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Financing of the United Nations Organization Stabilization

Mission in the Democratic Republic of the Congo

Budget performance for the period from 1 July 2020 to 30 June 2021 and proposed budget for the period from 1 July 2022 to 30 June 2023 for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Report of the Advisory Committee on Administrative and Budgetary Questions

Total approved resources for 2020/21	\$1,075,338,600
Expenditure for 2020/21	\$1,002,121,600
Unencumbered balance for 2020/21	\$73,217,000
Appropriation for 2021/22	\$1,042,728,900
Projected expenditure for 2021/22 ^a	\$1,030,314,700
Projected underexpenditure for 2021/22	\$12,414,200
Proposal submitted by the Secretary-General for 2022/23	\$1,037,277,000
Adjustment recommended by the Advisory Committee for 2022/23	(\$2,007,100)
Recommendation of the Advisory Committee for 2022/23	\$1,035,269,900

^a Estimates as at 31 March 2022.



I. Introduction

1. During its consideration of the financing of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), the Advisory Committee on Administrative and Budgetary Questions met online with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 5 April 2022. The observations and recommendations of the Committee on cross-cutting issues related to peacekeeping operations are presented in its report ([A/76/760](#)), and those pertaining to the findings and recommendations of the Board of Auditors on the United Nations peacekeeping operations for the period from 1 July 2020 to 30 June 2021 are presented in its related report ([A/76/735](#)).

II. Budget performance report for the period from 1 July 2020 to 30 June 2021

2. By its resolution [74/286](#) and its decision 74/571, the General Assembly appropriated an amount of \$1,075,338,600 gross (\$1,048,944,400 net) for the period from 1 July 2020 to 30 June 2021. Expenditure for the period totalled \$1,002,121,600 gross (\$975,211,100 net), for a budget implementation rate of 93.2 per cent. The unencumbered balance of \$73,217,000 (gross) represents 6.8 per cent of the overall level of resources approved for the period and is the result of lower-than-budgeted expenditure under military and police personnel (\$53,157,800, or 10.1 per cent), civilian personnel (\$425,200, or 0.2 per cent) and operational costs (\$19,634,000, or 6.7 per cent). A detailed analysis of variances is provided in section IV of the report of the Secretary-General on the budget performance of MONUSCO for 2020/21 ([A/76/563](#)).

3. The Advisory Committee was informed that unliquidated obligations for 2020/21, as 31 March 2022, amounted to \$24,511,400, comprising: (a) \$5,203,100 for military and police personnel; (b) \$39,100 for civilian personnel; and (c) \$19,269,200 for operational costs. No redeployments across groups took place during the 2020/21 period (*ibid.*, para. 63). The Committee discusses matters related to unliquidated obligations in its report on cross-cutting issues related to peacekeeping operations ([A/76/760](#)).

4. As indicated in section III.D and paragraph 88 (b) of the report of the Secretary-General, an amount of \$19,899,200 pertains to the cancellation of prior-period obligations. The Advisory Committee was informed that the amount comprises: (a) \$8,761,700 under military personnel; (b) \$93,900 under civilian personnel; and (c) \$11,043,600 under operational costs, including an amount of \$4,818,300 under other supplies, services and equipment, due to delays in the implementation of programmatic activities resulting from the coronavirus disease (COVID-19) pandemic, demonstrations against the United Nations in some parts of the country and the volcanic eruption in Goma in May 2021. Upon enquiry, the Committee was informed that the delays in the implementation of programmatic activities were the result of the precarious domestic political, security and socioeconomic context during 2019/20 and 2020/21. The Committee was also informed that the delayed conclusion of the peace agreement between the Government and the Force de résistance patriotique d'Ituri had had a negative impact on the implementation of community violence-reduction projects intended to support the integration of ex-combatants. In addition, in the eastern provinces, a severe health crisis started with an Ebola outbreak in 2019 and was followed by the COVID-19 pandemic in 2020.

Matters pertaining to the report of the Board of Auditors

5. In considering the reports of the Secretary-General on the financing of MONUSCO, the Advisory Committee also had before it the report of the Board of Auditors on the accounts of the United Nations peacekeeping operations for the financial period ended 30 June 2021 (A/76/5 (Vol. II)). In that report, the Board indicated that, for the 2020/21 period, due to the COVID-19 pandemic, a number of audit reviews, including of MONUSCO, had been conducted remotely from Headquarters in New York. The Board followed up on the implementation status of a number of previous recommendations, including on: (a) unmanned aerial systems; (b) the extension of temporary appointments; (c) delegation of authority; and (d) weapons and ammunition management. **The Advisory Committee trusts that the recommendations of the Board of Auditors will be implemented in a timely manner.**

III. Information on performance for the current period

6. Regarding current and projected expenditure for the period from 1 July 2021 to 30 June 2022, the Advisory Committee was informed, upon enquiry, that, as at 31 March 2022, expenditure amounted to \$862,067,000 (gross). At the end of the current period, the estimated total expenditure would amount to \$1,030,314,700 (gross), resulting in an unencumbered balance of \$12,414,300, reflecting an underexpenditure of 1.2 per cent of the approved resources of \$1,042,728,900.

