)), the Secretary-General conveyed, following consultations, his intention to appoint Ayşe Cihan Sultanoğlu as the United Nations representative. In a letter dated 5 July 2018 ([S/2018/666](#)), the President of the Security Council informed the Secretary-General that the members of the Council had taken note of the intention expressed in his letter of 2 July 2018.

## **Programme of work**

### **Objective**

118. The objective, to which this mission contributes, is to advance the main agenda items of the Geneva International Discussions, including the non-use of force/international security arrangements and addressing the issue of internally displaced persons and refugees, in the context of the Discussions and the Gali Incident Prevention and Response Mechanism.

### **Strategy**

119. To contribute to the advancement of the main agenda items of the Geneva International Discussions, including the non-use of force/international security arrangements and addressing the issue of internally displaced persons and refugees, in the context of the Discussions and the Gali Incident Prevention and Response Mechanism, the mission, in close partnership with the offices of the other Co-Chairs, will step up efforts to support the revitalization of the Geneva International Discussions and the resumption of the regular meetings of the Mechanism as result-oriented platforms for dialogue and conflict prevention, which is expected to result in contributing to the ultimate goal of transitioning the Discussions from a conflict management to a conflict transformation and resolution process. Emphasis will be placed on addressing and making progress on central issues, including the non-use of force/international security arrangements and internally displaced persons and refugees.

### **External factors for 2021**

120. With regard to the external factors, the overall plan for 2021 is based on the following assumptions:
- (a) All stakeholders will continue to support the International Discussions in Geneva and the Gali Incident Prevention and Response Mechanism and the continued engagement of the United Nations;
  - (b) All relevant stakeholders and participants in the Geneva International Discussions will continue to support efforts to help to revitalize the Discussions and enhance their effectiveness;
  - (c) The three organizations that serve as Co-Chairs will continue to collaborate closely to fulfil the mandate of the Discussions.
121. The mission integrates a gender perspective in its operational activities, deliverables and results, as appropriate. In close cooperation with the United Nations country team, the mission continues to engage in advocacy for gender equality and promoting the participation of women in the peace process as well as their direct involvement in development programmes. In close cooperation with the other Co-Chairs and their focal points on women and peace and security, the mission will continue to promote the role of women in conflict resolution and peacebuilding and work closely with the respective headquarters of the other Co-Chairs for that purpose.
122. With regard to cooperation with other entities, the mission adopts a proactive approach to ensure close and regular coordination and information-sharing with the European Union and OSCE Co-Chairs and their teams. The mission will also continue to maintain close contact with the European Union Monitoring Mission in Georgia and OSCE, which jointly chair the Ergneti Incident Prevention and Response Mechanism. In addition, the mission will pursue contacts with international non-governmental organizations (NGOs) and think tanks in the fields of conflict resolution, mediation and women and peace and security.
123. With regard to inter-agency coordination and liaison, the mission will continue to cooperate closely with the United Nations system agencies, funds and programmes, such as the United Nations Resident Coordinator Office in Georgia, UNHCR, UNDP, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and OHCHR, and other actors so as to

coordinate and strengthen the role and contribution of the United Nations within the framework of the Geneva International Discussions and the Gali Incident Prevention and Response Mechanism.

### **Evaluation activities**

124. The following evaluations and self-evaluations are planned for 2021:
  - (a) Self-evaluation of mission processes to develop the mission concept, including support from the Department of Political and Peacebuilding Affairs for such processes, to identify constraints and opportunities;
  - (b) Self-evaluation on the mission's strategic and operational approaches;
  - (c) Joint strategic self-evaluation of the Geneva International Discussions process with the European Union and OSCE Co-Chairs to examine and readjust, if necessary, the revitalization process.

### **Programme performance in 2019 against planned result**

125. A planned result for 2019, which is progress on the key agenda issues in Working Group I (on security and stability) and Working Group II (on humanitarian matters) of the Geneva International Discussions, as referred to in 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 for 2019 for thematic cluster I ([A/73/352/Add.1](#)), was achieved, as evidenced by the continued engagement of participants in the discussions in Working Groups I and II and by the release of the detainees, which is relevant to the work of Working Group II. In addition, there was a better understanding of the positions of the participants on the issues discussed in Working Group I. The target of conducting four rounds of the discussions was achieved.

### **Programme performance in 2019: continued substantive and technical support to the Geneva International Discussions and the Gali Incident Prevention and Response Mechanism to prevent instability, promote mutual understanding and facilitate dialogue among the key stakeholders**

126. A milestone for the mission was achieved in December 2019, when the Geneva International Discussions convened for their fiftieth round, with the three Co-Chairs and all participants using the occasion to reflect on the work and future of the Discussions.
127. In 2019, a key ongoing challenge in the fulfilment of the mandate of the United Nations Representative had been the suspension of the Gali Incident Prevention and Response Mechanism since June 2018 owing to the non-observance of the founding principles and ground rules. One ad hoc meeting of the Mechanism was held in April 2019 to discuss one specific issue, namely, "Exchange of information on the circumstances surrounding the death of a Georgian citizen in Gali on 10 March 2019".
128. Progress towards the attainment of the objective is demonstrated by the preservation of the overall relatively stable situation in the area of responsibility of the Gali Incident Prevention and Response Mechanism. Evidence of the result includes the mission's work on de-escalating tensions along the Abkhazia administrative boundary line and the facilitation of the release of the detained and imprisoned Georgian nationals, as appropriate. Another achievement was the intensive engagement with the authorities in control in Abkhazia to lift the crossing restrictions imposed on two occasions in 2019 for alleged health and security reasons. The mission also arranged the exchange of materials (forensic reports and copy of the security camera recordings) in the case of a death in custody.



129. In coordination with the Department of Political and Peacebuilding Affairs, in accordance with Security Council resolution [1325 \(2000\)](#) and in keeping with the Department's policy on women and peace and security, the mission has been spearheading the raising of awareness on gender and women and peace and security-related issues during the rounds of the Geneva International Discussions. As a follow-up to the information session held in December 2018 on the topic of women and peace and security, the Co-Chairs held two sets of meetings with women civil society actors involved in conflict resolution and peacebuilding issues in Tbilisi, Tskhinvali, Gali and Sukhumi in 2019. In addition, with support from the respective departments of the three co-chairing organizations, the Co-Chairs adopted a strategy and action plan on the women and peace and security agenda in the Geneva International Discussions and beyond.

*Progress towards the attainment of the objective, and performance measure*

130. This work contributed to the advancement of the main agenda items of the Geneva International Discussions, as demonstrated by regular shuttle diplomacy among the relevant participants, the maintenance of the hotline to resolve urgent issues, and more result-oriented discussions on the substantive Geneva International Discussions issues. Simultaneously, the United Nations Representative and her team continued their intensive efforts to restart the work of the Gali Incident Prevention and Response Mechanism without further delay.

Table 19  
**Performance measure**

2015	2016	2017	2018	2019
Continued engagement of the participants and progress on the key agenda items in Working Group I (on security and stability) and Working Group II (on humanitarian matters) of the Geneva International Discussions; improved cooperation between Incident Prevention and Response Mechanism participants to prevent and respond to incidents on the ground; and United Nations Representative to the Geneva International Discussions follows the situation and addresses incidents on the ground	Continued engagement of the participants and progress on the key agenda items in Working Group I (on security and stability) and Working Group II (on humanitarian matters) of the Geneva International Discussions; improved cooperation between Incident Prevention and Response Mechanism participants to prevent and respond to incidents on the ground; and United Nations Representative to the Geneva International Discussions follows the situation and addresses incidents on the ground	Continued engagement of the participants and progress on the key agenda items in Working Group I (on security and stability) and Working Group II (on humanitarian matters) of the Geneva International Discussions; improved cooperation between Incident Prevention and Response Mechanism participants to prevent and respond to incidents on the ground; and United Nations Representative to the Geneva International Discussions follows the situation and addresses incidents on the ground	Continued engagement of the participants and progress on the key agenda items in Working Group I (on security and stability) and Working Group II (on humanitarian matters) of the Geneva International Discussions; improved cooperation between Incident Prevention and Response Mechanism participants to prevent and respond to incidents on the ground; and United Nations Representative to the Geneva International Discussions follows the situation and addresses incidents on the ground	More result-oriented discussions on the substantive Geneva International Discussions issues, such as the non-use of force/international security arrangements and the issues related to internally displaced persons and refugees, including with the support of the dedicated expert-level information sessions

### **Planned result for 2021: revitalizing the Geneva International Discussions to achieve practical results**

131. In 2019, notwithstanding strong commitments by all participants to help to preserve and revitalize the Geneva International Discussions, the process was unable to produce tangible progress on the key issues on the agenda of the Discussions that could become the basis for transforming the conflict dynamics and to move from conflict management to eventually conflict resolution. In 2021, the mission and the co-chairing organizations (European Union and OSCE) will continue to engage with the participants to help to revitalize the Geneva International Discussions process and achieve concrete results.
132. To date, the Co-Chairs of the Geneva International Discussions have convened 50 rounds of discussions. In the past 11 years, the security situation on the ground has remained relatively stable overall, without the resumption of hostilities. This underlines the contribution of the Discussions to the overall peace and security. However, the overall peace and security has been adversely affected by the continued instances of “borderization” along both the Abkhazia and South Ossetia administrative boundary lines. In 2021, the mission, together with its partners, will continue to closely engage with the relevant participants to encourage them to participate constructively in the Discussions and to jointly address any security concerns within the framework of the Incident Prevention and Response Mechanisms.
133. In August 2019, tensions were further raised in the Chorchana-Tsnelisi section along the South Ossetia administrative boundary line, highlighting the fragility of the situation and the risks to the security and stability of the local populations. The Co-Chairs of the Geneva International Discussions and the headquarters of their respective organizations called upon the sides to de-escalate the tensions. In 2021, the Co-Chairs will work with the respective participants to find a solution to ease and eventually resolve the tensions, by creating a safe and secure environment in the area which could serve as a model to address possible similar issues in the future.
134. In addition, several events throughout 2019 directly or indirectly affected the work of the Geneva International Discussions. These included the continued suspension of the meetings of the Gali Incident Prevention and Response Mechanism since June 2018 and frequent closures of the crossing points at both administrative boundary lines, which seriously affected the livelihoods and freedom of movement of the local populations. In 2021, the mission will continue to make every effort to work with the participants to ensure the resumption of the meetings of the Mechanism as soon as possible. The mission will facilitate direct engagement between the relevant participants with a view to avoiding disruptions of the meetings and closure of the crossing points.
135. Despite difficulties, regular rounds of the Geneva International Discussions were held in April, July, October and December 2019 as planned. To enhance the quality of substantive discussions, the Co-Chairs organized three information sessions for the participants in April, July and December 2019. The sessions, facilitated by United Nations, European Union and OSCE experts, focused on sharing international practices and lessons learned in conflict-related processes. Sessions on the themes “Global perspectives on the non-use of force concept and corresponding implementation measures” and “Public health with a focus on best practices regarding the management of communicable diseases” were held at the forty-seventh and forty-eighth rounds. At the fiftieth and most recent round, the Co-Chairs organized a follow-up information session on “Global perspectives on the non-use of force concept and corresponding implementation measures”. In 2021, together with the European Union and OSCE Co-Chairs, the mission will continue to organize and facilitate four rounds of the Geneva International Discussions and information sessions related to security and humanitarian issues.

#### *Internal challenge and response*

136. The challenge for the mission was to engage effectively to help to reduce tensions and prevent possible incidents on the ground and to manage the implications pertaining to the frequent closures of the crossing points at the administrative boundary lines. On many occasions, the mission continued to invest considerable time and energy in negotiating the opening of the crossing points across the Abkhazia administrative boundary line. In response, the mission will continue to engage with relevant actors more proactively, with a view to preventing the closure of the crossing points and to facilitating greater freedom of movement and improving the conditions of the population and

overall peace and security on both sides of the Abkhazia administrative boundary line. The mission also plans to use the information sessions more strategically, with a view to sharing international practices and lessons learned, which may help to make greater progress on the agenda of the Discussions, the non-use of force/international security arrangements and the issues related to the return of internally displaced persons and refugees in safety and dignity.

*Expected progress towards the attainment of the objective, and performance measure*

137. This work is expected to contribute to the advancement of the main agenda items of the Geneva International Discussions, including the non-use of force/international security arrangements and addressing the issue of internally displaced persons and refugees, which would be demonstrated by progress towards the reaching of an agreement on substantive issues and the facilitation of greater freedom of movement across the dividing lines.

Table 20

**Performance measure**

2017	2018	2019	2020	2021
Continued engagement of the participants and progress on the key agenda issues in both Working Groups I and II of the Geneva International Discussions	Continued engagement of the participants and progress on the key agenda issues in both Working Groups I and II of the Geneva International Discussions	More result-oriented discussions on the substantive Geneva International Discussions issues, such as the non-use of force/international security arrangements and the issues related to internally displaced persons and refugees, including with the support of the dedicated expert-level information sessions	Greater progress achieved on the substantive issues of the Geneva International Discussions agenda, such as reaching an agreement on the non-use of force/international security arrangements, improving the lives of internally displaced persons and facilitating greater freedom of movement across the dividing lines	Greater progress achieved by the stakeholders on the substantive issues of the Geneva International Discussions agenda and in the work of the Gali Incident Prevention and Response Mechanism to promote peace and stability on the ground

**Deliverables**

138. Table 21 lists all deliverables, by category and subcategory, for the period 2019–2021 that contributed and are expected to contribute to the attainment of the objective stated above.

Table 21

**Deliverables for the period 2019–2021, by category and subcategory**

Category and subcategory	2019 planned	2019 actual	2020 planned	2021 planned
<b>A. Facilitation of the intergovernmental process and expert bodies</b>				
<b>Substantive services for meetings</b> (number of three-hour meetings)	<b>16</b>	<b>5</b>	<b>16</b>	<b>16</b>
1. Rounds of the Geneva International Discussions	4	4	4	4
2. Meetings of the Gali Incident Prevention and Response Mechanism	12	1	12	12

Category and subcategory	2019 planned	2019 actual	2020 planned	2021 planned
<b>B. Generation and transfer of knowledge</b>				
<b>Technical materials</b> (number of materials)	2	2	2	2
3. Thematic non-papers prepared by the Co-Chair on non-use of force, freedom of movement, internally displaced persons and other issues related to the Geneva International Discussions agenda	2	2	2	2
<b>C. Substantive deliverables</b>				
<b>Consultation, advice and advocacy:</b> consultations on thematic issues on the Geneva International Discussions agenda related to peace and security and humanitarian issues; advice through information sessions on specific thematic issues on the agenda for participants in the Geneva International Discussions; and advocacy through information sessions on areas of interest to the participants related to the Geneva International Discussions agenda.				
<b>D. Communication deliverables</b>				
<b>External and media relations:</b> press communiqué of the Co-Chairs after each round of the Geneva International Discussions; and press releases and summary conclusions of the Chair after each meeting of the Gali Incident Prevention and Response Mechanism.				

## B. Proposed post and non-post resource requirements for 2021

### Resource requirements (regular budget)

Table 22

#### Financial resources

(Thousands of United States dollars)

Category of expenditure	2019	2020	2021		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2021 vs. 2020 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5) = (3) – (2)
Military and police personnel costs	–	–	–	–	–
Civilian personnel costs	1 331.9	1 727.3	1 418.8	–	(308.5)
Operational costs	384.8	509.4	509.4	–	–
<b>Total (net of staff assessment)</b>	<b>1 716.7</b>	<b>2 236.7</b>	<b>1 928.2</b>	<b>–</b>	<b>(308.5)</b>

Table 23

#### Positions

	Professional and higher categories									General Service and related categories		National staff				
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/ Security Services	General Service <sup>a</sup>	Total international	National Professional Officer	Local level	United Nations Volunteers	Total
Approved 2020	–	1	–	–	1	2	2	–	6	–	1	7	–	–	–	7
Proposed 2021	–	1	–	–	1	2	2	–	6	–	1	7	–	–	–	7
<b>Change</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>

<sup>a</sup> Other level, unless otherwise stated.

139. The proposed resource requirements for 2021 for the United Nations Representative to the Geneva International Discussions amount to \$1,928,200 (net of staff assessment) and would provide for the salaries and common staff costs (\$1,418,800) for the continuation of six positions based in Geneva (1 Assistant Secretary-General, 1 P-5, 2 P-4, 1 P-3 and 1 General Service) and one position based in Zugdidi, Georgia (P-3), as well as for operational costs (\$509,400), comprising costs for consultants and consulting services (\$8,900), official travel (\$308,400), facilities and infrastructure (\$100,800), ground transportation (\$23,400), communications and information technology (\$35,900) and other supplies, services and equipment (\$32,000).
140. In 2021, it is proposed that the number and levels of the positions for the United Nations Representative to the Geneva International Discussions remain unchanged. A vacancy rate of 5 per cent has been applied to the positions.
141. The decrease in the requirements proposed for 2021 compared with the appropriation for 2020 is attributable to reduced requirements under civilian personnel costs, resulting from the application of a lower percentage of common staff costs, based on recent expenditure patterns.

**Extrabudgetary resources**

142. No extrabudgetary resources were available in 2020 or are projected for 2021.



## 6. Office of the Special Envoy of the Secretary-General for Syria

(\$16,735,100)

### Foreword

As the conflict entered its tenth year, Syrians continued to suffer from one of the worst crises of our time: a steady stream of violence, punctuated by escalations, continues to this day across many areas in the Syrian Arab Republic. This serves as a grim reminder that the need for a nationwide ceasefire and a comprehensive and credible political process as set out in Security Council resolution [2254 \(2015\)](#) is more pressing than ever.

As I assumed my office, I set out five priorities: a sustained dialogue with the Government of the Syrian Arab Republic and the opposition; the commencement of the work of a Syrian-owned and Syrian-led constitutional committee; a sustained dialogue with the full spectrum of Syrian people, including Syrian women and civil society; action on detainees, abductees and missing persons; and international discussions in support of a political solution.

In October 2019, we did indeed establish the Constitutional Committee in Geneva, marking the first concrete political agreement between the Government of the Syrian Arab Republic and the opposition to begin to implement a key aspect of resolution [2254 \(2015\)](#), to set a schedule and process for drafting a new constitution. This agreement implied a clear acceptance of the other as an interlocutor. It committed their nominees to sit together in face-to-face dialogue, while at the same time opening the space for civil society at the table. The Committee is a promise to the Syrian people to try to agree, under the auspices of the United Nations, on new constitutional arrangements for the Syrian Arab Republic: a new social contract to help to repair a broken country. It can be a door-opener to a wider political process that meets the legitimate aspirations of the Syrian people. To achieve this, however, the Committee now needs to work expeditiously to produce results and continued progress.