7. The Advisory Committee was informed that, as at 31 March 2022, a total of \$23,794,757,100 had been assessed on Member States since the inception of MONUSCO. Payments received amounted to \$23,357,984,600, leaving an outstanding balance of \$436,772,500. As at 31 March 2022, the cash available to the Mission amounted to \$346,989,714, which is sufficient to cover the three-month operating reserve of \$166,972,700 (excluding reimbursements to troop- and police-contributing countries). The Committee was also informed that, as at 31 December 2021, the outstanding balance for contingent-owned equipment amounted to \$39,163,400.

8. The Advisory Committee was informed that, as at 31 January 2022, an amount of \$8,664,900 had been paid to settle 319 death and disability claims since the inception of MONUSCO; 20 claims were pending and no claims pertained to post-traumatic stress disorder. **The Advisory Committee trusts that the outstanding claims will be settled expeditiously.**

IV. Proposed budget for the period from 1 July 2022 to 30 June 2023

A. Mandate and planning assumptions

9. The mandate of MONUSCO was established by the Security Council in its resolution 1925 (2010) and most recently extended until 20 December 2022 in its resolution 2612 (2021). The planning assumptions and mission support initiatives of MONUSCO for 2022/23 are summarized in section I.B of the report of the Secretary-General on the proposed budget (A/76/718). It is indicated that MONUSCO will build on the constructive engagement between the Mission and the Government to facilitate a successful transition in line with the benchmarks of the transition plan based on assessments of the evolving situation and conditions on the ground, and that the mandate will be implemented against the backdrop of the Mission's withdrawal from

Tanganyika. MONUSCO intends to closely monitor the evolving situation as the country moves closer to the elections scheduled to be held in 2023.

B. Resource requirements

Financial resources

(Thousands of United States dollars)

Category	Apportionment 2020/21	Expenditure (2020/21)	Apportionment (2021/22)	Expenditure as at 31 March 2022	Cost estimates (2022/23)	Variance	
						Amount	Percentage
Military and police personnel	526 078.6	472 920.8	522 261.7	457 716.2	510 727.8	(11 533.9)	(2.2)
Civilian personnel	258 006.7	257 581.5	265 262.5	200 220.6	268 766.8	3 504.3	1.3
Operational costs	291 253.3	271 619.3	255 204.7	204 130.2	257 782.4	2 577.7	1.0
Gross requirements	1 075 338.6	1 002 121.6	1 042 728.9	862 067.0	1 037 277.0	(5 451.9)	(0.5)

Note: Detailed information on the financial resources proposed and an analysis of variances are provided in sections II and III of the proposed budget (A/76/718).

10. The proposed requirements for 2022/23 amount to \$1,037,277,000 and reflect a decrease of \$5,451,900, or 0.5 per cent, compared with the apportionment of \$1,042,728,900 for 2021/22. Information on variances between the apportionment for 2021/22 and the proposed resources for 2022/23 is presented in section III of the proposed budget.

1. Military and police personnel

Category	Authorized 2021/22 ^a	Authorized 2022/23	Variance	Proposed budget troop or police strength
Military observers	660	660	—	508
Military contingent personnel	13 640	13 140	(500)	12 866
United Nations police	591	591	—	435
Formed police unit personnel	1 410	1 410	—	1 230

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

11. The proposed resources for military and police personnel for 2022/23 amount to \$510,727,800, reflecting a decrease of \$11,533,900, or 2.2 per cent, compared with the apportionment for 2021/22, due to the reduced requirements for the mission subsistence allowance after 30 days from \$164 per day to \$138 per day, effective 1 January 2022, for military observers and United Nations police, and a reduction in the proposed average number of the latter from 455 in 2021/22 to 435 in 2022/23. The reduced requirements are also due to lower requirements for the contingent-owned equipment of the quick-reaction forces; a higher adjustment for non-functional or absent equipment, and decreased performance compared with standards set in the memorandum of understanding; and lower rotation travel costs, as most of the countries contributing to the quick-reaction forces are close to the Democratic Republic of the Congo, offset in part by higher requirements for standard troop cost reimbursement owing to lower projected deductions in 2022/23 for absent or non-functional contingent-owned equipment against troop reimbursement, and higher freight costs owing to the deployment of additional water-boring equipment and

equipment for explosive ordnance disposal, and the deployment of new replacement equipment in the engineering units (ibid., paras. 153–157).

Mission subsistence allowance

12. Upon enquiry, the Advisory Committee was informed that, according to the Secretary-General, as per the administrative instruction of 20 December 2021 on mission subsistence allowance (ST/AI/2021/2), and based on actual cost-of-living data collected by the International Civil Service Commission, a new methodology to determine mission subsistence allowance rates had been introduced, whereby the rates were established for a full calendar year and were based on the cost-of-living data applicable on 1 December of the preceding year. The Committee was also informed that the updated methodology, which had last been changed in 2009, had resulted in decreases in some countries or mission areas in either or both of the rate for the first 30 days and the rate for after 30 days. Furthermore, as a transitional measure, any recipients who were receiving mission subsistence allowance on 31 December 2021, and those who had committed to a tour of duty prior to 1 January 2022 but had not started, were not subject to the decrease under the new methodology. **The Advisory Committee notes that the new mission subsistence allowance rates are based on actual cost-of-living data collected by the International Civil Service Commission. Bearing in mind the significant financial and administrative implications, the Committee considers that, prior to the introduction of the new methodology, a detailed assessment, including of the previous methodology, with the pros and cons, as well as an analysis of the data used to determine the new rates, should have been presented for the consideration of the Member States. The Committee therefore recommends that the General Assembly request the Secretary-General to present detailed background information, and the justifications for the proposed new methodology, along with the financial and administrative implications, for the consideration of Member States in the next overview and programme budget reports.** The Committee discusses matters related to mission subsistence allowance rates in its report on cross-cutting issues related to peacekeeping operations (A/76/760).

Delayed deployment

13. The table below provides a summary of the delayed deployment factors for military and police personnel for the 2020/21 and 2021/22 periods, as well as those proposed for the 2022/23 period.

Delayed deployment factors

Category	Actual 2020/21	Approved 2021/22	Actual as at 31 January 2022	Actual average as at 31 January 2022	Actual as at 31 March 2022	Actual average as at 31 March 2022	Proposed 2022/23
Military and police personnel							
Military observers	29.7	23.0	24.1	25.0	24.7	24.8	23.0
Military contingents	8.0	5.7	3.7	7.7	3.9	7.2	2.1
United Nations police	43.5	23.0	29.4	31.3	29.3	31.0	26.4
Formed police units	25.5	12.8	10.7	12.6	12.1	12.6	12.8

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

2. Civilian personnel

<i>Category</i>	<i>Approved 2021/22</i>	<i>Encumbered as at 31 January 2022</i>	<i>Encumbered as at 31 March 2022</i>	<i>Proposed 2022/23</i>	<i>Variance</i>
Posts					
International staff	697	602	607	688	(9)
National staff ^a	1 653	1 557	1 555	1 597	(96)
Temporary positions ^b	60	55	56	61	1
United Nations Volunteers	327	306	307	322	(5)
Government-provided personnel	90	53	54	90	0
Total	2 827	2 573	2 579	2 758	(69)

^a Including 178 National Professional Officers and 1,379 national General Service staff.

^b Funded under general temporary assistance.

Recommendations on posts and positions

15. The proposed resources for civilian personnel for 2022/23 amount to \$268,766,800, reflecting an increase of \$3,504,300, or 1.3 per cent, compared with the apportionment for 2021/22, and are the net effect of requirements under: (a) international staff, owing to an increase in the estimated monthly average salary costs for the 2022/23 period, partly offset by the proposed abolishment of nine posts as a result of the closure of the field office in Kalemie; (b) national staff, owing to the proposed abolishment of 56 posts (3 National Professional Officer and 53 national General Service) as a result of the closure of the field office in Kalemie, and the discontinuation of the payment of danger pay in Butembo and Lubero as at 1 January 2021; (c) United Nations Volunteers, owing to an increase in residential security requirements based on the pattern of expenditure, an increase in the cost of medical and life insurance, a new requirement for the payment of a lump sum for rest and recuperation, as MONUSCO discontinued regular flights to Entebbe, Uganda, for that purpose, and increased requirements for assignment and repatriation due to a higher number of United Nations Volunteers reaching four years of service; and (d) Government-provided personnel owing to a reduction in the mission subsistence allowance after 30 days from \$164 per day to \$138 per day, effective 1 January 2022 (A/76/718, paras. 158–161, and paras. 22–23 below).