The issue of detainees, abductees and missing persons remains a key priority for me. I was pleased that, owing to the strong insistence of the United Nations, progress was made in terms of respect for international humanitarian law during simultaneous release operations that took place under the umbrella of the working group comprising Iran (Islamic Republic of), the Russian Federation, Turkey and the United Nations. For the first time, the International Committee of the Red Cross acted as a neutral intermediary, and my Office also observed the operations. I am also pleased that, for the first time, the working group convened in Geneva as part of an ongoing rotation. I will continue to press strongly for more meaningful action at greater scale on this issue that is of such critical importance to the Syrian people.

I am deeply grateful to the wide range of Syrians, including the Syrian Women's Advisory Board and the participants in the Civil Society Support Room, who have offered their counsel and insight over the past year. In the year ahead, I look forward to continuing my regular consultations with both the Syrian Women's Advisory Board and the Civil Society Support Room.

We know that progress on our priorities will not be easy, and I am counting on the support of Member States as we strive to protect civilians, alleviate suffering, prevent further instability, address the root causes of the conflict and forge, at long last, a durable political solution in line with resolution [2254 \(2015\)](#).

(*Signed*) Geir O. Pedersen  
Special Envoy of the Secretary-General for Syria

## **A. Proposed programme plan for 2021 and programme performance for 2019**

### **Overall orientation**

#### **Mandates and background**

143. On 16 February 2012, the General Assembly, in its resolution [66/253 A](#), requested the Secretary-General and all relevant United Nations bodies to support the efforts of the League of Arab States aimed at promoting a peaceful solution to the conflict in the Syrian Arab Republic, including through the appointment of a special envoy.
144. The Office of the Special Envoy of the Secretary-General for Syria is responsible for facilitating an inclusive, comprehensive and credible Syrian-owned and Syrian-led political solution to the conflict in the Syrian Arab Republic that will meet the legitimate aspirations of the Syrian people for dignity, freedom and justice based on the principles of equality and non-discrimination. The mandate derives from the priorities established by the Security Council in its resolutions [2118 \(2013\)](#), [2254 \(2015\)](#), [2268 \(2016\)](#) and [2336 \(2016\)](#), as well as General Assembly resolution [66/253 A](#).
145. The conflict in the Syrian Arab Republic, now entering its tenth year, has caused enormous humanitarian suffering, a record number of refugees and internally displaced persons and vast destruction in the country. Accordingly, it is critical to continue to work towards a lasting political solution to the conflict.

### **Programme of work**

#### **Objective**

146. The objective, to which this mission contributes, is to advance the full implementation of all the relevant General Assembly and Security Council resolutions, including Assembly resolution [66/253 A](#) and Council resolutions [2118 \(2013\)](#), [2254 \(2015\)](#), [2268 \(2016\)](#) and [2336 \(2016\)](#), towards an inclusive, credible, comprehensive Syrian-owned and Syrian-led political solution to the conflict in the Syrian Arab Republic that meets the legitimate aspirations of the Syrian people for dignity, freedom and justice, based on the principles of equality and non-discrimination and with the full and meaningful participation of women.

#### **Strategy**

147. To contribute to the full implementation of all the relevant General Assembly and Security Council resolutions towards an inclusive, credible, comprehensive Syrian-owned and Syrian-led political solution to the conflict in the Syrian Arab Republic that meets the legitimate aspirations of the Syrian people for dignity, freedom and justice, based on the principles of equality and non-discrimination and with the full and meaningful participation of women, the Office will continue to engage with domestic, regional and international stakeholders. Furthermore, the mission will continue to deepen its dialogue with the Government of the Syrian Arab Republic and the opposition, which is expected to help to create conditions for tangible and reciprocal steps to unfold, including on the ground, in accordance with resolution [2254 \(2015\)](#). To support these efforts, the mission will continue to focus on the issue of detainees, abductees and missing persons. This work is expected to result in strengthened consensus to advance the political process. Past results in this area include the commencement in October 2019 of the work of the Constitutional Committee facilitated by the United Nations, which can become a door-opener to building trust and confidence and to catalysing a wider positive dynamic to progress the broader political process.



148. Furthermore, the mission will focus on improving international cooperation, which is expected to help international parties to deepen their own dialogue towards the common purpose of a sustainable political settlement of the Syrian conflict that can enjoy international legitimacy and encompass all elements of resolution [2254 \(2015\)](#), notably the establishment of credible and inclusive governance and the setting of a schedule and process for drafting a new constitution, as well as free and fair elections, pursuant to the new constitution, to be administered under United Nations supervision, with all Syrians, including members of the diaspora, eligible to participate.

### **External factors for 2021**

149. With regard to the external factors, the overall plan for 2021 is based on the following assumptions:
- (a) All domestic, regional and international stakeholders will continue to cooperate with the Special Envoy of the Secretary-General for Syria;
  - (b) The security situation will remain highly volatile in 2021, posing a grave threat to regional and international peace and security;
  - (c) The conflict will continue to severely affect civilians, especially women and children, risking high levels of civilian casualties and other human rights violations. Lack of accountability for grave human rights violations will hamper genuine reconciliation among the parties.
150. The mission integrates a gender perspective in its operational activities, deliverables and results, as appropriate. The Office will continue to ensure that diverse women's perspectives are involved and contribute throughout the political process, in line with Security Council resolutions [1325 \(2000\)](#) and [2254 \(2015\)](#), in which the Council encouraged the meaningful participation of women in the United Nations-facilitated political process for the Syrian Arab Republic. The Office will continue to consult regularly with the Syrian Women's Advisory Board on the concerns and priorities of diverse Syrian women and their perspectives on a sustainable and inclusive political solution.
151. With regard to cooperation with other entities, in line with its mandate, the Office will continue to partner with the international community and international NGOs to facilitate and support the work of the Civil Society Support Room and the Syrian Women's Advisory Board.
152. With regard to inter-agency coordination and liaison, cooperation will continue with the Resident Coordinators and the agencies, funds and programmes of the United Nations system operating in the Syrian Arab Republic and the region, including through the Office's presence in Damascus. In addition, United Nations system entities working in the Syrian Arab Republic are represented on the Inter-Agency Task Force, which ensures the coordination and coherence of United Nations political, humanitarian, human rights and other efforts in the country.

### **Evaluation activities**

153. A self-evaluation of mission processes to develop the mission concept, including support from the Department of Political and Peacebuilding Affairs for such processes, to identify constraints and opportunities is planned for 2021.

### **Programme performance in 2019 against planned result**

154. A planned result for 2019, which is progress towards an inclusive Syrian-led political process in a safe environment that provides for a political transition and aims to address effectively the legitimate aspirations and concerns of the Syrian people, as referred to in 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 for 2019 for thematic cluster I ([A/73/352/Add.1](#)), was partially achieved, as evidenced by the efforts to advance towards a road

map or agreement on a solution that meets the legitimate will and aspirations of the Syrian people and ensures full respect for their fundamental rights.

**Programme performance in 2019: advanced discussions on key elements of the political process in line with Security Council resolution 2254 (2015) through the commencement of the work of the Constitutional Committee**

155. The Special Envoy carried out the good offices of the Secretary-General to advance towards the full implementation of Security Council resolution 2254 (2015). He prioritized engaging the Government of the Syrian Arab Republic and the opposition in substantive negotiations. He also consulted broadly with domestic, regional and international stakeholders to end the violence and create the conditions for an inclusive, credible and comprehensive political solution.
156. The Special Envoy expended great efforts towards establishing a constitutional committee facilitated by the United Nations. After the agreement of the Government and the Syrian Negotiation Commission to a package deal of the nominees to the Committee and the terms of reference and the core rules of procedure of the Committee, the Constitutional Committee, comprising 150 Syrian members, more than 30 per cent of whom are women, and including representatives from civil society, commenced its work on 30 October 2019 in Geneva.
157. The Special Envoy also advocated for progress on full, safe and unhindered humanitarian access. He emphasized the issue of detainees, abductees and missing persons, and urged the relevant parties to pursue meaningful action at scale. Furthermore, the Special Envoy continued to engage with Syrian women's representatives. Throughout 2019, the mission held regular meetings with the Syrian Women's Advisory Board and other civil society groups to ensure inclusivity and gender mainstreaming in the political process.

*Progress towards the attainment of the objective, and performance measure*

158. This work contributed to the advancement of the full implementation of all relevant General Assembly and Security Council resolutions, as demonstrated by: (a) the agreement of the Government of the Syrian Arab Republic and the opposition to a package deal of the nominees to the Constitutional Committee and the terms of reference and the core rules of procedure of the Committee; (b) the commencement of the work of the Committee in Geneva, facilitated by the United Nations; (c) improving adherence to basic provisions of international humanitarian law during detainee release operations observed by the United Nations; and (d) deep engagement by members of Syrian civil society, including women representatives, through the Civil Society Support Room and the Syrian Women's Advisory Board in the broader political process.

Table 24  
Performance measure

2015	2016	2017	2018	2019
Security Council adopts resolution 2254 (2015)	"Intra-Syrian talks" aim to advance towards implementing key elements of resolution 2254 (2015)	"Intra-Syrian talks" progressively focus on two aspects of resolution 2254 (2015): the process for drafting a new constitution and requirements for elections under United Nations supervision	International consensus regarding a new constitution, in accordance with resolution 2254 (2015), as a door-opener to a broader political process	Composition of the Constitutional Committee and its terms of reference and core rules of procedure negotiated and agreed, followed by the commencement of its work in Geneva

**Planned result for 2021: advancing key elements of Security Council resolution 2254 (2015) to create the conditions for inclusive, free and fair elections administered under United Nations supervision**

159. The mission has been working along several paths to make progress towards achieving an inclusive and credible political process that provides for a political transition intended to effectively address the legitimate aspirations and concerns of the Syrian people.

*Internal challenge and response*

160. The challenge for the mission was to adjust the internal mechanisms and processes in the light of the progress and new responsibilities vis-à-vis the Constitutional Committee. In response, the mission will work towards strengthening its internal mechanisms to appropriately support the Committee in the preparation, execution and follow-up of its meetings.

*Expected progress towards the attainment of the objective, and performance measure*

161. This work is expected to contribute to the advancement of the full implementation of all relevant General Assembly and Security Council resolutions, which would be demonstrated, inter alia, by sustained, regular and substantive discussions between relevant stakeholders, with regular sessions of the Constitutional Committee and the Committee finding agreement on specific provisions or principles; meaningful progress towards the cessation of violence; progress on detainees, abductees and missing persons; improved access for humanitarian assistance to people most in need; and progress towards an improvement in the human rights situation across the country.

Table 25

**Performance measure**

2017	2018	2019	2020	2021
“Intra-Syrian talks” progressively focus on two aspects of resolution 2254 (2015): the process for drafting a new constitution and requirements for elections under United Nations supervision	International consensus regarding a schedule and process for the drafting of a new constitution, in accordance with resolution 2254 (2015), as a door-opener to a broader political process	Constitutional Committee commences its work in Geneva, facilitated by the United Nations, and discussions are held on other elements of the political process	Continuation of the work of the Constitutional Committee in tandem with progress on the broader political process, in accordance with resolution 2254 (2015)	Constitutional Committee makes progress in its discussions, based on its terms of reference, including by finding agreement on specific provisions or principles, which would also help to make progress on the broader political process, in accordance with resolution 2254 (2015)

**Deliverables**

162. Table 26 lists all deliverables, by category and subcategory, for the period 2019–2021 that contributed and are expected to contribute to the attainment of the objective stated above.

Table 26

**Deliverables for the period 2019–2021, by category and subcategory**

<i>Category and subcategory</i>	<i>2019 planned</i>	<i>2019 actual</i>	<i>2020 planned</i>	<i>2021 planned</i>
<b>A. Facilitation of the intergovernmental process and expert bodies</b>				
<b>Substantive services for meetings</b> (number of three-hour meetings)	<b>64</b>	<b>55</b>	<b>148</b>	<b>160</b>
1. Meetings of the Security Council	12	6	12	12
2. Meetings of the Task Force on the Ceasefire of the International Syria Support Group	26	17	26	12
3. Meetings of the Task Force on Humanitarian Access of the International Syria Support Group	26	20	26	24
4. Meetings of the large body of the Constitutional Committee	N/A	4	9 <sup>a</sup>	12
5. Meetings of the small body of the Constitutional Committee	N/A	8	75 <sup>a</sup>	100
<b>B. Generation and transfer of knowledge</b>				
<b>Seminars, workshops and training events</b> (number of days)	<b>8</b>	<b>17</b>	<b>8</b>	<b>8</b>
6. Workshops for all Syrian stakeholders on topics relating to the peace talks, such as governance, the constitution, elections, security governance/counter-terrorism and confidence-building measures	8	17	8	8
<b>C. Substantive deliverables</b>				
<b>Good offices:</b> provision of good offices to facilitate an inclusive Syrian-led and Syrian-owned political solution to the Syrian conflict, which will meet the legitimate aspirations of the Syrian people for dignity, freedom and justice, based on the principles of equality and non-discrimination.				
<b>Consultation, advice and advocacy:</b> consultation, advice and advocacy in support of the political process with Member States and regional and international organizations; consultations and advice as a member of the Working Group on the release of detainees/abductees, the handover of bodies and the identification of missing persons; consultations in support of the political process with representatives of civil society organizations; and consultations in support of the political process with women's representatives and women's organizations.				
<b>D. Communication deliverables</b>				
<b>External and media relations:</b> press statements, interviews, video messages and briefings stressing the importance of political dialogue, the end of violence and human rights violations, humanitarian access and the role of women in the peace process.				

*Abbreviation:* N/A, not applicable.

<sup>a</sup> The deliverables for meetings of the large body and the small body of the Constitutional Committee were not included in the proposed programme budget for 2020 as the budget had been prepared prior to the agreement between the Syrian parties on the terms of reference and composition of the Committee.

**B. Proposed post and non-post resource requirements for 2021****Resource requirements (regular budget)**

Table 27

**Financial resources**

(Thousands of United States dollars)

<i>Category of expenditure</i>	<i>2019</i>	<i>2020</i>	<i>2021</i>		<i>Variance</i>
	<i>Expenditure</i>	<i>Appropriation</i>	<i>Total requirements</i>	<i>Non-recurrent requirements</i>	<i>2021 vs. 2020 Increase/(decrease)</i>
	<i>(1)</i>	<i>(2)</i>	<i>(3)</i>	<i>(4)</i>	<i>(5)=(3)-(2)</i>
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	8 685.9	8 654.2	9 232.6	—	578.4

Category of expenditure	2019	2020	2021	Variance	
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2021 vs. 2020 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Operational costs	6 375.3	7 581.1	7 502.5	505.1	(78.6)
<b>Total (net of staff assessment)</b>	<b>15 061.2</b>	<b>16 235.3</b>	<b>16 735.1</b>	<b>505.1</b>	<b>499.8</b>

Table 28  
Positions

	<i>Professional and higher categories</i>									<i>General Service and related categories</i>			<i>National staff</i>				
	<i>USG</i>	<i>ASG</i>	<i>D-2</i>	<i>D-1</i>	<i>P-5</i>	<i>P-4</i>	<i>P-3</i>	<i>P-2</i>	<i>Subtotal</i>	<i>Field/ Security Services</i>	<i>General Service<sup>a</sup></i>	<i>international</i>	<i>Total</i>	<i>National Professional Officer</i>	<i>Local level</i>	<i>United Nations Volunteers</i>	<i>Total</i>
Approved 2020	1	1	1	3	8	14	14	–	42	10	8	60	–	31	–	91	
Proposed 2021	1	1	1	3	8	14	14	–	42	10	8	60	–	31	–	91	
Change	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–

<sup>a</sup> Other level, unless otherwise stated.

163. The proposed resource requirements for 2021 for the Office of the Special Envoy of the Secretary-General for Syria amount to \$16,735,100 (net of staff assessment) and would provide for salaries and common staff costs (\$9,232,600) for the continuation of 91 positions (1 Under-Secretary-General, 1 Assistant Secretary-General, 1 D-2, 3 D-1, 8 P-5, 14 P-4, 14 P-3, 10 Field Service, 8 General Service and 31 Local level), as well as operational costs (\$7,502,500), comprising costs for consultants and consulting services (\$198,000), official travel (\$1,678,900), facilities and infrastructure (\$3,633,500), ground transportation (\$374,200), communications and information technology (\$463,700), medical (\$5,100) and other supplies, services and equipment (\$1,149,100).
164. For 2021, it is proposed that the number and levels of the positions for the Office of the Special Envoy remain unchanged. However, it is proposed that one position of Procurement Assistant (Local level) in the Office of the Chief of Mission Support be reassigned as a position of Administrative Assistant (Local level).
165. A vacancy rate of 27 per cent has been applied to estimates for international positions. Resource requirements for national positions were estimated on the assumption of full incumbency.
166. The increase in the requirements proposed for 2021 compared with the appropriation for 2020 is attributable mainly to additional requirements under civilian personnel costs resulting from the application of a lower vacancy rate of 27 per cent for international positions compared with the rate of 31 per cent applied to the approved budget for 2020; and the assumption of full incumbency for national positions, compared with a vacancy rate of 6 per cent applied to the approved budget for 2020. The increase in the requirements was offset in part by reduced requirements for operational costs resulting from a decrease under facilities and infrastructure owing mainly to more favourable contract rates for the rental of office and accommodation space in Damascus; and a decrease under ground transportation owing mainly to the exclusion of the provision for non-recurrent requirements in 2020 for the acquisition of passenger vehicles and the related reduction in requirements for spare parts and petrol, oil and lubricants in 2021.

**Extrabudgetary resources**

167. In 2020, extrabudgetary resources in the estimated amount of \$800,000 are planned to provide for four positions of Political Affairs Officer (3 P-4 and 1 P-3) providing backstopping at Headquarters in New York, as well as for post-agreement planning activities.
168. For 2021, extrabudgetary resources in the estimated amount of \$900,000 would provide for the continuation of four positions of Political Affairs Officer (3 P-4 and 1 P-3) and activities related to the implementation of Security Council resolution [2254 \(2015\)](#), including technical support for the Astana process.
169. Extrabudgetary resources in the estimated amount of \$500,000 are also projected to support the Office of the Special Envoy in its role of facilitating the Constitutional Committee through the provision of substantive, logistical, security and support arrangements, including liaison with interlocutors of the Government of the Syrian Arab Republic and the opposition, civil society and regional and international interlocutors, and outreach to women's groups and Syrian civil society, as well as other activities.

## 7. Office of the Special Envoy of the Secretary-General for the Horn of Africa

(\$1,821,400)

### Foreword

The establishment of the Office of the Special Envoy of the Secretary-General for the Horn of Africa in 2018 was largely driven by the dynamic changes in the region, triggered by the rapprochement between Ethiopia and Eritrea and the strengthening of relations between Eritrea, Ethiopia and Somalia, as well as the cooling off of tensions between Eritrea and Djibouti. These developments have contributed significantly to the reduction of tensions between countries in the Horn of Africa and have created opportunities for regional integration.

The Office of the Special Envoy for the Horn of Africa is mandated to support the region in sustaining the recent gains in peace and security, including the historic transition in the Sudan and the ongoing peace process in South Sudan. The Office of the Special Envoy for the Horn of Africa was established when the remit of the Office of the Special Envoy of the Secretary-General for the Sudan and South Sudan was expanded to cover the entire Horn of Africa region, encompassing all the countries of the Intergovernmental Authority on Development (IGAD), including Eritrea. This approach has been taken by other institutions, including IGAD, the European Union and the African Union High-level Implementation Panel, and enhances symmetry between the United Nations and its partners in their engagement with the Governments and other actors in the region.

The Office of the Special Envoy coordinates and helps to enhance the coherence of the collective work of the United Nations in the region, and focuses on the prevention of crises affecting human security through joined-up action in support of Member States' national strategies and regional strategies in pursuance of lasting peace and sustainable development. In line with the internal United Nations comprehensive regional prevention strategy for the Horn of Africa, in July 2019 the Office organized a workshop with senior United Nations leadership working in the region to kick-start the implementation of the strategy, the key outcomes of which included the development of an action plan and a coordination mechanism. The workshop helped participants to reach a common understanding of the internal strategy and a shared analysis of the multifaceted issues in the Horn of Africa.

In my role as Special Envoy of the Secretary-General for the Horn of Africa, it is my sincere hope that through our collective efforts, we will better understand and serve the Governments and people of the region in contributing to the achievement of their legitimate aspirations for a more peaceful and prosperous Horn of Africa.

I look forward to representing the Secretary-General in this effort, in close collaboration with our partners in IGAD and the African Union.

(Signed) Parfait **Onanga-Anyanga**  
Special Envoy of the Secretary-General for the Horn of Africa

## **A. Proposed programme plan for 2021 and programme performance for 2019**

### **Overall orientation**

#### **Mandates and background**

170. The overall objective of the mission is to work closely with and support IGAD member States, in line with the framework for cooperation between the United Nations and IGAD signed in Djibouti on 17 November 2015, and other regional organizations in promoting peace and security across the Horn of Africa. This primarily involves enhancing subregional capacities for conflict prevention and mediation and addressing cross-cutting issues. On this basis, the mission supports the good offices of the Secretary-General. The mission has been tasked with enhancing linkages in the work of the United Nations and other partners in the Horn of Africa region, with a view to promoting a joined-up regional approach, including facilitating coordination and information exchange within the United Nations system.
171. The mandate of the mission derives from an exchange of letters between the Secretary-General and the President of the Security Council ([S/2018/955](#) and [S/2018/979](#)), when the remit of the mandate of the Special Envoy of the Secretary-General for the Sudan and South Sudan was expanded to cover the entire Horn of Africa region, following previous exchanges of letters (including [S/2016/258](#) and [S/2016/259](#)). In line with the exchange of letters referenced above, the mission also continues to carry out the functions previously performed by the Special Envoy for the Sudan and South Sudan relating to the maintenance of good and peaceful neighbourly relations between the Sudan and South Sudan, established pursuant to the exchange of letters between the Secretary-General and the President of the Security Council ([S/2011/474](#) and [S/2011/475](#)). The mandate was renewed through an additional exchange of letters between the Secretary-General and the President of the Security Council in March 2016 ([S/2016/258](#) and [S/2016/259](#)). The mandate includes cooperation with the African Union High-level Implementation Panel in efforts to implement Security Council resolution [2046 \(2012\)](#), in which the Council called upon the Sudan and South Sudan to reach an agreement on critical issues, including: (a) the full and urgent advancement of all outstanding issues from the Comprehensive Peace Agreement; and (b) to ease the tensions and facilitate the resumption of negotiations on post-secession relations and the normalization of their relations.
172. The Horn of Africa region has long been a focus of United Nations engagement and investment. The region faces major challenges, including long-standing civil conflicts and unrest, deep poverty and vulnerability to climate change. However, it also presents significant opportunities: rapid economic growth in several countries, a young and dynamic population and new momentum for regional cooperation. Realizing the region's enormous potential will require a collective approach, tackling shared challenges in a coordinated manner. The task of the mission will be to accompany the region at this critical juncture and ensure that it benefits from the full range of the expertise and capacities of the United Nations.

### **Programme of work**

#### **Objective**

173. The objective, to which this mission contributes, is to establish and maintain good and peaceful neighbourly relations between the countries of the Horn of Africa region, encompassing Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, the Sudan and Uganda, with a view to consolidating and sustaining recent gains in peace and security and enhancing regional conflict prevention.



## Strategy

174. To contribute to the establishment and maintenance of good and peaceful neighbourly relations between the countries of the Horn of Africa region, encompassing Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, the Sudan and Uganda, with a view to consolidating and sustaining recent gains in peace and security and enhancing regional conflict prevention, as well as addressing the root causes of crises, the mission will focus on four areas: (a) regional peace and security; (b) resilience and socioeconomic development; (c) inclusive and responsive governance; and (d) sustainable natural resources development and climate resilience. The Office of the Special Envoy of the Secretary-General for the Horn of Africa will provide political leadership to the United Nations engagement in these areas and ensure joined-up action and system-wide ownership of outcomes.
175. To support IGAD and its member States in the area of peace and security, which is the primary remit of the Office, the mission will focus on the following tasks: strengthening the link between early warning and early response; increasing capacity to respond to and resolve conflicts, including through mediation; and improving information-sharing and knowledge management by learning from good practices in the region and beyond.
176. To contribute to consolidating and sustaining gains in peace and security in the Horn of Africa region, the mission will work closely with and support IGAD, the African Union, the African Union High-level Implementation Panel and other relevant regional organizations in addressing recent and emerging security threats through information-sharing, the convening of regular meetings with relevant partners and other special envoys in the Horn of Africa region and the development of appropriate messages and approaches for supporting regional peace and security. These actions are expected to result in strengthened synergies between partners in the region and the alignment of interventions and responses with the respective strategic frameworks of the United Nations, the African Union and IGAD. To contribute to consolidating and sustaining gains in peace and security in the Horn of Africa region, the mission will also support the ongoing normalization processes in the region through regular consultations with the countries involved, as well as information-sharing and collaborative initiatives between the United Nations, IGAD and the African Union. This work is expected to result in enhanced peaceful and neighbourly relations and cooperation and integration between countries in the region. Past results in this area include the development of an action plan with priorities focused on prevention, and the ongoing development of a human security index for the Horn of Africa to generate a baseline for better understanding of underlying factors of vulnerability and drivers of resilience in the Horn of Africa.

## External factors for 2021

177. With regard to the external factors, the overall plan for 2021 is based on the following assumptions:
  - (a) The current atmosphere of cooperation in the Horn of Africa continues, presenting opportunities to address long-standing sources of tension;
  - (b) States in the region continue to engage constructively with the Special Envoy and continue to work with the United Nations in the area of capacity-building, in particular in the area of mediation and conflict prevention;
  - (c) South Sudanese parties, with support of the region, progressively show commitment to the implementation of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan;
  - (d) The relationship between the Sudan and South Sudan remains open and constructive, enabling direct negotiations between the two countries on outstanding bilateral issues;
  - (e) IGAD and the African Union continue to be fully engaged in the maintenance of peace and security in the region, paying special attention to the Sudan and South Sudan.

178. The mission integrates a gender perspective in its operational activities, deliverables and results, as appropriate. Much of the Horn of Africa region's potential hinges on the meaningful involvement of women and youth in its efforts to promote stability and prosperity. With this in mind, the mission has been working closely with other United Nations entities, such as UN-Women, and other relevant stakeholders to enhance the participation of women in the region in the peace process to build capacity and provide tools and information to women mediators deployed to the Horn of Africa.
179. With regard to cooperation with other entities, in order to capitalize on the opportunities for closer cooperation on peace and security in the Horn of Africa, the mission will continue to work closely with IGAD, IGAD member States and other organizations, such as the African Union and the European Union. The mission will also cooperate with the African Union High-level Implementation Panel to support the bilateral negotiations between the Sudan and South Sudan to resolve outstanding issues, including finding a settlement to the issue of the final status of Abyei. In addition, the mission will continue to work closely with the African Union, IGAD, the troika and other Member States supporting political cooperation in the region in general, and the peace processes in the Sudan and South Sudan in particular, as well as the maintenance of peaceful neighbourly relations between the two countries. The mission will continue to provide technical and advisory support to the IGAD secretariat, part of which will include reviewing and updating the regional action plan on women and peace and security in support of the implementation of Security Council resolution [1325 \(2000\)](#) and regional commitments by Member States.
180. With regard to inter-agency coordination and liaison, the Office will engage with Special Representatives of the Secretary-General and Resident Coordinators in all countries in the region, and with United Nations system agencies, funds and programmes active in the areas identified as collective priorities by the United Nations system.

### **Evaluation activities**

181. A self-evaluation of mission processes to develop the mission concept, including support from the Department of Political and Peacebuilding Affairs for such processes, to identify constraints and opportunities is planned for 2021.

### **Programme performance in 2019: deepened partnership with the Intergovernmental Authority on Development**

182. In line with the joint framework of cooperation between IGAD and the Department of Political and Peacebuilding Affairs on behalf of the United Nations, the mission supported the implementation of the joint framework and worked with IGAD programmes, including the IGAD Peace and Security Division, the Conflict Early Warning and Response Mechanism, the Office of the IGAD Special Envoy for the Sudan and South Sudan and the Office of the IGAD Special Envoy for Somalia, the Red Sea and the Gulf of Aden. To operationalize the joint framework, the mission and IGAD convened a secretariat-to-secretariat meeting in Djibouti to assess recent social, economic and political developments in the region, focusing on what has tangibly changed over the course of 2019 and, within this context, translated the six key areas of collaboration into concrete activities for joint engagement. These activities included collaborating in identifying and enhancing avenues for the strategic, technical and proactive prevention of conflicts and crises; catalysing processes for reinforcing internal dialogue among IGAD member States; supporting ongoing normalization processes and the positive environment created in the region; establishing mechanisms for utilizing the vast knowledge in the region; establishing a dedicated IGAD focal point for the partnership; and creating synergies between the partnership and relevant stakeholders and partners in the region, in particular the African Union.

*Progress towards the attainment of the objective, and performance measure*

183. This work contributed to the establishment and maintenance of good and peaceful neighbourly relations between the countries of the Horn of Africa region, encompassing Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, the Sudan and Uganda, with a view to consolidating and sustaining recent gains in peace and security and enhancing regional conflict prevention, as well as deepened collaboration in addressing peace and security issues between IGAD and the United Nations, as demonstrated by the implementation of the joint framework of cooperation through joint initiatives and regular engagement with the IGAD Executive Secretary and IGAD Special Envoys. The joint initiatives included workshops and meetings, including the second meeting of IGAD Task Force on the Red Sea and the Gulf of Aden, the IGAD workshop on youth in participatory peace processes and the meeting of special envoys for South Sudan.

Table 29

**Performance measure**

2015	2016	2017	2018	2019
IGAD and the United Nations sign a joint framework for cooperation during their first high-level dialogue	Deployment of a liaison team to pave the way for the operationalization of aspects of the joint framework for cooperation between IGAD and the United Nations	Second high-level dialogue convened to discuss topical issues and identify areas for deepening the partnership	Secretariat-to-secretariat meeting to translate the broad areas of collaboration into priority actions; operationalization and implementation of joint activities	The capacity of IGAD to provide early warning and policy advice on conflict response measures to its member States is strengthened through the implementation of the framework through joint initiatives and regular engagement

**Planned result for 2021: enhanced collective action in implementing the prevention agenda in the Horn of Africa**

184. The Secretary-General's holistic prevention vision encourages collective action within United Nations entities working in the region. The mission's work on regional prevention seeks to prevent the loss of life and suffering from conflict and other humanitarian crises in the Horn of Africa. The region has enormous potential, innovation and vast resources; crises still persist, but opportunities for transformation, peace and regional integration are numerous.
185. To advance the consolidation of peace and security in the Horn of Africa region, the mission will offer the Secretary-General's good offices, namely, focusing on supporting regional peace, security and long-term stability. To that end, the mission will provide increased support to the IGAD Special Envoys, the African Union and the African Union High-level Implementation Panel, including by undertaking joint missions and messaging on conflict prevention and resolution in the Horn of Africa, which is expected to result in improved regional approaches to the prevention of crisis and conflict by strengthening the capacity of the IGAD secretariat in conflict prevention, negotiation and mediation. This is also expected to deepen collaboration between the African Union, IGAD and other regional and subregional organizations in supporting the implementation of existing peace agreements.

*Internal challenge and response*

186. The challenge for the mission was that the implementation of the internal strategy has not progressed at the same pace. While some agencies, funds and programmes of the United Nations have been very active in implementing the priority activities identified in the action plan, the need to enhance the inclusion and participation of other United Nations entities in their respective thematic groups was another challenge for the mission. In response, for 2021, the Special Envoy of the Secretary-General for the Horn of Africa will continue to engage entities in a better position to take the lead in the pillars concerned. Within the IGAD-United Nations joint framework for cooperation signed in Djibouti in 2015, the Office of the Special Envoy will establish contact between the rapporteurs for the strategy pillar and the designated IGAD focal point to collaborate in the respective thematic areas.

*Expected progress towards the attainment of the objective, and performance measure*

187. This work is expected to contribute to the good and peaceful neighbourly relations between the countries of the Horn of Africa region, which would be demonstrated by the collective actions taken to prevent conflicts and accelerate regional initiatives to reduce vulnerability and address the root causes of crises.

Table 30  
Performance measure

2017	2018	2019	2020	2021
N/A	Department of Political and Peacebuilding Affairs and UNDP develop an internal prevention strategy for the Horn of Africa	The Executive Committee established by the Secretary-General endorses the strategy; and the Office of the Special Envoy for the Horn of Africa convenes a workshop to kick-start the implementation of the strategy	Implementation of the action plan through collective actions and messaging on conflict prevention	Regional capacity to prevent conflict and crisis in the region enhanced

Abbreviation: N/A, not applicable.

**Deliverables**

188. Table 31 lists all deliverables, by category and subcategory, for the period 2019–2021 that contributed and are expected to contribute to the attainment of the objective stated above.

Table 31  
Deliverables for the period 2019–2021, by category and subcategory

Category and subcategory	2019 planned	2019 actual	2020 planned	2021 planned
<b>A. Facilitation of the intergovernmental process and expert bodies</b>				
<b>Substantive services for meetings</b> (number of three-hour meetings)	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>
Meetings of the Security Council	2	2	2	2

Category and subcategory	2019 planned	2019 actual	2020 planned	2021 planned
<b>C. Substantive deliverables</b>				
<b>Good offices:</b> provision of good offices on issues related to peace consolidation and conflict prevention, including the implementation of bilateral agreements and the completion of negotiations on outstanding bilateral issues.				
<b>Consultation, advice and advocacy:</b> consultations and advice on consolidating recent gains in peace and security in the Horn of Africa region; and advice on enhancing subregional capacities to address cross-border and cross-cutting issues.				

## B. Proposed post and non-post resource requirements for 2021

### Resource requirements (regular budget)

Table 32

#### Financial resources

(Thousands of United States dollars)

Category of expenditure	2019	2020	2021	Variance	
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2021 vs. 2020 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	1 399.7	1 260.7	1 585.7	—	325.0
Operational costs	251.1	235.7	235.7	—	—
<b>Total (net of staff assessment)</b>	<b>1 650.8</b>	<b>1 496.4</b>	<b>1 821.4</b>	<b>—</b>	<b>325.0</b>

Table 33

#### Positions

	Professional and higher categories									General Service and related categories			National staff			
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/ Security Services	General Service	international	Total Professional Officer	Local level	United Nations Volunteers	Total
Approved 2020	1	—	—	1	—	2	1	—	5	—	—	5	2	2	—	9
Proposed 2021	1	—	—	1	—	2	1	—	5	—	—	5	2	2	—	9
<b>Change</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>

189. The proposed resource requirements for 2021 for the Office of the Special Envoy of the Secretary-General for the Horn of Africa amount to \$1,821,400 (net of staff assessment) and would provide for salaries and common staff costs (\$1,585,700) for the continuation of nine positions (1 Under-Secretary-General, 1 D-1, 2 P-4, 1 P-3, 2 National Professional Officer and 2 Local level), as well as operational costs (\$235,700), comprising costs for official travel (\$154,600), facilities and infrastructure (\$11,400), ground transportation (\$8,300), communications and information technology (\$51,100), medical (\$3,300) and other supplies, services and equipment (\$7,000).
190. For 2021, it is proposed that the number and levels of the positions for the Office remain unchanged. A vacancy rate of 5 per cent has been applied to international positions, while proposed resources for national positions are based on the assumption of full incumbency.

191. The increase in the requirements proposed for 2021 compared with the appropriation for 2020 is attributable mainly to increased requirements under civilian personnel costs, resulting from the application of a lower vacancy rate of 5 per cent for international positions, compared with 20 per cent approved in 2020, based on the projected incumbency in 2021 and taking into account the size of the staffing complement of this mission, and the assumption of full incumbency for national positions in 2021 compared with 18 per cent approved for 2020.

**Extrabudgetary resources**

192. In 2020, extrabudgetary resources amounting to approximately \$1,020,200 are committed to provide for four positions (1 P-5, 1 P-4, 1 P-3 and 1 General Service), for consultancy services and for temporary administrative support. At this stage, no extrabudgetary resources are projected for 2021.

## 8. Office of the Special Envoy of the Secretary-General for the Great Lakes Region

(\$5,188,700)

### Foreword

In April 2019, when I assumed my role as Special Envoy, the Great Lakes region had just experienced a significant moment in history: the peaceful transfer of power in the Democratic Republic of the Congo. While the holding of elections was a significant turning point for the country, its effects also sent ripples far beyond the country's borders, instilling new hope for positive changes in the region.