16. A total of 2,758 civilian posts and positions are proposed for 2022/23, comprising 688 international posts, 1,597 national posts, 322 United Nations Volunteers, 61 temporary assistance positions and 90 government-provided personnel, compared with 2,827 approved posts and positions for 2021/22. Details with respect to the staffing proposals are provided in section I.E of the report of the Secretary-General. Upon enquiry, the Advisory Committee was informed that MONUSCO did not have plans to reduce its staff or footprint at the Regional Service Centre in Entebbe in 2022/23 and that it continued to manage the Entebbe Support Base.

17. It is proposed to establish one position of Programme Management Officer (P-4), funded under general temporary assistance, as Chief of the Mine Action Programme for MONUSCO, inter alia, to design the mine action programme strategy; lead strategic and operational planning, programme design and response to threats; provide advice to Mission leadership; support advocacy efforts and engage with the local authorities; and oversee the delivery and performance of implementing partners (ibid., paras. 50 and 66). Regarding the mine action programme, the proposed requirements under other supplies, services and equipment include resources for the

deployment of one Logistics Officer and one Quality Assurance Officer specializing in the detection of improvised explosive devices to strengthen the oversight and delivery of the mine action programme in MONUSCO (*ibid.*, para. 168).

18. Upon enquiry, the Advisory Committee was informed that the aforementioned recruitments for the Logistics Officer and the Quality Assurance Officer would be undertaken through the United Nations Office for Project Services (UNOPS) and that their functions would not pertain to overseeing the mine action programme, as that role would be fulfilled by the proposed Programme Management Officer (P-4) position. The Committee was also informed that the proposed Programme Management Officer, to be based in Goma, was the singular function to be shifted from UNOPS to MONUSCO. Any further shifts in the contracting modalities would be informed by the independent review of the United Nations Mine Action Service delivery model requested by the General Assembly in paragraph 12 of its resolution [75/300](#) and in the budget resolutions of other peacekeeping operations.

19. Upon enquiry, the Advisory Committee was provided with a comparison of the cost of the proposed Programme Management Officer (P-4) position and the cost of the same services provided by UNOPS, as shown below.

Cost comparison of proposed Programme Management Officer (P-4) position and identical services provided by the United Nations Office for Project Services

(United States dollars)

<i>Duty station</i>	<i>2022/23 Mission budget proposal</i>	<i>United Nations Office for Project Services</i>		
		<i>Annual cost</i>	<i>Fees</i>	<i>Total</i>
Goma	145 000 ^a	200 507 ^b	16 341	216 848 ^c

^a Including net salary, common staff costs and staff assessment budgeted at a 50 per cent incumbency rate.

^b Based on rates of the 2021/22 financial agreements signed between the United Nations and the United Nations Office for Project Services (UNOPS) and a 100 per cent incumbency rate.

^c Including locally and centrally managed direct costs (3 per cent) and indirect costs (5 per cent) as per the umbrella memorandum of understanding between the Secretariat of the United Nations and UNOPS.

20. Regarding the services provided by UNOPS, the Advisory Committee was informed, upon enquiry, that the Office also offered technical support in awareness-raising and camp management through the employment of 42 individual contractors at MONUSCO. The Committee considers matters pertaining to the services provided by UNOPS in field missions, including demining activities, in its report on cross-cutting issues related to peacekeeping operations ([A/76/760](#)).

21. Information on the proposed abolishment of 70 posts and positions (9 international staff, 56 national staff and 5 United Nations Volunteers) is provided in the proposed budget ([A/76/718](#), paras. 67, 75, 98, 99, 106–118, 158 and 159). Upon enquiry, the Advisory Committee was informed that the proposed reduction in staffing was due to the closure of the field office in Kalemie as at 30 June 2022, and the withdrawal of MONUSCO from Tanganyika. The Committee was provided with the approved staffing of the field office in Kalemie and the proposed changes, showing that 29 posts would remain in 2022/23, as 99 posts had been approved for 2021/22 and 70 abolishments had been proposed for 2022/23.