Almost one year later, this sense of hope is still palpable, as demonstrated by several encouraging initiatives aimed at rebuilding trust and promoting regional economic integration between countries and people of the region. For example, the President of the Democratic Republic of the Congo, Félix Tshilombo Tshisekedi, has emphasized the forging of good neighbourly relations as being vital for durable peace and development in the region. Together with the President of Angola, João Lourenço, they have embarked on vigorous diplomacy involving the President of Rwanda, Paul Kagame, and the President of Uganda, Yoweri Museveni, to de-escalate tensions in line with the regional commitments of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region. Other leaders in the region have remained engaged and displayed renewed commitment to resolve crises through negotiations with the support of regional organizations, as was witnessed in the Sudan and South Sudan.

A sea change in ownership by the leaders of the countries of the region of solutions to the most intractable peace and security challenges is a welcome development. This positive dynamic needs to be matched by reinvigorated support from the United Nations and other international partners to achieve sustainable progress. Many of the root causes and drivers of instability in eastern Democratic Republic of the Congo and the wider region persist. Tensions remain between some countries, owing largely to the activities of non-State armed groups otherwise known as negative forces. The illicit exploitation and trade of natural resources continue to undercut the region's economic viability while perpetuating conflicts, and the limited progress attained in addressing impunity, and human rights violations, continuously exact a devastating toll on civilians.

These challenges are serious and complex, but not insurmountable. Recent developments serve as an important reminder of a simple truth: that positive change is within reach. When the leaders of the region demonstrate political will and focus on the benefits of close cooperation rather than on what divides them, they can pave the way for a peaceful, economically integrated and prosperous Great Lakes region.

Guided by the mandate to support the countries of the region in the implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region, I will continue to lend my full support to all efforts, working closely with our partners at the local, national, regional and international levels. In 2021, there will be a critical and urgent need to bolster political, economic and security-related initiatives on confidence-building, rapprochement, economic integration and sustained dialogue processes in order to achieve the objectives of the Framework, which would place the Great Lakes region firmly on the trajectory to attaining the Sustainable Development Goals.

With your support, it is my hope that we can make a tangible and immediate contribution to the pursuit of sustainable peace, stability and development in the Great Lakes region in 2021 and beyond.

*(Signed)* Huang Xia

Special Envoy of the Secretary-General for the Great Lakes Region

## **A. Proposed programme plan for 2021 and programme performance for 2019**

### **Overall orientation**

#### **Mandates and background**

193. Established in 2013, the Office of the Special Envoy of the Secretary-General for the Great Lakes Region is responsible for supporting the implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region, which was signed on 24 February 2013 by Angola, Burundi, the Central African Republic, the Congo, the Democratic Republic of the Congo, Rwanda, South Africa, South Sudan, Uganda, the United Republic of Tanzania and Zambia, as well as representatives of the United Nations, the African Union, the International Conference on the Great Lakes Region and the Southern African Development Community (SADC), acting as guarantors. On 31 January 2014, Kenya and the Sudan also signed the Framework. The Framework outlines key national, regional and international commitments required to end the recurring cycles of violence in eastern Democratic Republic of the Congo and address the root causes of conflict in the region.
194. The mandate of the mission derives from Security Council resolution [2098 \(2013\)](#) and from subsequent Council resolutions and documents, including resolutions [2147 \(2014\)](#), [2211 \(2015\)](#), [2277 \(2016\)](#) and [2348 \(2017\)](#). More recently, in resolution [2502 \(2019\)](#), the Council expressed its support for the Special Envoy in his efforts to address the remaining challenges in the implementation of the Peace, Security and Cooperation Framework, including through good offices, coordinated strategies and shared information with the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), the United Nations Regional Office for Central Africa and other United Nations entities. The Council also urged the Office of the Special Envoy and MONUSCO to jointly seek political solutions to stop the cross-border flows of armed combatants, arms and conflict minerals that threaten peace and stability in the Democratic Republic of the Congo.
195. Since the beginning of 2019, following the peaceful transfer of power in the Democratic Republic of the Congo and efforts by some countries in the region to improve bilateral and multilateral relations, a positive momentum has emerged to reinvigorate cooperation towards peace, stability and development in the Great Lakes region. In 2021, the mission will engage the Governments of the signatory Member States and key partners to seize and consolidate the new momentum while continuing to support the implementation of the Peace, Security and Cooperation Framework. Through the Secretary-General's good offices, the mission will sustain support for easing tensions, building confidence and encouraging political dialogue between countries.

### **Programme of work**

#### **Objective**

196. The objective, to which this mission contributes, is to advance the effective implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region by supporting and facilitating political, security and economic interactions and engagements among and between the signatory countries and ensuring coherent and coordinated support from regional and international organizations and other partners.



## Strategy

197. To contribute to the advancement of the effective implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region by supporting and facilitating political interactions and engagements, the mission will deploy the Secretary-General's good offices and leverage the collective influence of the guarantors of the Peace, Security and Cooperation Framework to support dialogue and joint initiatives among the countries at the core of the implementation of the Framework. These efforts are expected to result in enhanced mutual trust and confidence between countries of the region to address the root causes of conflicts and in the use of diplomatic channels to address differences. Other expected results include improved relations and increased resort to regional mechanisms to address impunity, and the upholding of the rule of law in the combat against serious crimes with a transborder dimension. Past results in this area include strengthened rapport and trust between the regional leaders through bilateral engagements and through the governance mechanisms of the Framework; reinvigorated regional diplomatic efforts; and the mobilization and harmonization of support from the Framework guarantors, international partners and other stakeholders.
198. To contribute to enhanced regional security interactions and engagements, the mission will support the implementation of a regional non-military approach against negative forces; help to strengthen existing security-related mechanisms; mobilize resources for a long-term stabilization programme targeting affected communities; promote the repatriation and effective reintegration of former combatants, in line with international standards and procedures; and facilitate interactions between the chiefs of intelligence and security services and other technical-level experts from concerned countries. These efforts are expected to result in increased cross-border information-sharing; the operationalization of the contact coordination group; joint action on comprehensive regional non-military measures against negative forces; and the repatriation of disarmed combatants and reintegration programmes. Past results in this area include the repatriation of disarmed former combatants; enhanced coordination and shared security assessments through regular consultations among the chiefs of the intelligence and security services of Burundi, the Democratic Republic of the Congo, Rwanda, Uganda and the United Republic of Tanzania, as well as needs assessments in support of security-related mechanisms of the International Conference on the Great Lakes Region aimed at facilitating the implementation of their respective mandates.
199. To contribute to enhanced regional economic engagements, the mission will follow up on the outcome and recommendations of the Great Lakes Investment and Trade Conference and promote cross-border investments and responsible trade projects as well as the responsible regional management of natural resources. These efforts are expected to result in increased bilateral and multilateral economic cooperation and support for concrete initiatives to curb the illicit exploitation and trade of natural resources and to transform natural resources into vehicles for shared prosperity. Past results in this area include the preparations for the Great Lakes Investment and Trade Conference and the facilitated dialogue between signatory countries on the regional management of natural resources.

## External factors for 2021

200. With regard to the external factors, the overall plan for 2021 is based on the following assumptions:
  - (a) Continued political will among the signatory countries of the Peace, Security and Cooperation Framework to implement national and regional commitments for enhanced regional cooperation and the stabilization of eastern Democratic Republic of the Congo;
  - (b) The situation in the region allows for continued political dialogue among countries in the region;
  - (c) Continued support and focus on the Great Lakes region by Member States and international partners, including coordinated action and coherent messaging to signatory countries.

201. The mission integrates a gender perspective in its operational activities, deliverables and results, as appropriate. Good offices and planned fact-finding, monitoring and investigation missions will include gender-sensitive and focused activities, such as high-level meetings on gender and solidarity missions by women leaders to the countries of the region. With regard to seminars, workshops, fellowships and training events, gender-related aspects will be included in the agenda of those events. To contribute to the advancement of the women and peace and security agenda, the mission will support the Advisory Board of the Women's Platform for the Peace, Security and Cooperation Framework to advocate for women's participation and representation in political decision-making bodies and electoral processes; strengthen the monitoring and evaluation of International Conference on the Great Lakes Region instruments on sexual and gender-based violence; and support cross-border communities in the prevention and resolution of conflict and elections-related violence.
202. With regard to cooperation with other entities, the mission cooperates with and supports signatory countries of the Peace, Security and Cooperation Framework on priority political, security and socioeconomic initiatives aimed at ensuring the implementation of national and regional commitments under the Framework. In an effort to promote the alignment of approaches, the Special Envoy also engages regional and international partners, encouraging joint and/or harmonized initiatives of the guarantor institutions of the Framework, namely, the African Union, the International Conference on the Great Lakes Region and SADC. The Special Envoy further contributes to the International Contact Group for the Great Lakes Region, engages in regular exchanges with other special envoys for the Great Lakes region and, in support of the Framework's economic focus, cooperates with financial institutions, including the World Bank Group and the African Development Bank, and other relevant partners.
203. With regard to inter-agency coordination and liaison, the mission works closely with MONUSCO in support of efforts by the Government of the Democratic Republic of the Congo to achieve its national commitments under the Peace, Security and Cooperation Framework. The Special Envoy also focuses on ensuring the harmonization and complementarity of regional approaches by liaising closely with other United Nations missions and offices in the region, including the Office of the Special Envoy of the Secretary-General for Burundi, the United Nations Regional Office for Central Africa, the United Nations Office to the African Union, the United Nations Mission in South Sudan and the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic, in addition to regional coordinators and representatives from the Office for the Coordination of Humanitarian Affairs, OHCHR, UNHCR and other United Nations system agencies, funds and programmes.

### **Evaluation activities**

204. A self-evaluation of mission processes to develop the mission concept, including support from the Department of Political and Peacebuilding Affairs for such processes, to identify constraints and opportunities is planned for 2021.

### **Programme performance in 2019 against planned result**

205. A planned result for 2019, which is progress in the implementation of the commitments under the Peace, Security and Cooperation Framework according to the established benchmarks and the Special Envoy's road map, as referred to in 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 for 2019 for thematic cluster I ([A/73/352/Add.1](#)), was achieved, as evidenced by the holding of a total of three sectorial meetings at ministerial level (on displacement, judicial cooperation and gender, respectively), as well as seven meetings among senior officials of the security services and the judiciary of the countries of the region to coordinate and review options for concerted action against negative forces and to address impunity in the region.

## **Programme performance in 2019: strengthening regional cooperation on negative forces and fighting impunity**

206. Illegal armed groups (negative forces) in eastern Democratic Republic of the Congo, such as the Allied Democratic Forces, the Forces démocratiques de libération du Rwanda and the Mouvement du 23 mars, continue to pose a threat to regional peace and stability. In addition to creating insecurity and triggering population displacements, their activities and their proven or alleged support channels fuel mistrust between some countries in the region. Cross-border incidents involving negative forces in the border area between Burundi, the Democratic Republic of the Congo and Rwanda frequently result in mutual accusations of interference and backing of such groups. The presence of negative forces hampers humanitarian efforts and drives an illegal economy, as many negative forces engage in the illicit exploitation and trade of natural resources.
207. To better support regional mechanisms to facilitate cooperation to neutralize negative forces, including the Joint Intelligence Fusion Center, the Expanded Joint Verification Mechanism and the Joint Follow-up Mechanism on the Allied Democratic Forces, the ninth Summit of the Regional Oversight Mechanism, held on 8 October 2018, requested Member States to strengthen these security mechanisms and to develop a new security cooperation approach to neutralize the negative forces.
208. The mission adopted a two-pronged approach: (a) to provide support to the existing regional security mechanisms; and (b) to explore measures to strengthen regional security cooperation. In 2019, the mission carried out a needs assessment of the Joint Follow-up Mechanism and the Expanded Joint Verification Mechanism, together with the International Conference on the Great Lakes Region; engaged signatory countries through the Joint Follow-up Mechanism on the repatriation of former disarmed combatants of the Mouvement du 23 mars and the Forces démocratiques de libération du Rwanda and facilitated bilateral cooperation to complete the repatriation of the remaining disarmed combatants of the Mouvement du 23 mars; convened meetings of the chiefs of the intelligence and security services of Burundi, the Democratic Republic of the Congo, Rwanda, Uganda and the United Republic of Tanzania; and facilitated with experts and concerned signatory countries, regional organizations, civil society and community leaders the elaboration of options for short- and medium-term non-military measures to eradicate negative forces in the region and recommended the establishment of a contact coordination group to support the implementation of the non-military measures. These efforts will be further pursued in 2020 and 2021.
209. Combating impunity and prioritizing actions to hold elements of armed groups accountable for their crimes was another important component in the mission's efforts. To that end, the mission organized with partners a high-level conference on justice and good governance, which resulted in the adoption of the Nairobi Declaration on Justice and Good Governance. The Office of the Special Envoy also supported the Great Lakes Judicial Cooperation Network and, with the secretariat of the International Conference on the Great Lakes Region, convened prosecutors from the region to identify cross-border judicial cases related to natural resources and corruption, to be tracked by the Network as priority cases.

### *Progress towards the attainment of the objective, and performance measure*

210. This work contributed to the advancement of the effective implementation of the Peace, Security and Cooperation Framework, as demonstrated by the participation of the chiefs of intelligence and security services of the concerned signatory countries in two confidence-building meetings convened by the Office; increased information-sharing among them; increased cooperation towards a comprehensive regional approach on negative forces, which is expected to include both military and non-military components, as well as the participation of women and youth; and strengthened commitment to follow up on the recommendations from the human rights, justice and impunity conference, as well as progress in identifying cross-border cases of serious human rights violations. The continuous interactions between the leaders of the region, through the instruments of the governing mechanisms of the Peace, Security and Cooperation Framework, facilitated by the

mission, provided impetus to bilateral and regional engagements to address tensions and to de-escalate conflict in the region.

Table 34

**Performance measure**

2015	2016	2017	2018	2019
<ul style="list-style-type: none"> <li>Countries in the region express concern over the continued presence of armed groups in eastern Democratic Republic of the Congo and call for their leaders to be brought to justice</li> </ul>	<ul style="list-style-type: none"> <li>The mission and the International Conference on the Great Lakes Region bring together the Ministers of Defence of concerned countries in the region to discuss the neutralization of negative forces and launch the Great Lakes Judicial Cooperation Network</li> </ul>	<ul style="list-style-type: none"> <li>The Mission and the International Conference on the Great Lakes Region convene regional experts and stakeholders on the illicit exploitation of natural resources and illicit financial flows to negative forces</li> </ul>	<ul style="list-style-type: none"> <li>The ninth Summit of the Regional Oversight Mechanism calls for a new regional approach to neutralize negative forces</li> </ul>	<ul style="list-style-type: none"> <li>Two meetings of the chiefs of intelligence and security services of concerned countries, and three meetings of the Great Lakes Judicial Cooperation Network, are held to advance efforts against cross-border crime</li> <li>Adoption of the Nairobi Declaration on Justice and Good Governance</li> </ul>

### **Planned result for 2021: advancing regional economic cooperation and integration**

211. Rich in mineral wealth, arable land and other natural resources, the Great Lakes region has enormous economic potential. However, persisting and often interlinked challenges, such as insecurity in eastern Democratic Republic of the Congo, mistrust and tensions among neighbouring countries and conflict over access to resources, have prevented the region from fully tapping into this potential. While some progress has been made on regional economic and trade initiatives, the lack of harmonized investment codes and legal frameworks across some countries continues to hamper regional economic cooperation and integration efforts. In a similar vein, the illicit exploitation and trade of natural resources, often considered one of the key factors driving conflict and instability in the region, remains a significant challenge, with considerable costs for local and national economies. As the region embraces increased cooperation, additional challenges may arise, for instance with regard to land grabbing, which can be prevented or reduced by enhanced coordination and the establishment of transparent, regionalized land tenure codes.
212. Promoting trade and development, addressing underdevelopment, supporting countries in attracting investment and promoting the sustainable and responsible management of natural resources, supported by a regional action plan, are crucial for leveraging the region's economic potential and ensuring dividends of peace for its population. The mobilization of African and global private sector investment into the region to harness the extensive natural resources endowments and existing economic opportunities plays a catalytic role in creating shared prosperity. In the long run, private sector investment and cross-border trade, by creating more economic opportunities and wealth for a

growing number of people, can greatly contribute to the collective efforts towards sustainable peace, stability and the transformation of the Great Lakes region.

213. The mission already supports cross-border projects aimed at revitalizing regional economic cooperation and integration. In 2020, the mission made preparations, together with partners, for the Great Lakes Investment and Trade Conference in Kigali, with a view to promoting the role of the private sector in support of peace and stability in the region. The Office also supports actions to curb the illicit exploitation of natural resources by facilitating dialogues to improve governance and to foster shared prosperity in the region. The Office aims to contribute to the achievements of the Peace, Security and Cooperation Framework commitments by building confidence through cross-border projects and cooperation initiatives that expand economic opportunities for affected populations, strengthen resilience and provide critical infrastructure that deepen ties between the countries in the region.
214. In 2021, the mission will follow up on the investment and cross-border trade opportunities generated during the Great Lakes Investment and Trade Conference to advance the implementation of inclusive socioeconomic projects. The Office will also engage with regional and international financial institutions to initiate further cross-border investment and trade projects. With regard to the participation of the *forces vives*, the Office will continue to support women entrepreneurs through outreach activities and work with the leaders of the region and partners to advocate for job creation and useful engagement of the growing youth population in the region.

*Internal challenge and response*

215. The challenge for the mission was the alignment of its own work and expertise with the immediate needs of the signatory Member States to effectively support the implementation of the Peace, Security and Cooperation Framework. In response, the mission will work more proactively with partners for increased fund mobilization to its trust fund and leverage the existing capacity of the United Nations presence in the region to support signatory countries in the implementation of the Framework.

*Expected progress towards the attainment of the objective, and performance measure*

216. This work is expected to contribute to the advancement of economic interactions and engagements among and between the signatory countries, which would be demonstrated by the implementation of an increased number of cross-border projects and a revitalized regional approach to effective governance in the management of natural resources to advance durable peace and development in the region.

Table 35

**Performance measure**

2017	2018	2019	2020	2021
<ul style="list-style-type: none"> <li>Rwanda agrees to host the next regional investment and trade conference</li> </ul>	<ul style="list-style-type: none"> <li>Preparations for the next regional investment and trade conference ongoing</li> </ul>	<ul style="list-style-type: none"> <li>President of the Democratic Republic of the Congo reaches out to eastern neighbours for cross-border developments and submits an application to join</li> </ul>	<ul style="list-style-type: none"> <li>The Great Lakes Investment and Trade Conference is held in Kigali under regional leadership, with global participation</li> </ul>	<ul style="list-style-type: none"> <li>Follow-up to the Great Lakes Investment and Trade Conference to launch cross-border projects</li> <li>Generation of exchanges and inclusive and</li> </ul>

- |   |  |   |
|---|--|---|
| the East African Community<br><br>• Establishment of the International Conference on the Great Lakes Region Private Sector Forum<br><br>• The Great Lakes Judicial Cooperation Network prioritizes the fight against impunity for cross-border crimes related to natural resources exploitation | • A post-Conference regional action plan is developed<br><br>• Several initiatives are planned to advance the implementation of the Nairobi Declaration on Justice and Good Governance | sustainable development is promoted, especially for women and youth |
|---|--|---|

## Deliverables

217. Table 36 lists all deliverables, by category and subcategory, for the period 2019–2021 that contributed and are expected to contribute to the attainment of the objective stated above.

Table 36

### Deliverables for the period 2019–2021, by category and subcategory

<i>Category and subcategory</i>	<i>2019 planned</i>	<i>2019 actual</i>	<i>2020 planned</i>	<i>2021 planned</i>
<b>A. Facilitation of the intergovernmental process and expert bodies</b>				
<b>Parliamentary documentation</b> (number of documents)	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>
1. Reports of the Secretary-General to the Security Council	2	2	2	2
<b>Substantive services for meetings</b> (number of three-hour meetings)	<b>4</b>	<b>4</b>	<b>4</b>	<b>5</b>
2. Meetings of the Security Council, the Security Council Committee established pursuant to resolution <a href="#">1533 (2004)</a> concerning the Democratic Republic of the Congo, and the Peacebuilding Commission	4	4	4	5
<b>B. Generation and transfer of knowledge</b>				
<b>Field and technical cooperation projects</b> (number of projects)	<b>4</b>	<b>4</b>	<b>3</b>	<b>3</b>
3. Projects on economic cooperation, land and conflict	2	2	2	2
4. Projects to promote cross-border trade and investment	2	2	1	1
<b>Seminars, workshops and training events</b> (number of days)	<b>4</b>	<b>4</b>	<b>4</b>	<b>4</b>
5. Workshop on exchange of lessons learned from elections and political processes	1	1	1	1
6. Workshops on resolving existing challenges in the implementation of the Peace, Security and Cooperation Framework	2	2	2	2
7. Workshop on youth employment and engagement on peace and security	1	1	1	1

Category and subcategory	2019 planned	2019 actual	2020 planned	2021 planned
--------------------------	-----------------	----------------	-----------------	-----------------

### C. Substantive deliverables

**Good offices:** provision of good offices through engagement, including shuttle and quiet diplomacy, as well as through the facilitation of direct exchanges with regional leaders and senior representatives of signatory countries and guarantors of the Peace, Security and Cooperation Framework to advance the implementation of the Framework and address challenges to peace and security; provision of good offices to the follow-up mechanism on the repatriation of disarmed combatants; and good offices to enhance coordination and cooperation against the armed groups in eastern Democratic Republic of the Congo.

**Consultation, advice and advocacy:** consultations to gain a shared regional and international assessment of the situation in the region; consultation and advice on displacement in the Great Lakes region; consultation and advice on delinking negative forces from natural resources revenues; advocacy to facilitate political conversation and agreement on regional integration with natural resources as a driver of shared prosperity; advocacy to advance gender equality in the region; and advocacy to promote a concerted approach on the way forward in the region.

**Fact-finding, monitoring and investigation missions:** fact-finding mission on women's political participation; monitoring missions with the follow-up mechanism on the repatriation of disarmed combatants; and fact-finding and monitoring missions of the Technical Support Committee on priorities determined by the signatory countries.

### D. Communication deliverables

**Outreach programmes, special events and information materials:** campaign in support of the implementation of the Peace, Security and Cooperation Framework; and outreach towards strengthening partnerships with regional and international stakeholders on a concerted approach in support of the implementation of the Framework.

**External and media relations:** press conferences and briefings to raise awareness of key developments and promote support for addressing challenges to peace and security in the region.

**Digital platforms and multimedia content:** video coverage of engagement with regional partners.

## B. Proposed post and non-post resource requirements for 2021

### Resource requirements (regular budget)

Table 37

#### Financial resources

(Thousands of United States dollars)

Category of expenditure	2019	2020	2021		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2021 vs. 2020 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	3 576.0	3 409.2	4 151.0	—	741.8
Operational costs	824.9	991.2	1 037.7	—	46.5
<b>Total (net of staff assessment)</b>	<b>4 400.9</b>	<b>4 400.4</b>	<b>5 188.7</b>	<b>—</b>	<b>788.3</b>

Table 38  
Positions

	<i>Professional and higher categories</i>									<i>General Service and related categories</i>		<i>Total inter-national</i>	<i>National staff</i>		<i>United Nations Volunteers</i>	<i>Total</i>
	<i>USG</i>	<i>ASG</i>	<i>D-2</i>	<i>D-1</i>	<i>P-5</i>	<i>P-4</i>	<i>P-3</i>	<i>P-2</i>	<i>Subtotal</i>	<i>Field/ Security Services</i>	<i>General Service<sup>a</sup></i>		<i>National Professional Officer</i>	<i>Local level</i>		
Approved 2020	1	–	1	1	4	6	4	–	17	1	1	19	1	7	–	27
Proposed 2021	1	–	1	1	4	6	4	–	17	1	1	19	1	7	–	27
<b>Change</b>	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–

<sup>a</sup> Other level, unless otherwise stated.

218. The proposed resource requirements for 2021 for the Office of the Special Envoy of the Secretary-General for the Great Lakes Region amount to \$5,188,700 (net of staff assessment) and would provide for the salaries and common staff costs (\$4,151,000) for the continuation of 27 positions (1 Under-Secretary-General, 1 D-2, 1 D-1, 4 P-5, 6 P-4, 4 P-3, 1 Field Service, 1 General Service, 1 National Professional Officer and 7 Local level), as well as operational costs (\$1,037,700), comprising costs for consultants and consulting services (\$32,900), official travel (\$344,800), facilities and infrastructure (\$67,500), ground transportation (\$36,300), air operations (\$60,000), communications and information technology (\$189,600), medical (\$19,300) and other supplies, services and equipment (\$287,300).
219. For 2021, it is proposed that the number and levels of the positions for the Office remain unchanged.
220. Taking into account the latest vacancy rates, a vacancy rate of 5 per cent has been applied to estimates for international positions, while the proposed resources for national positions are based on the assumption of full incumbency.
221. The increase in the requirements proposed for 2021 compared with the appropriation for 2020 is attributable primarily to increased requirements under civilian personnel costs, owing to: (a) the application of a lower vacancy rate of 5 per cent for international positions and the assumption of full incumbency for national positions in 2021, compared with the vacancy rates of 19 per cent and 6 per cent, respectively, applied to the approved budget for 2020; and (b) the application of a higher percentage of common staff costs for international positions based on recent expenditure patterns.

#### Extrabudgetary resources

222. In 2020, the mission projects that it will mobilize extrabudgetary resources in the estimated amount of \$1.0 million. Extrabudgetary resources have been utilized to support the mission in its implementation of the Peace, Security and Cooperation Framework through various projects under different thematic areas.
223. In 2021, the mission projects that \$1.3 million in extrabudgetary resources will be mobilized, to be utilized to support field programmes and initiatives that support signatory Member States in the implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region.



## 9. Office of the Special Envoy of the Secretary-General for Yemen

(\$17,892,800)

### Foreword

In recent months, I have sensed a gradual but enduring change in favour of a peaceful resolution to the conflict. Yemen has been brushed by potential tragedy from regional tensions and, so far, appears to have emerged unscathed. The past few months have seen significant political and military volatility. This notwithstanding, there have been many moments that have reinforced my sense of gradual but enduring change in favour of a peaceful resolution to the conflict. The country's leaders have continually reaffirmed their desire to protect the gains that they have made towards peace for Yemen and its people.

Unfortunately, the tempo of the war has not abated. Early 2020 witnessed a sharp escalation of military hostilities in northern Yemen. Today, I see the country at a critical juncture. The parties to the conflict will either move Yemen towards de-escalation and the resumption of the political process, or, I fear, towards greater violence and suffering that will make the path to the negotiating table more arduous. The escalation notwithstanding, the parties have demonstrated readiness to engage in dialogue at a level unseen since before the start of the conflict. They have engaged in negotiations on several confidence-building measures that can have a tangible benefit for the economy and some of the country's most vulnerable people.

The implementation of the agreement reached in Stockholm in December 2018 has not been easy. Hudaydah Governorate continues to experience clashes, particularly in the city and in the southern part of the governorate, and civilian casualties are regrettably increasing. However, I am hopeful that the parties will remain committed and engaged to reducing violence in and around Hudaydah city, which has real meaning for the lives of its citizens and of the millions of people who benefit from the flow of goods and humanitarian aid coming through the city's ports.

The situation in the southern governorates has become a more pressing concern. Violence in Aden and the surrounding governorates in August 2019 and political escalation in recent months have threatened to lead to further fragmentation of the political and security landscape in Yemen. The successful implementation of the Riyadh Agreement brokered by Saudi Arabia to address the situation in the southern governorates will make an important contribution to stabilizing the situation and paving the way for a peace agreement.

The meaning of these agreements, the urgently needed reduction of violence and confidence-building measures only becomes real in the context of a political solution to end the conflict. The leaders of Yemen must now ask themselves what sort of peace they want. They must realize that the emerging opportunities should not be lost.

(Signed) Martin Griffiths  
Special Envoy of the Secretary-General for Yemen

## **A. Proposed programme plan for 2021 and programme performance for 2019**

### **Overall orientation**

#### **Mandates and background**

224. The Office of the Special Envoy of the Secretary-General for Yemen is responsible for exercising the good offices of the Secretary-General in order to enable the resumption of a peaceful, inclusive, orderly and Yemeni-led political transition process that meets the legitimate demands and aspirations of the Yemeni people, including women and youth, for peaceful change and meaningful political, economic and social reform, as set out in the Initiative of the Gulf Cooperation Council and its implementation mechanism and the outcomes of the comprehensive National Dialogue Conference. The mandate derives from Security Council resolution [2014 \(2011\)](#) and from subsequent Council resolutions, including resolutions [2051 \(2012\)](#), [2140 \(2014\)](#), [2201 \(2015\)](#), [2216 \(2015\)](#), [2266 \(2015\)](#), [2342 \(2017\)](#), [2402 \(2018\)](#), [2451 \(2018\)](#), [2452 \(2019\)](#), [2456 \(2019\)](#), [2481 \(2019\)](#) and [2505 \(2020\)](#), as well as exchanges of letters between the Secretary-General and the President of the Security Council ([S/2012/469](#) and [S/2012/470](#), and [S/2016/488](#) and [S/2016/489](#)).
225. To ensure the full and effective implementation of Security Council resolutions [2014 \(2011\)](#) and [2051 \(2012\)](#), together with the political transition agreed in November 2011 under the Initiative of the Gulf Cooperation Council and its implementation mechanism for the political transition process in Yemen, the Secretary-General established the Office of the Special Adviser to the Secretary-General on Yemen, in accordance with an exchange of letters with the President of the Security Council in June 2012 ([S/2012/469](#) and [S/2012/470](#); see also [S/2015/283](#) and [S/2015/284](#), and [S/2018/126](#) and [S/2018/127](#)).
226. The overall aim of the mission is to provide support to the Yemen peace process and the implementation of any eventual agreements to enable the resumption of a peaceful, inclusive, orderly and Yemeni-led transition. In line with Security Council resolution [2216 \(2015\)](#), as well as other Council resolutions on Yemen, including resolutions [2014 \(2011\)](#), [2051 \(2012\)](#), [2140 \(2014\)](#), [2201 \(2015\)](#), [2451 \(2018\)](#) and [2452 \(2019\)](#), and the letter dated 24 May 2016 from the Secretary-General addressed to the President of the Security Council ([S/2016/488](#)), the Special Envoy of the Secretary-General for Yemen will mediate between the parties with a view to ending the conflict. The mission will support the Special Envoy in providing facilitation and technical advice on the negotiation and design of interim security arrangements, the restoration of State institutions and preparations for the resumption of political dialogue, including on finalizing and adopting a draft constitution and an electoral road map and on national reconciliation and transitional justice.
227. The mission also participates in the mediation of the political and security arrangements to end the current conflict between the Government of Yemen and the Houthi movement and in supporting the completion of the political transition, which began in 2011 and was interrupted by the current conflict. The mission shares its support component with the United Nations Mission to Support the Hedaydah Agreement (UNMHA), which also reports to Headquarters through the Special Envoy.

### **Programme of work**

#### **Objective**

228. The objective, to which this mission contributes, is to achieve an agreement between the parties to end the conflict in Yemen and enable the resumption of a peaceful, inclusive, orderly and Yemeni-led political transition.

## Strategy

229. To contribute to the achievement of an agreement between the parties to end the conflict in Yemen, the mission will utilize negotiations, consultations and shuttle diplomacy, which is expected to result in a peace agreement with the parties to determine interim security and political arrangements for a sustainable, peaceful and inclusive transitional period. In 2019, the Special Envoy and his team conducted months of shuttle diplomacy between the parties to the conflict, as well as broader consultations with Yemeni stakeholders, including political parties, women's groups, members of civil society and southern groups. The mission will continue such consultations, which focus on identifying common ground and agreeable measures that Yemenis identify as feasible and sustainable for a peaceful transition and long-term peacebuilding processes. The consultations will include discussions on political arrangements, security measures, inclusion models and the decentralization of governance. Past results in this area include the conduct of political consultations between political parties and the adoption of the Stockholm Agreement. In addition, the Special Envoy garnered the support of the international community through briefings to the Security Council and the group of 19 ambassadors with accreditation to Yemen and bilateral engagement with Member States.
230. To contribute to supporting the Yemen peace process, the mission will continue to provide political, technical and logistical support, including in supporting the parties to implement the Stockholm Agreement and to de-escalate the conflict at the local, national and regional levels. The mission will utilize the rule of law programme with UNDP to articulate options for the structure and function of local security forces to support ongoing redeployment negotiations, as well as potential investment in infrastructure and training for such forces that could incentivize compromise. The mission will also support UNMHA by providing technical support to strengthen the ceasefire enhancement and de-escalation mechanism. This work is expected to result in the building of confidence between the parties and to help to address humanitarian needs. Past results in this area include the Office designing options for a ceasefire implementation mechanism and recruiting staff to initiate planning for ceasefire structures and functions, drawing on input from a range of international peacebuilding institutes and partners in the track-two process. The mission held two conferences with regional actors to develop options for managing weapons and to force withdrawals in the event of an agreement, which resulted in the initiation of a contract to support technical monitoring for arms control and ceasefire management. On the basis of input from the parties during the first two security sector dialogues in partnership with the Geneva Centre for Security Sector Governance, the Office has refined designs for security sector governance during the transitional period. The mission has also developed a network of implementers who work to improve community safety through dialogue between communities and local forces, to coordinate the exchange of information and to seek donor support to scale up these efforts to more challenging areas that would support the peace process.
231. To contribute to the resumption of a peaceful, inclusive, orderly and Yemeni-led political transition, the mission will have a more gender-responsive and youth-engaged peace process in which Yemeni women and youth will contribute to multitrack diplomacy and peace negotiations, to the peace agreement and to the transition and post-transition process. The mission will provide political and technical support for their participation and/or seek their perspectives, needs and concerns for integration into the process. In some cases, support may be provided to national and local initiatives. These efforts will be aimed at increasing the representation and meaningful participation of Yemeni women and youth across all tracks of the peace process, with a particular focus on formal negotiations, leading to the inclusion of their key issues, needs and concerns in the agreement. Past results in this area include informal consultations with Yemeni women in late October 2019 on their perspectives on the political and security arrangements and an agenda for the transition; training and capacity-building workshops with the Yemeni Women's Technical Advisory Group on negotiations; gender analysis and gender provisions to prepare the Technical Advisory Group for formal negotiations and advising the Special Envoy and his team; and participation by the mission's staff in track-two meetings with Yemeni women and youth to engage with them and gather their perspectives.

## External factors for 2021

232. With regard to the external factors, the overall plan for 2021 is based on the following assumptions:
  - (a) The parties to the conflict will continue to engage in the peace process in the form of successive rounds of peace consultations under the auspices of the Special Envoy, with the aim of reaching a comprehensive political settlement;
  - (b) The Technical Advisory Group and southern groups will continue to exist in their current structure and composition;
  - (c) The mission will continue to have access to key Yemeni stakeholders, albeit with some restrictions imposed by the parties and the security situation on the ground;
  - (d) Yemen will continue to face significant humanitarian and socioeconomic challenges, requiring large-scale humanitarian and development intervention.
233. The mission integrates a gender perspective in its operational activities, deliverables and results, as appropriate. These efforts contribute to a more inclusive peace process in Yemen, which would contribute to the viability and sustainability of any agreement. The mission will work to increase the representation and meaningful participation of Yemeni women across all tracks of the peace process, with a particular focus on formal negotiations. The mission will ensure support for initiatives at the national and local levels that promote women's political participation and representation, their full citizenship rights and the incorporation of women's human rights, security needs and concerns in early recovery, conflict resolution and peacebuilding processes. Gender perspectives will be mainstreamed into all cross-mission policies and activities, including through relevant partnerships, in line with Security Council mandates under the women and peace and security agenda.
234. With regard to cooperation with other entities, in the implementation of the good offices mandate, the Special Envoy and his Office will continue to engage closely with Member States and the Security Council, as well as international and regional organizations, including the League of Arab States, the Gulf Cooperation Council, the European Union and other international partners. Furthermore, the Office will continue to pursue joint efforts with international financial institutions to facilitate joint response strategies for post-agreement planning, including recovery and peacebuilding activities.
235. The Special Envoy and his Office will continue to consult and coordinate closely with the Department of Political and Peacebuilding Affairs and special political missions in the region, as appropriate. In line with Security Council resolution [2452 \(2019\)](#), the mission closely coordinates with UNMHA, which reports to Headquarters through the Special Envoy and the Under-Secretary-General for Political and Peacebuilding Affairs, and shares an integrated support structure with UNMHA.
236. With regard to inter-agency coordination and liaison, the mission will continue its cooperation with the Resident/Humanitarian Coordinator and the United Nations country team in Yemen. In addition, United Nations agencies working in Yemen are represented in the Inter-Agency Task Force on Yemen at Headquarters, which ensures the coordination and coherence of United Nations political, humanitarian, human rights and other efforts in Yemen. Work on the draft constitution, electoral reform and other transition tasks will be conducted in close coordination with the Electoral Assistance Division of the Department of Political and Peacebuilding Affairs, the Resident Coordinator and the United Nations country team.

## Evaluation activities

237. A self-evaluation of mission processes to develop the mission concept, including support from the Department of Political and Peacebuilding Affairs for such processes, to identify constraints and opportunities is planned for 2021.

## **Programme performance in 2019 against planned result**

238. A planned result for 2019, which is a negotiated solution is agreed that meets the legitimate will of the Yemeni people, as referred to in 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 for 2019 for thematic cluster I ([A/73/352/Add.1](#)), was advanced, as evidenced by increased engagement of the Special Envoy and his Office with southern political stakeholders, women, youth and civil society organizations. Moreover, the Special Envoy increased the number of direct talks between party representatives on security sector issues from zero in 2018 to four in 2019. The mission delivered options papers on transitional security sector arrangements on weapons management, security governance, integration, disengagement, ceasefire monitoring and security planning for a transitional government, as requested by the parties; and an increase from four initiatives in 2018 to 10 in 2019 between community representatives and local security forces to address safety and security priorities and improve the treatment of civilians by armed groups.

## **Programme performance in 2019: implementation of confidence-building measures**

239. In 2019, the Special Envoy and his team conducted rounds of shuttle diplomacy between the parties to the conflict, as well as broader consultations with Yemeni stakeholders, including political parties, women's groups, members of civil society and southern groups, to identify common ground and agreeable measures that Yemenis consider as feasible and sustainable for a peaceful political transition and long-term peacebuilding process. This work contributed to the mission successfully convening the parties through the Supervisory Committee for the Implementation of the Stockholm Agreement on Detainees. The mission's engagements with the parties on the exchange of detainees were supported by its effective partnership with the International Committee of the Red Cross. The Supervisory Committee met twice in 2019, under the auspices of the Office and the International Committee of the Red Cross, with additional follow-up taking place with the parties bilaterally. At the request of the parties, the mission established a temporary mechanism to facilitate the import of oil and oil derivatives to Hudaydah port. The steps taken in the implementation of the mechanism also furthered the implementation of the provision in the Agreement on the City of Hudaydah and the Ports of Hudaydah, Salif, and Ra's Isa on the channelling of revenues of the ports of Hudaydah, Salif and Ra's Isa to the Central Bank of Yemen in Hudaydah as a contribution to the payment of salaries in the Governorate of Hudaydah and throughout Yemen.

### *Progress towards the attainment of the objective, and performance measure*

240. This work contributed to supporting the achievement of an agreement between the parties to end the conflict in Yemen and the resumption of a peaceful, inclusive, orderly and Yemeni-led political transition, as demonstrated by the meetings conducted by the mission with southern leaders in Aden, Amman and Abu Dhabi; with Yemeni women organized by NGOs in Cairo, Addis Ababa and Amman; with the Technical Advisory Group in Amman and Tunis; and with Yemeni women peace leaders in Amman. Second, the meetings of the Supervisory Committee for the Implementation of the Stockholm Agreement on Detainees resulted in the parties identifying ways to facilitate the release and exchange process, including by identifying detainees who should be available for exchange by each party. Third, the mission's efforts on facilitating the entry of fuel ships resulted in the admittance of several ships to Hudaydah port and the implementation of the temporary mechanism for oil derivative imports.

Table 39  
Performance measure

2015	2016	2017	2018	2019
N/A	N/A	N/A	Confidence-building measures agreed	Implementation of confidence-building measures in progress, through the holding of nine meetings with southern leaders and with Yemeni women peace leaders

Abbreviation: N/A, not applicable.

### **Planned result for 2021: adoption of joint outcome documents from consultations and negotiations**

241. A planned result for 2021 is to build momentum for an inclusive political process to achieve a comprehensive negotiated political settlement and an end to the conflict. Thereafter, the mission will need to continue its efforts with the parties by adopting joint outcome documents arising from consultations and negotiations. In 2019, the mission enhanced consensus between the parties on a number of issues, including the implementation of the Stockholm Agreement, the entry of fuel ships into the ports at Hudaydah and the prisoner exchange and release agreement, and facilitated discussions with key Yemeni and regional representatives on the medical airbridge flights administered by the World Health Organization.
242. The mission is continuing to pursue efforts to reach an agreement on transitional political and security arrangements, which will entail meeting with the parties and a broad range of other stakeholders, including Yemeni women and youth, to obtain input and develop options for key elements of the peace process to be discussed, which will lay the ground for a political settlement. The mission will also continue to organize workshops with Yemeni men and women, experts and others to prepare for the resumption of consultations. The mission will continue its efforts to provide political and technical support to the implementation of the Stockholm Agreement and, to the extent possible, to the Riyadh Agreement, and will increase its focus on measures to improve cooperation on institutional and economic issues that can benefit the broader population and preserve the State institutions of Yemen. Efforts will continue to promote the implementation of confidence-building measures.

#### *Internal challenge and response*

243. The challenge for the mission was the slow implementation of the internal strategy to support the Yemeni parties, particularly women and southern groups, on their implementation of the Stockholm Agreement, including the Hudaydah Agreement, and other confidence-building measures and the reactivation of the political process. This contributed to the delay in convening formal consultations between the parties.
244. In response, for 2021, the mission will strengthen its focus with the parties and other Yemeni stakeholders on efforts to reach consensus on the political and security arrangements to end the war and resume the inclusive political transition, and to consolidate advances already made in the peace process. This work will include strengthened engagement to prepare for the completion of the political transition, including the resolution of the southern question, the finalization of the draft constitution and an electoral road map and the promotion of accountability and reconciliation, as

well as the inclusive mechanisms to oversee and implement dialogue on these issues. The mission will support these efforts with intensified track-two diplomacy in partnership with non-governmental organizations and mediation specialists, as well as expanded outreach at the local level through the Sana'a and Aden offices, particularly in Ta'izz, Ma'rib and Mukalla.

*Expected progress towards the attainment of the objective, and performance measure*

245. This work is expected to contribute to the Yemen peace process through the achievement of an agreement between the parties to end the conflict in Yemen and by enabling the resumption of a peaceful, inclusive, orderly and Yemeni-led political transition, which would be demonstrated by an agreement on inclusive political and security arrangements for a transitional period. An agenda for the transitional period will include the restoration of State institutions, the adoption of a new constitution and an electoral road map, a process to resolve issues relating to the south, and national reconciliation and transitional justice.

Table 40

**Performance measure**

2017	2018	2019	2020	2021
N/A	Confidence-building measures agreed	Talks on transitional political and security arrangements initiated; inclusivity (the south and women) enhanced and the implementation of confidence-building measures in progress	Adoption of joint outcome documents arising from the consultations and negotiations; and formation of specific mechanisms to implement the agreements reached	Implementation of joint outcome documents, including specific mechanisms

*Abbreviation:* N/A, not applicable.

**Deliverables**

246. Table 41 lists all deliverables, by category and subcategory, for the period 2019–2021 that contributed and are expected to contribute to the attainment of the objective stated above.

Table 41

**Deliverables for the period 2019–2021, by category and subcategory**

Category and subcategory	2019 planned	2019 actual	2020 planned	2021 planned
<b>A. Facilitation of the intergovernmental process and expert bodies</b>				
<b>Substantive services for meetings</b> (number of three-hour meetings)	<b>12</b>	<b>15</b>	<b>12</b>	<b>17</b>
Meetings of the Security Council	12	15	12	17
<b>C. Substantive deliverables</b>				
<b>Good offices:</b> provision of good offices to end the conflict.				
<b>Consultation, advice and advocacy:</b> consultation and advice on political and security proposals aimed at mediating an agreement to end the conflict and enable the completion of the political transition.				

## B. Proposed post and non-post resource requirements for 2021

### Resource requirements (regular budget)

Table 42

#### Financial resources

(Thousands of United States dollars)

Category of expenditure	2019	2020	2021	Variance	
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2021 vs. 2020 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	–	–	–	–	–
Civilian personnel costs	10 690.7	10 860.1	11 334.5	–	474.4
Operational costs	5 870.2	7 316.9	6 558.3	–	(758.6)
<b>Total (net of staff assessment)</b>	<b>16 560.9</b>	<b>18 177.0</b>	<b>17 892.8</b>	<b>–</b>	<b>(284.2)</b>

Table 43

#### Positions

	Professional and higher categories								General Service and related categories		National staff					Total
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/ Security Services	General Service <sup>a</sup>	Total inter-national	National Professional Officer	Local level	United Nations Volunteers	
Approved 2020	1	–	1	1	6	15	12	–	36	25	1	62	8	29	–	99
Proposed 2021	1	–	1	1	6	15	11	–	35	26	1	62	9	29	–	100
<b>Change</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>(1)</b>	<b>–</b>	<b>(1)</b>	<b>1</b>	<b>–</b>	<b>–</b>	<b>1</b>	<b>–</b>	<b>–</b>	<b>1</b>

<sup>a</sup> Other level, unless otherwise stated.

247. The proposed resource requirements for 2021 for the Office of the Special Envoy of the Secretary-General for Yemen amount to \$17,892,800 (net of staff assessment) and would provide for the salaries and common staff costs (\$11,334,500) for the continuation of 99 positions (1 Under-Secretary-General, 1 D-2, 1 D-1, 6 P-5, 15 P-4, 11 P-3, 25 Field Service, 1 General Service, 9 National Professional Officer and 29 Local level) and for the proposed establishment of one position (Field Service), as well as operational costs (\$6,558,300), comprising official travel (\$700,400), facilities and infrastructure (\$2,942,100), ground transportation (\$369,400), air operations (\$1,336,800), communications and information technology (\$666,000), medical (\$210,500) and other supplies, services and equipment (\$333,100).
248. In 2021, the following changes to the staffing structure are proposed:
- Establishment of one position of Administrative Officer (Field Service) in the Office of the Chief of Mission Support to provide operational, logistical and administrative support to the Office in Aden;
  - Conversion of one position of Medical Officer in the Office of the Chief of Mission Support in Sana'a from the P-3 level to a National Professional Officer position;
  - Redeployment of five positions from Sana'a to Amman: one Senior Security Sector Reform Officer (P-5) in the Security Sector Section, one Political Affairs Officer (P-3) in the Political Affairs Section, two Movement Control Assistants (Field Service) in the Movement Control,



Transport and Aviation Unit and one Property Management Assistant (Field Service) in the Property Management Unit.

249. Vacancy rates of 15 per cent and 50 per cent have been applied to estimates for continuing and new international positions, respectively, and vacancy rates of 15 per cent and 20 per cent have been applied to estimates for National Professional Officer and Local level positions, respectively.
250. The decrease in the requirements for 2021 compared with the appropriation for 2020 is attributable mainly to lower requirements for operational costs resulting from the exclusion of the non-recurrent provision for the acquisition of armoured vehicles in 2020, and lower requirements for the rental of premises owing to the lower number of apartments to be sublet from the World Food Programme. The decrease in the requirements was offset in part by increased requirements for civilian personnel costs, resulting mainly from the application of a higher percentage of common staff costs for international positions, based on recent expenditure patterns; the application of a lower vacancy rate of 15 per cent for National Professional Officer positions compared with the vacancy rate of 20 per cent applied to the approved budget for 2020; and the proposed establishment of one position in the Field Service category.

#### **Extrabudgetary resources**

251. In 2020, the Office of the Special Envoy projects that extrabudgetary resources carried over from 2019 in the amount of \$415,900 will be utilized to support the efforts of the mission to reach credible and sustainable agreements aimed at ending the conflict in Yemen and allowing for the resumption of a peaceful, inclusive, orderly and Yemeni-led political transition process, and to support gender mainstreaming in the work of the mission. No additional extrabudgetary resources are expected for 2021.

## **10. Office of the Special Envoy of the Secretary-General for Burundi**

*(\$6,510,200)*

### **A. Proposed programme plan for 2021 and programme performance for 2019**

#### **Overall orientation**

#### **Mandates and background**

252. The Office of the Special Envoy of the Secretary-General for Burundi is responsible for engaging with the Government of Burundi, as well as all relevant stakeholders, such as the opposition political parties, civil society organizations and religious leaders, to support the East Africa Community-led dialogue and promote national dialogue as a means to resolve all contentious issues that may arise from the 2020 elections in order to root democracy and good governance and to consolidate peace and reconciliation, as well as security and the rule of law. The mandate derives from Security Council resolutions [2248 \(2015\)](#), [2279 \(2016\)](#) and [2303 \(2016\)](#), as well as its presidential statement of 5 April 2018 ([S/PRST/2018/7](#)).
253. Steady progress was made in 2018 and 2019 in providing support to the East African Community-led dialogue process. The mission is a member of the joint technical working group that assisted the former Facilitator to bring Burundian stakeholders to the rounds of dialogue with the aim of resolving the political crisis and preparing the ground for an inclusive electoral process in 2020.

#### **Programme of work**

#### **Objective**

254. The objective, to which this mission contributes, is to support efforts by the Government of Burundi and relevant stakeholders for a genuine national dialogue process, national reconciliation and sustainable peace.

#### **Strategy**

255. To contribute to supporting efforts by the Government of Burundi and relevant stakeholders for a genuine national dialogue process, the mission will continue to provide appropriate technical and substantive political support to the East African Community, the African Union and all stakeholders. This work is expected to result in the holding of an inclusive dialogue and the signing by all stakeholders of a consensual agreement. Past results in this area include the submission of a consolidated road map by the Facilitator to the East African Community Mediator and Heads of State. The road map has yet to be accepted by all parties.
256. To contribute to supporting efforts by the Government of Burundi and relevant stakeholders for national reconciliation, the mission will use its good offices and work with the States of the region to foster greater support for Burundi towards national reconciliation, while respecting their obligations under international law. This work is expected to result in the return of the exiled political actors and their full engagement and participation in the national reconciliation process. Past results in this area include several meetings of the Special Envoy of the Secretary-General for Burundi, in Burundi with government officials and the internal opposition parties and in Brussels with the external opposition, to persuade them to maintain their commitment to the East African Community-led inter-Burundian dialogue process and national reconciliation.

257. To contribute to supporting efforts by the Government of Burundi and relevant stakeholders for sustainable peace, the mission will work with all Burundian parties. This work is expected to result in the development of confidence-building measures to improve the political and socioeconomic space, in order to ensure sustainable peace. Past results in this area include holding of consultations and coordination meetings with national authorities, political parties and civil society organizations towards an agreed road map for the 2020 elections. Past results also include interactions with the international community and Burundian technical and financial partners, with the aim of bringing about a peaceful solution to the current crisis and sustainable peace.

### **External factors for 2021**

258. With regard to the external factors, the overall plan for 2021 is based on the following assumptions:
- (a) The signing of an inclusive agreement between the parties to the East African Community-led dialogue process will require intense diplomatic efforts;
  - (b) The electoral cycle will bring increased political competition and possibly a deterioration in the security situation.
259. The mission integrates a gender perspective in its operational activities, deliverables and results, as appropriate. The mission, in consultation with the representatives of women's organizations, works towards ensuring gender mainstreaming and that at least 30 per cent of all participants and representatives in the political, peace and security sectors are women.
260. With regard to cooperation with other entities, the mission will ensure adequate support to regional and subregional initiatives related to Burundi, such as those led by the African Union and the East African Community that will allow for the development of a collective vision and approach to the Burundian political dialogue, peace consolidation, governance, women's participation in political processes and rule of law issues. Lastly, broad cooperation with relevant institutions and organizations will ensure that respect for the rule of law, gender diversity and human rights are mainstreamed into all activities. An increase in consultations will also be pursued in collaboration with the International Conference on the Great Lakes Region on the security situation in the region, with the Office of the Special Envoy for the Great Lakes Region on the impact of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region, and with the African Union (Network of African Women in Conflict Prevention and Mediation) on women's political participation in the dialogue.
261. With regard to inter-agency coordination and liaison, the mission is working in close coordination and consultation with the United Nations system agencies, funds and programmes in Burundi to pursue a collective approach to sustainable peace, good governance and national reconciliation.

### **Evaluation activities**

262. A self-evaluation of mission processes to develop the mission concept, including support from the Department of Political and Peacebuilding Affairs for such processes, to identify constraints and opportunities is planned for 2021.

### **Programme performance in 2019 against planned result**

263. A planned result for 2019, which is a credible and inclusive political agreement is reached through a nationally owned and internationally accepted East African Community-led dialogue process, as referred to in 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 for 2019 for thematic cluster I ([A/73/352/Add.1](#)), was partially achieved, as evidenced by

the dialogue sessions convened with the participation of all key stakeholders under the auspices of the East African Community Facilitator and Mediator..

### **Programme performance in 2019: towards the resumption of the East African Community-led inter-Burundian dialogue**

264. Following the holding of the fifth session of the inter-Burundian dialogue in Arusha, United Republic of Tanzania, from 24 to 29 October 2018, the Facilitator submitted his final report and a consolidated road map for the 2020 elections to the Mediator and the East African Community Heads of States to decide on a way forward for the dialogue. The East African Community leaders met on 1 February 2019 and decided to consult further on the way forward.
265. Against this backdrop, in 2019, the Special Envoy of the Secretary-General used his good offices on behalf of the Secretary-General with various key stakeholders for the resumption of the East African Community-led inter-Burundian dialogue process that would allow the parties to find a sustainable solution to the crisis and agree on a consensual road map for the 2020 elections. To that end, on several occasions, the Special Envoy met with government officials and opposition parties in Burundi to persuade them to maintain their commitment to the East African Community-led inter-Burundian dialogue process.
266. In addition, the Special Envoy interacted in Kampala with the President of Uganda in his capacity as the Mediator of the inter-Burundian dialogue. The Special Envoy held meetings with the President of the United Republic of Tanzania, John Pombe Magufuli, the former President, Benjamin Mkapa, and the Minister for Foreign Affairs of Rwanda, Richard Sezibera, on behalf of the President of Rwanda and Chair of the East African Community, Paul Kagame, as well as with the members of the international community in Burundi and elsewhere. During his briefing to the Security Council on 14 June 2019, the African Union Commissioner for Peace and Security, Smail Chergui, advocated for the immediate resumption of the inter-Burundian dialogue, which for him was the only durable solution to the crisis. In this context, the Special Envoy held several meetings with the Commissioner, as well as with the Chairperson of the African Union Commission, Mousa Faki Mahamat, in Addis Ababa.
267. The mission held consultations and coordination meetings with all Burundian stakeholders, in particular government officials, and the international community, with a view to helping to build confidence and foster an environment conducive to the resumption and the conclusion of the political dialogue.
268. The mission also continued to regularly consult the heads of diplomatic missions, exchanged notes on the situation in the country and discussed joint efforts in support of the region. Moreover, it continued to support the efforts of the region, notably through the joint technical working group. On 23 July 2019, the Office of the Special Envoy met with the Secretary-General of the East African Community to seek his views on the inter-Burundian dialogue and the prospects for cooperation with the United Nations during the 2020 electoral period.
269. From 5 to 9 August 2019, the Office consulted Ugandan and Tanzanian officials, as well as representatives of the African Union in Burundi and some members of the joint technical working group, to explore ways of reinvigorating the region's efforts to address the situation in Burundi. To that end, on 19 August, the Office convened a meeting in Kampala with the support of the Ministries of Foreign Affairs of Uganda and the United Republic of Tanzania.

#### *Progress towards the attainment of the objective, and performance measure*

270. This work contributed to supporting efforts by the Government of Burundi and relevant stakeholders for a genuine national dialogue process, as demonstrated by the submission of a memorandum to the Mediator that was shared with regional leaders, as well as a three-point non-paper that: (a) suggested a meeting of the guarantors of the Arusha Peace and Reconciliation Agreement for Burundi to reaffirm the centrality of the Agreement to the stability of Burundi; (b) recommended that the East

African Community, the African Union, the United Nations and partners continue joint efforts towards credible and peaceful elections in 2020, including a possible role for the United Nations; and (c) called for the strengthening of the joint technical working group bringing together the East African Community, the African Union and the United Nations.

Table 44

**Performance measure**

2015	2016	2017	2018	2019
N/A	N/A	N/A	Holding of the fifth session of the inter-Burundian dialogue and submission of different road maps for the 2020 elections by the parties to the Facilitator	Submission of a memorandum and a three-point non-paper to the Mediator and leaders of the region

*Abbreviation:* N/A, not applicable.

### **Planned result for 2021: consolidated peace, strengthened democracy and governance**

271. On 1 February 2019, the former President of the United Republic of Tanzania and Facilitator of the inter-Burundian dialogue, Benjamin Mkapa, submitted his final report on the inter-Burundian dialogue to the twentieth Ordinary Summit of Heads of State of the East African Community. The Summit decided to conduct further consultations on the inter-Burundian dialogue process.
272. In that context, to help revitalize the dialogue, the Special Envoy undertook consultations with the leaders of the region, the African Union Commission and other stakeholders. In 2021, the mission intends to engage the Mediator and leaders of the region as well as the new Government with a view to relaunching the East African Community-led inter-Burundian dialogue, as it remains the only way to find a lasting solution to the 2015 political crisis and to consolidate peace and national reconciliation efforts.

#### *Internal challenge and response*

273. The challenge for the mission was to dedicate appropriate human resources and skills to the ongoing process in order to leverage and maximize the assets of the Office in Bujumbura, Burundi, and in Dar es Salaam, United Republic of Tanzania. In response, the mission has reviewed its internal working methods and coordination mechanisms to overcome this challenge and that of the limited number of dedicated staff to support the dialogue and mediation process.

#### *Expected progress towards the attainment of the objective, and performance measure*

274. This work is expected to contribute to supporting efforts by the Government of Burundi and relevant stakeholders for a genuine national dialogue process, which would be demonstrated by the holding of a genuine national dialogue process in line with the letter and spirit of the Arusha Agreement, the effective reconciliation of all Burundians, the return of exiled political actors and refugees and the building of stable and lasting peace in Burundi.

Table 45  
Performance measure

2017	2018	2019	2020	2021
N/A	N/A	Submission of a memorandum and a three-point non-paper to the Mediator and leaders of the region	The parties contribute to creating an environment conducive to political dialogue following the holding of the 2020 elections	Holding of a genuine national dialogue process in line with the letter and spirit of the Arusha Agreement that will lead to the effective reconciliation of all Burundians and include the return of exiled political actors and refugees

Abbreviation: N/A, not applicable.

## Deliverables

275. Table 46 lists all deliverables, by category and subcategory, for the period 2019–2021 that contributed and are expected to contribute to the attainment of the objective stated above.

Table 46  
Deliverables for the period 2019–2021, by category and subcategory

Category and subcategory	2019 planned	2019 actual	2020 planned	2021 planned
<b>A. Facilitation of the intergovernmental process and expert bodies</b>				
<b>Parliamentary documentation</b> (number of documents)	4	2	4	4
1. Report of the Secretary-General to the Security Council	4	2	4	4
<b>Substantive services for meetings</b> (number of three-hour meetings)	4	2	4	4
2. Meetings of the Security Council	4	2	4	4
<b>C. Substantive deliverables</b>				
<b>Good offices:</b> provision of good offices to promote a political solution to the Burundian crisis.				
<b>Consultation, advice and advocacy:</b> advice to the East African Community-led dialogue process through the joint technical working group; consultations with all concerned parties on the inter-Burundian dialogue and the peace process; and consultations and advice on security, governance and the rule of law.				

## B. Proposed post and non-post resource requirements for 2021

### Resource requirements (regular budget)

Table 47

#### Financial resources

(Thousands of United States dollars)

Category of expenditure	2019	2020	2021		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2021 vs. 2020 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	4 193.6	4 340.6	3 948.8	—	(391.8)
Operational costs	2 320.9	2 896.4	2 561.4	—	(335.0)
<b>Total (net of staff assessment)</b>	<b>6 514.5</b>	<b>7 237.0</b>	<b>6 510.2</b>	<b>—</b>	<b>(726.8)</b>

Table 48

#### Positions

	Professional and higher categories								General Service and related categories			National staff				Total
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/ Security Services	General Service <sup>a</sup>	international	Total	National Professional Officer	Local level	United Nations Volunteers
Approved 2020	1 <sup>b</sup>	—	1	2	4	5	2	—	15	7	1	23	2	5	—	30
Proposed 2021	1 <sup>b</sup>	—	1	1	3	5	4	—	15	7	1	23	2	5	—	30
<b>Change</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>(1)</b>	<b>(1)</b>	<b>—</b>	<b>2</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>

<sup>a</sup> Other level, unless otherwise stated.<sup>b</sup> The Under-Secretary-General is on a when-actually-employed contract.

276. The proposed resource requirements for 2021 for the Office of the Special Envoy of the Secretary-General for Burundi amount to \$6,510,200 (net of staff assessment) and would provide for salaries and common staff costs (\$3,948,800) for the continuation of 29 positions (1 Under-Secretary-General, 1 D-2, 1 D-1, 3 P-5, 5 P-4, 3 P-3, 7 Field Service, 1 General Service, 2 National Professional Officer and 5 Local level) and the proposed establishment of one position at the P-3 level, as well as operational costs (\$2,561,400), comprising costs for consultants and consulting services (\$69,200), official travel (\$361,700), facilities and infrastructure (\$1,233,300), ground transportation (\$112,800), communications and information technology (\$476,900), medical (\$48,600) and other supplies, services and equipment (\$258,900).
277. For 2021, while it is proposed that the total number of positions for the Office remain unchanged, the following staffing changes are proposed:
- Abolishment of one position of Principal Security Sector Reform Officer (D-1) in the Security and Rule of Law Unit;
  - Redeployment of one position of Senior Political Affairs Officer (P-5) and one position of Political Affairs Officer (P-4) in the Dialogue Support Unit from Dar es Salaam to Bujumbura;

- (c) Reassignment of one position of Special Assistant, Political Affairs (P-3) in the Office of the Special Envoy of the Secretary-General from Ouagadougou as a position of Political Affairs Officer (P-3) in the Dialogue Support Unit in Bujumbura;
  - (d) Reclassification of one position of Senior Political Affairs Officer (P-5) in the Dialogue Support Unit as a position of Political Affairs Officer (P-3)
  - (e) Establishment of one position of Property Management Officer (P-3) in the Logistics Unit to ensure that the assets entrusted to the mission are accounted for and managed in compliance with the Financial Regulations and Rules of the United Nations and the International Public Sector Accounting Standards on property, plant and equipment and financial inventory.
278. For international positions, vacancy rates of 13 and 50 per cent have been applied to estimates for continuing and new positions, respectively, based on the actual average vacancy rates in 2019. The estimates for national positions are based on the assumption of full incumbency, based on the actual average vacancy rates in 2019.
279. The decrease in the requirements proposed for 2021 compared with the appropriation for 2020 is attributable mainly to: (a) lower requirements under civilian personnel costs resulting from the application of a lower percentage of common staff costs for international positions, based on recent expenditure patterns; and (b) reduced requirements under operational costs, resulting mainly from: (i) lower requirements for generator fuel, owing to the planned connection of office premises to the national electricity grid; and (ii) lower requirements for official travel as a result of the planned closure of the offices in Dar es Salaam and Ouagadougou.

**Extrabudgetary resources**

280. No extrabudgetary resources were available in 2020 or are projected for 2021.



## 11. Office of the Special Envoy of the Secretary-General on Myanmar

(\$1,152,600)

### Foreword

Since my appointment on 26 April 2018 as Special Envoy of the Secretary-General and the subsequent renewal of the General Assembly mandate on Myanmar, I have developed strong cooperation with the authorities in the country and other key stakeholders, including those in the region, to help Myanmar pursue a peaceful democratic transition. Ahead of the general elections in late 2020, a range of multifaceted issues continue to characterize the complexities of a country with enormous potential for peace and prosperity.

As Myanmar continues to transition out of decades of military rule, constructive international support grounded firmly in the principles of the United Nations will be crucial in empowering democratic consolidation efforts. I will continue to work closely with all partners on the ground and listen carefully to the people of Myanmar about their aspirations. My Office will help to build greater collaboration between Myanmar and the region, and the international community more broadly, by addressing the interlinked challenges highlighted in my mandate, while upholding the values of the Charter of the United Nations and the mandates entrusted to the Secretary-General by Member States.

Helping to address the root causes of and ending the vicious cycle of violence in Rakhine State will remain an area of priority and will be a prerequisite for national reconciliation and regional stability. This requires genuine progress in the desperate situation facing the Rohingya people and other communities in Rakhine State, as well as the situation for refugees in Bangladesh, both in terms of their humanitarian and development needs and the protection of their rights and access to basic services, including health care, education, citizenship and political participation. Ending the enduring plight of the Rohingya refugees in Bangladesh will be possible only if accountability is advanced.

The recommendations of the Advisory Commission on Rakhine State remain a clear blueprint, and I will continue to encourage their effective implementation. There is emerging recognition on all sides that small incremental steps are insufficient to address the entrenched issues in Rakhine, and I will continue to call for significant strides. Among key developments, domestic recognition from both the civilian and military leadership that war crimes and serious human rights violations occurred in Rakhine State is a critical step in the right direction in pursuit of domestic accountability.

Beyond Rakhine State, there is a need for a political solution to one of the world's longest-running civil wars between the Government and 21 ethnic armed organizations. National reconciliation to address the grievances of all ethnic minorities remains of critical importance. I continue to encourage a national anti-discrimination campaign by stressing the diversity of Myanmar as a strength. This will be paramount during and after the elections period.

As part of the good offices mandate of the Secretary-General, I will continue to cultivate close relations with various actors, including civil society and the political parties inside Myanmar, as well as Bangladesh authorities. Regionally, I will cooperate closely with Member States and with the Association of Southeast Asian Nations (ASEAN). Having an office in Nay Pyi Taw has been vital in this regard. In addition, the presence of my Office in New York and the backstopping support through the Department of Political and Peacebuilding Affairs has helped to promote a coherent and coordinated system-wide approach and facilitated my close and regular liaison with the Security Council and the General Assembly.

(Signed) Christine **Schraner Burgener**  
Special Envoy of the Secretary-General on Myanmar

## **A. Proposed programme plan for 2021 and programme performance for 2019**

### **Overall orientation**

#### **Mandates and background**

281. In its resolution [72/248](#) on the situation of human rights in Myanmar, the General Assembly requested the Secretary-General to appoint a special envoy on Myanmar, with a view to providing his good offices and pursuing his discussions relating to Myanmar. The mandate of the Special Envoy was most recently renewed by the Assembly in its resolution [74/246](#).
282. The Office of the Special Envoy of the Secretary-General on Myanmar is responsible for providing the good offices of the Secretary-General, with a primary focus on supporting the commitment of Myanmar to address the underlying issues and create conditions conducive to the safe, voluntary, dignified and sustainable return of refugees to their place of origin or choice. As part of this effort, the Special Envoy promotes intercommunal dialogue and social cohesion in addition to helping to address acute development and humanitarian needs in an inclusive manner throughout Rakhine State. These efforts will be undertaken to promote national reconciliation through countrywide initiatives on tolerance and acceptance of diversity. The Special Envoy will continue to promote the effective implementation of the recommendations of the Advisory Commission on Rakhine State in their entirety, especially in addressing the underlying issues in relation to freedom of movement and the question of citizenship, in close contact with ASEAN and other key partners, such as civil society groups, that have established a trusted partnership with the authorities and local communities.

### **Programme of work**

#### **Objective**

283. The objective, to which this mission contributes, is to advance national reconciliation and the democratic transition process in Myanmar.

#### **Strategy**

284. To contribute to the advancement of national reconciliation and the democratic transition process in Myanmar, the Special Envoy will continue to promote national reconciliation and political and democratic reforms, as well as national dialogue for unity and efforts against incitement, hate speech, the exclusion of minorities and the dissemination of misinformation through continued engagement with all relevant sides and support for initiatives on fundamental freedoms, anti-discrimination and institution-building. These efforts will be geared towards ensuring the ownership by Myanmar of durable solutions towards peaceful coexistence and inclusive democracy. In particular, the good offices of the Special Envoy will aim to reinforce targeted support towards communal harmony in Rakhine State and the sustainable reintegration of returnees and internally displaced persons. The Special Envoy will mobilize constructive regional and international support towards the creation of enabling conditions necessary for the safe, voluntary, dignified and sustainable return of the Rohingya refugees to their places of origin or choice. This will be conducted in close coordination with relevant parts of the United Nations system, including UNHCR. Consistent advocacy of an end to the violence in all parts of Myanmar where it is affecting civilians from all ethnic backgrounds will remain a central component of the Special Envoy's interactions. The Special Envoy will engage all relevant stakeholders in support of efforts to de-escalate tensions between the Government and ethnic armed organizations through more inclusive dialogue, while making available the various tools of the United Nations in helping to build greater confidence in the peace process. As part of this effort, she will advocate for all sides to uphold their responsibilities under international

humanitarian and human rights law. The Special Envoy will continue to urge the Tatmadaw (defence services of Myanmar) and ethnic armed organizations to consider the greater national interest of stability and avoid confrontational actions while providing protection and access to those in need. This work is expected to result in a more inclusive peace process. In addition, addressing the pressing development and humanitarian challenges, as well as accountability issues, will be an essential step. Past results in this area include a shift in the attitudes of the authorities and local communities in Rakhine State towards the repatriation of Rohingya refugees from Bangladesh and towards improving the conditions of internally displaced persons, as reflected in the national strategy for the closure of camps for internally displaced persons, which now needs to be implemented with durable solutions in place.

285. To achieve this goal, the Special Envoy will continue to engage closely with the civilian and military leadership of Myanmar, ethnic armed organizations, civil society and other key stakeholders. She will also continue to liaise closely with the Government of Bangladesh, regional stakeholders and other engaged Member States with a view to facilitating coherent and constructive international support in helping Myanmar to address the multidimensional challenges on its path to democratic consolidation. She will also continue to help to strengthen the Organization's partnership with key regional actors working to support Myanmar. Past results in this area include the organization of various events, such as women's dialogue initiatives in Rakhine State, facilitated by the Special Envoy among community members in close cooperation with different stakeholders.

### **External factors for 2021**

286. With regard to the external factors, the overall plan for 2021 is based on the following assumptions:
- (a) The Government of Myanmar will implement the recommendations of the Advisory Commission on Rakhine State and of the Independent Commission of Enquiry, as well as all provisional measures of the International Court of Justice;
  - (b) The Government of Myanmar will manifest clear political will supported by concrete actions for the safe, dignified, voluntary and sustainable return and reintegration of Rohingya Muslims in Myanmar;
  - (c) The military leadership and ethnic armed organizations will be open to discussing preconditions to reinvigorate the Nationwide Ceasefire Agreement of October 2015, discontinue violent conflict in Rakhine, Kachin and Shan States and elsewhere and advance a genuine political dialogue;
  - (d) All political actors will cooperate in the greater interest of national stability, unity and democratic reforms, including in relation to the role of the military, which continues to influence the political landscape in Myanmar, including through its presence in the parliament and its hold over key ministries.
287. The mission will continue to integrate a gender perspective in its operational activities, deliverables and results, as appropriate. The Special Envoy and her team will also continue to promote the meaningful involvement of women from all communities in Rakhine State and elsewhere, beyond the ethnic divide and from different socioeconomic backgrounds, to gain insights on their perspectives, livelihoods and needs and the contributions they can make to peace and reconciliation. Gender-related matters, such as sexual and gender-based violence, issues relating to sexual and reproductive health rights, access to adequate women-oriented health care and childcare, discrimination in the labour market, access to financial services, and underrepresentation in the political sphere will continue to be central to the Special Envoy's initiatives.
288. With regard to cooperation with other entities, the mission engages with a diverse range of State and non-State actors. Inside Myanmar, the Special Envoy maintains close relations with the civilian and military leadership, ethnic armed organizations, political parties, women's groups and civil society. She also cooperates closely with the Government of Bangladesh, primarily on assistance for the

refugee communities in the Cox's Bazar camps. The Special Envoy maintains close contact with leaders of other countries in the region, as well as with ASEAN, and engages the broader membership of the United Nations through regular interactions with the Security Council and the General Assembly. The recent engagement of ASEAN on the situation in Rakhine State is significant for the United Nations. The recognition by ASEAN of the importance of the recommendations of the Advisory Commission on Rakhine State and its coordination with the United Nations, including in supplementing the implementation of the tripartite memorandum of understanding of June 2018 between Myanmar, UNDP and UNHCR, could meaningfully contribute to creating conditions that are conducive to the voluntary, safe, dignified and sustainable repatriation of refugees from Bangladesh, as well as supporting recovery and resilience-based development for the benefit of all communities living in Rakhine State.

289. With regard to inter-agency coordination and liaison, the Special Envoy will continue to prioritize her efforts on strengthening a coherent and coordinated system-wide approach in close consultation with the Secretary-General, taking into account the different and complementary roles played by the United Nations country team and various entities of the Organization. Both at the Headquarters and field levels, she continues to carry out her mandate in close consultation with relevant United Nations entities, including with the members of the permanent monitoring group on Myanmar, especially on the pressing issues in relation to the Rohingya crisis. Such engagement included regular interactions with the United Nations country team in Myanmar, including during her visits. This, in combination with the close cooperation with the Resident Coordinators for Myanmar and Bangladesh, has helped to strengthen a "One United Nations" approach. The Special Envoy's emphasis on a holistic approach is also reflected in her engagements with specialized offices. In close coordination with the Special Representatives of the Secretary-General on Sexual Violence in Conflict and for Children and Armed Conflict, the Special Envoy has helped to advance their respective cooperation with the Myanmar authorities. The Special Envoy also engages closely with the various human rights mechanisms on Myanmar mandated by the Human Rights Council and has consistently advocated for authorities to cooperate with those entities.

### **Evaluation activities**

290. A self-evaluation of mission processes to develop the mission concept, including support from the Department of Political and Peacebuilding Affairs for such processes, to identify constraints and opportunities is planned for 2021.

### **Programme performance in 2019 against planned result**

291. A planned result for 2019, which is progress in the democratic transition process, as referred to in 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 for 2019 for thematic cluster I ([A/73/352/Add.1](#)), was achieved, as evidenced by efforts in the parliament to amend the Constitution and the peaceful nature of the protests that took place throughout 2019 calling for constitutional reforms. In 2019, registered political parties and independent candidates also took the initiative to strengthen the code of conduct for political parties and candidates ahead of the 2020 elections. At the same time, Bamar nationalism also manifested itself more prominently throughout 2019. More importantly, statelessness and disenfranchisement continue to affect a part of the Myanmar population, most notably the Rohingya inside Myanmar, depriving them of opportunities to exercise their political rights. While the Government of Myanmar reported that over 300 refugees had returned voluntarily from the camps in Bangladesh to Myanmar, conditions in Rakhine State did not significantly improve to enable voluntary refugee repatriation in safety and dignity. Increased fighting between the Tatmadaw and the Arakan Army in Rakhine and insecurity elsewhere hampered repatriation, and also impeded the ability of all communities to take part in political activities and prepare for the 2020 polls. The escalating violence also continued to generate access issues for humanitarian and development actors.

## **Programme performance in 2019: advancement of the national reconciliation and democratization process in Myanmar**

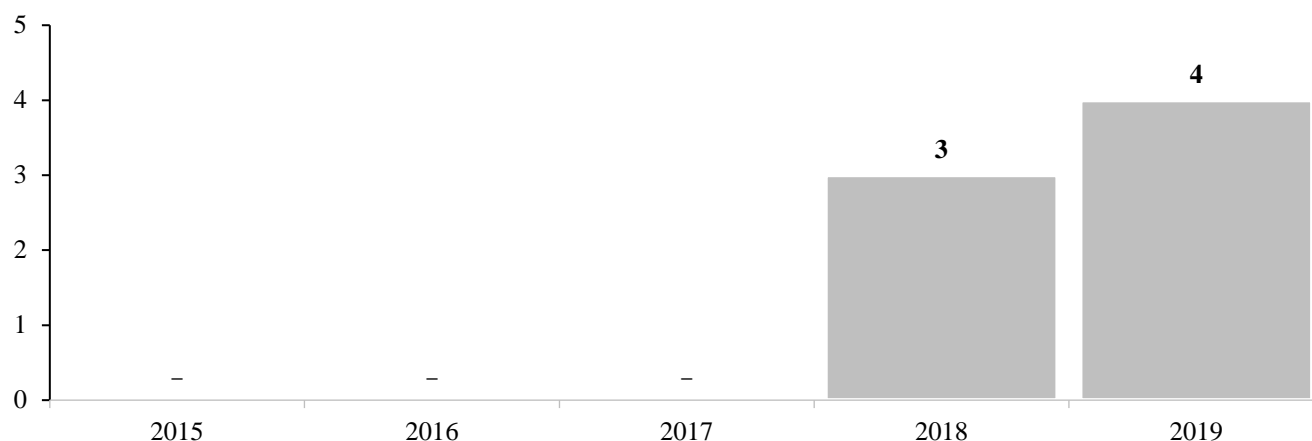
292. In 2019, fighting that newly erupted between the Tatmadaw and the Arakan Army, the armed organization comprising Rakhine Buddhists, created additional complexities for humanitarian access and increased the vulnerabilities of all communities in Rakhine State. Through a common struggle, greater sympathy has emerged between communities, improving the environment for greater social cohesion. Myanmar authorities launched a national strategy on the closure of camps for internally displaced persons in late 2019, which was developed in consultation with the United Nations and civil society organizations. The Special Envoy advocated for durable solutions beyond closing camps, including on freedom of movement, citizenship and land ownership. Discussions also focused on the importance of a credible accountability process. The Independent Commission of Enquiry of Myanmar, which carried out its work throughout 2019, made the important first step of concluding that war crimes, serious human rights violations, the disproportionate use of force and violations of domestic law occurred in Rakhine State. The State Counsellor, Aung San Suu Kyi, has stated that the Independent Commission of Enquiry should now be given a chance to inform both discussions on accountability for human rights violations that occurred and a road map for change in the area. The United Nations maintains that effective international cooperation, including with the Independent Investigative Mechanism for Myanmar, will be critical to ensuring that national accountability efforts are credible, independent and effective in delivering justice for victims. The Special Envoy, since the inception of the Independent Commission of Enquiry, has advocated for a mutually reinforcing role between the international and domestic accountability processes, and she will continue to discuss these issues.
293. Building on the constructive relationship with the Myanmar authorities, the Office of the Special Envoy became operational in Nay Pyi Taw in the course of 2019. Restrictions on field travel for the Office were incrementally eased throughout 2019 as the Special Envoy strengthened cooperation with the Government, and her team now enjoys unrestricted movement within and outside of the capital, subject to security clearance, and can interact with conflict-affected populations independently based on agreement from relevant authorities. The Special Envoy herself visited northern and central townships and camps for internally displaced persons in Rakhine State three times in 2019. On these occasions, she interacted with Rakhine, Rohingya and Hindu villagers in areas affected by the violence of 2017 and met with refugees who had returned from Bangladesh, including women returnees. Her missions comprised visits to the camps in Bangladesh and neighbouring countries. With the support of her Office in New York, the Special Envoy kept Member States informed of her work on a regular basis, including through briefings to the Security Council and, on the basis of resolution 73/264, in which the mandate for her work is provided, the General Assembly on two occasions. In meetings with the Government of Myanmar throughout 2019, the Special Envoy urged greater action by the authorities on setting the right conditions for the safe, voluntary, dignified and sustainable return of Rohingya refugees to their places of origin or choice. The Special Envoy addressed women's political participation, their participation in conflict prevention and resolution and the prevention of sexual violence in armed conflict in a discussion with the Informal Expert Group on Women and Peace and Security of the Security Council in June 2019. She also organized dialogues in Rakhine in July 2019 with women leaders from a broad spectrum of society, including internally displaced women from Rohingya and Buddhist communities, to discuss challenges facing women in different walks of life.

### *Progress towards the attainment of the objective, and performance measure*

294. This work contributed to the advancement of national reconciliation and the democratic transition process in Myanmar, as demonstrated by the four inclusive dialogues with national and local stakeholders, the maintenance of consistent access and cooperation with the Myanmar authorities and civil society, and increased cooperation by the military and civilian authorities with regard to the return of refugees from Bangladesh, citizenship issues and local confidence-building initiatives that the Special Envoy was allowed to implement.

Figure VI

**Performance measure: number of inclusive dialogues with national and local stakeholders to advance reconciliation**



### **Planned result for 2021: progress towards the national reconciliation process**

295. The Special Envoy aims to contribute to a full-fledged and inclusive democracy in which human rights for all are protected. Following the 2020 general elections for over 1,000 seats in the legislative bodies of Myanmar, which entails an intense period of competition and acceptance of the results, it will be important for Myanmar to ensure that the competitive spirit preceding the elections is replaced by a dynamic of bargaining for the good of a unified nation and political compromise. Instances of hate speech must be publicly condemned. Deeply rooted and institutionalized discrimination, notably concerning citizenship, will continue to undermine reconciliation if not changed. Similarly, the Vacant, Fallow and Virgin Lands Management Law, which came into effect in March 2019 and is especially disadvantageous towards internally displaced persons and refugees, will also continue to hamper reconciliation if not revoked. The situation in Rakhine State remains deeply concerning and urgently requires durable solutions for the Rohingya people and other disenfranchised communities, including addressing the discrimination and violence that currently prevent refugees from returning and oppress the lives of Rohingya still living in Rakhine State. The violence of 2017 caused over 740,000 Rohingya to flee to Bangladesh, in addition to around 200,000 Rohingya who had fled in previous years. At the time of reporting, this refugee population remains stranded in squalid camps in Bangladesh in dire conditions, with few to no economic prospects. Addressing their acute humanitarian needs and facilitating their return will eventually help Myanmar to pursue a genuine and sustainable reconciliation process. The momentum generated by the Nationwide Ceasefire Agreement and the 21st-Century Panglong peace process has dissipated without lasting positive effects. The ability of the authorities to re-engage ethnic armed organizations will be key to the success of any national reconciliation efforts.
296. The mission will remain focused on strengthening intracommunal and intercommunal dialogue efforts. The Special Envoy will advocate at the highest levels of power for concrete measures to be taken to end discrimination against ethnic minorities and improve the enjoyment of their rights. In engagements with the military and civilian leadership of Myanmar, and with ethnic armed organizations, the Office of the Special Envoy will aim for tangible commitments and hold all relevant actors accountable in terms of concrete follow-up. Additionally, the Special Envoy will continue to engage with all relevant authorities who are responsible for humanitarian access and work towards unfettered movement by the United Nations and its humanitarian and development partners to the affected areas. In meetings with representatives from all parties, she will also promote a political culture of power-sharing, flexibility and compromise.

*Internal challenge and response*

297. A key internal challenge was to continue to maintain a high level of inter-agency coordination, with increasing civilian-military tensions during the delicate phase of democratic transition and the election period in Myanmar, which created increasing demands for different parts of the United Nations system. In response, the mission will increase its coordination with relevant counterparts and will leverage existing internal mechanisms that allow for coordinated messaging and complementarities among United Nations entities.

*Expected progress towards the attainment of the objective, and performance measure*

298. This work is expected to contribute to the national reconciliation and democratic reform process in Myanmar, which would be demonstrated by a de-escalation in armed clashes and the increased participation of ethnic minorities (including Rohingya) and women in political life. Improvements to humanitarian access are a precondition for basic needs of disenfranchised populations to be met.

Table 49

**Performance measure**

2017	2018	2019	2020	2021
N/A	Newly appointed Special Envoy builds trust with authorities and other key stakeholders	Special Envoy deepens trust with authorities and seeks buy-in for reconciliation and a genuine democratic transition	Myanmar authorities take greater steps towards anti-discrimination and inclusion initiatives against the backdrop of the 2020 elections	In the aftermath of the 2020 elections, the participation of minorities, women and conflict-affected populations in political processes has increased

Abbreviation: N/A, not applicable.

**Deliverables**

299. Table 50 lists all deliverables, by category and subcategory, for the period 2019–2021 that contributed and are expected to contribute to the attainment of the objective stated above.

Table 50

**Deliverables for the period 2019–2021, by category and subcategory**

Category and subcategory	2019 planned	2019 actual	2020 planned	2021 planned
<b>A. Facilitation of the intergovernmental process and expert bodies</b>				
<b>Parliamentary documentation</b> (number of documents)	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>
1. Reports of the Secretary-General to the General Assembly	1	1	1	1
<b>Substantive services for meetings</b> (number of three-hour meetings)	<b>4</b>	<b>4</b>	<b>4</b>	<b>4</b>
2. Meetings of the Security Council	2	2	2	2
3. Meetings of the General Assembly	2	2	2	2

Category and subcategory	2019 planned	2019 actual	2020 planned	2021 planned
--------------------------	-----------------	----------------	-----------------	-----------------

**C. Substantive deliverables**

**Good offices:** provision of good offices to ensure the creation of conditions conducive to the safe, dignified and voluntary repatriation of displaced Rohingya and other communities living in Bangladesh; and provision of good offices to assist with the peace process and democratic transition.

**Consultation, advice and advocacy:** consultations on the humanitarian and human rights situation in Myanmar.

**D. Communication deliverables**

**External and media relations:** press statements on developments in Myanmar.

## B. Proposed post and non-post resource requirements for 2021

### Resource requirements (regular budget)

Table 51

**Financial resources**

(Thousands of United States dollars)

Category of expenditure	2019	2020	2021		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2021 vs. 2020 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	783.2	722.1	814.0	—	91.9
Operational costs	293.9	350.9	338.6	—	(12.3)
<b>Total (net of staff assessment)</b>	<b>1 077.1</b>	<b>1 073.0</b>	<b>1 152.6</b>	<b>—</b>	<b>79.6</b>

Table 52

**Positions**

	Professional and higher categories									General Service and related categories			National staff			
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/ Security Services	General Service	international	Total	National Professional Officer	Local level	United Nations Volunteers
Approved 2020	1 <sup>a</sup>	—	—	1	1	1	—	—	4	—	—	4	4	—	1	—
Proposed 2021	1 <sup>a</sup>	—	—	1	1	1	—	—	4	—	—	4	4	—	1	—
<b>Change</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>

<sup>a</sup> The Under-Secretary-General is on a when-actually-employed contract.

300. The proposed resource requirements for 2021 for the Office of the Special Envoy of the Secretary-General on Myanmar amount to \$1,152,600 (net of staff assessment) and would provide for salaries and common staff costs (\$814,000) for the continuation of five positions (1 Under-Secretary-General, 1 D-1, 1 P-5, 1 P-4 and 1 Local level), as well as operational costs (\$338,600), comprising costs for official travel (\$190,200), facilities and infrastructure (\$59,100), ground transportation (\$4,800), communications and information technology (\$15,300) and other supplies, services and equipment (\$69,200).



301. For 2021, it is proposed that the number and levels of the positions for the mission remain unchanged. A vacancy rate of 5 per cent has been applied to international positions, while proposed resources for one national position are based on the assumption of full incumbency.
302. The increase in the requirements proposed for 2021 compared with the appropriation for 2020 is attributable mainly to increased requirements for civilian personnel costs, resulting from: (a) the application of a higher percentage of common staff costs, based on recent expenditure patterns; and (b) the assumption of full incumbency for the national position compared with a vacancy rate of 5 per cent applied to the approved budget for 2020. The increase in the requirements is offset in part by reduced requirements for operational costs, resulting mainly from lower requirements for the rental of premises under facilities and infrastructure and from reduced requirements for the rental of vehicles under ground transportation.

**Extrabudgetary resources**

303. In 2020, the mission projects that extrabudgetary resources estimated in the amount of \$1 million will be used to support activities and relevant initiatives aimed at promoting the implementation of General Assembly resolution [74/246](#). These activities and initiatives include: (a) support towards the return of Rohingya refugees and internally displaced persons; (b) intercommunal dialogues; (c) anti-discrimination and countering hate speech; and (d) national reconciliation.
304. In 2021, extrabudgetary resources in the estimated amount of \$500,000 are projected to support the mission's efforts to further the consolidation of democracy and to advance justice, peace and human rights in Myanmar.

## Annex

### Summary of follow-up action taken to implement the decisions and requests made by the General Assembly in its resolution 74/263, including the requests and recommendations of the Advisory Committee on Administrative and Budgetary Questions endorsed by the Assembly

*Brief description of the recommendation*

*Action taken to implement the recommendation*

#### Advisory Committee on Administrative and Budgetary Questions

[A/74/7/Add.2](#)

The Advisory Committee expects that the recruitment for positions encumbered by staff members in receipt of a special post allowance for extended periods will be completed without further delay (para. 11).

The Committee expects that recruitment for the vacant positions will be completed expeditiously (para. 12).

Considering the costs of the premises of the Office of the Special Adviser to the Secretary-General for Burundi, the Advisory Committee encourages further efforts to seek alternative accommodation, commensurate with the security and space requirements of the Office, as appropriate (para. 19).

The Advisory Committee regrets the persistent non-compliance with the advance purchase policy (see [A/73/498/Add.1](#), para. 25). While recognizing that, depending on the nature of the official business involved, the predictability of certain types of trips can vary, the Committee expects that the missions will give the matter priority attention and reiterates that more efforts are required, in particular in areas in which travel can be better planned, including through the development of concrete plans and strategies to improve adherence to the advance purchase policy. The Committee trusts that the Secretary-General will include information on such plans in his next budget submission (para. 21).

The Secretariat has taken efforts to fill such positions. The latest information for all special political missions in this respect is presented in annex XII to addendum 1 to section 3, Political affairs, of the proposed programme budget for 2021 ([A/75/6 \(Sect. 3\)/Add.1](#)).

The Secretariat has taken efforts to fill such positions. The latest information for all special political missions in this respect is presented in annex XI to addendum 1 to section 3, Political affairs, of the proposed programme budget for 2021 ([A/75/6 \(Sect. 3\)/Add.1](#)).

Established in 2016, amid several attempts to reach an agreement, the Office has been operating without a status-of-mission agreement. The absence of a status-of-mission agreement impacts on the Office's activities, including its ability to relocate from the current premises to a more affordable building, thus resulting in the Office remaining at the costly compound managed by the United Nations Office for Project Services and dependent on generators. The absence of a status-of-mission agreement also precludes the Office from the exemption from duties and other taxes. The Office foresees that this situation will continue in 2021.

Information on the compliance of all special political missions with the advance purchase policy is presented in annex VII to addendum 1 to section 3, Political affairs, of the proposed programme budget for 2021 ([A/75/6 \(Sect. 3\)/Add.1](#)).