Lump-sum payment for rest and recuperation

22. Regarding the new requirement for the payment of a lump sum for rest and recuperation (see also [A/76/718](#), para. 160), the Advisory Committee was informed, upon enquiry, that in March 2020, due to the COVID-19 pandemic, flights to Entebbe had been suspended, including flights for rest and recuperation and troop rotations, and that, until that time, MONUSCO had operated nine flights between Goma and Entebbe per week. The Committee was also informed that an assessment conducted by MONUSCO had concluded that a system should be put in place for the payment of rest and recuperation and that flights for that purpose should be suspended, in view of the expansion and the introduction of international direct flights from the Goma airport, resulting in estimated savings of approximately \$568,100 per trimester. As indicated in the administrative instruction on rest and recuperation ([ST/AI/2018/10](#)), the cost of rest and recuperation travel is paid at the lowest fare, economy class, by the cheapest and most direct route. The Committee was informed that the cancellation of rest and recuperation flights was one of the factors resulting in a reduction in 2021/22 of one fixed-wing aircraft, which had been released by the Mission, the abolishment of posts in the Aviation and Movement Control Sections, reduced requirements for aviation fuel and airport ground handling services and the cancellation of crew accommodation and catering services. The Committee was provided, upon enquiry, with information regarding lump-sum payments for the aforementioned rest and recuperation of staff, as shown below.

Lump-sum payment amounts for rest and recuperation

(United States dollars)

	2020/21 (April to June 2021)	2021/22 (as at 28 February 2022)
International staff	51 895	271 604
United Nations volunteers	45 523	235 148
Total	97 418	506 752

23. **Regarding the aforementioned discontinuation of flights from Entebbe and the subsequent expansion and introduction of additional air services from Goma, the Advisory Committee reiterates its recommendation that the General Assembly request the Secretary-General to present for consideration in the context of the budget proposal for 2023/24 the cost-benefit analysis for the retention and the move of services from Entebbe, and details on the actual efficiency gains, including with respect to lump-sum payments for rest and recuperation, as well as further information and the associated costs of retaining the management of facilities and infrastructure in the Regional Service Centre in Entebbe. The Committee trusts that the aforementioned cost-benefit analysis will also address the impact, including financial, on other regional field missions (see also [A/75/822/Add.6](#), para. 41).**

Vacancy rates

24. The table below provides a summary of the vacancy rates for civilian personnel for 2020/21 and 2021/22, as well as those proposed for 2022/23. The Committee notes the lack of justification for the application of rates that differ from the actual vacancy rates during the current period, as at 31 March 2022, as follows: (a) international staff: a vacancy rate of 11.5 per cent is projected, when the actual average is 12.2 per cent and the actual rate is 12.9 per cent; (b) national Professional Officers: a vacancy rate of 6 per cent is projected, when the actual average is 6.7 per cent and the actual rate is 8.3 per cent; (c) national General Service staff: a vacancy rate of 4.6 per cent is

projected, when the actual average is 5.5 per cent and the actual rate is 5.6 per cent; (d) international United Nations volunteers: a vacancy rate of 5 per cent is projected, when the actual average is 6.7 per cent and the actual rate is 5.8 per cent; and (e) national United Nations volunteers: a vacancy rate of 9.1 per cent is projected, when the actual average is 28.6 per cent and the actual rate is 14.3 per cent.

Vacancy rates

(Percentage)

Category	Actual 2020/21	Approved 2021/22	Actual as at 31 January 2022	Actual average as at 31 January 2022	Actual as at 31 March 2022	Actual average as at 31 March 2022	Proposed 2022/23
Civilian personnel							
International staff	11.8	11.4	12.1	13.1	12.9	12.2	11.5
<i>National staff</i>							
National Professional Officers	16.2	17.6	10.6	10.1	8.3	6.7	6
National General Service staff	4.1	4.1	5.3	5.3	5.6	5.5	4.6
<i>United Nations Volunteers</i>							
International United Nations Volunteers	6.0	9.6	8.9	9.2	5.8	6.7	5
National United Nations Volunteers	18.2	18.2	36.4	27.3	14.3	28.6	9.1
<i>Temporary positions^a</i>							
International	20.0	0.0	33.3	16.7	0.0	50.0	16.7
National Professional Officers	75.0	11.0	12.5	12.5	30.0	30.0	25.0
National General Service staff	2.2	4.1	2.2	4.3	2.2	2.2	0.7
Government-provided personnel	50.0	30.0	34.4	36.7	40.0	38.9	38.9

^a Funded under general temporary assistance.

25. The Advisory Committee reiterates its view that proposed vacancy rates should be based, as much as possible, on actual rates. In cases in which the proposed rates differ from the actual rates, a clear justification should be provided in the proposed budget and related documents.

Vacant posts

26. Upon enquiry, the Advisory Committee was informed that 172 posts, including 10 posts proposed for abolishment, were vacant as at 23 March 2022. Ten posts had been vacant for two years or longer (1 P-2, 2 National Professional Officer and 7 national General Service), including eight posts in various stages of recruitment, while no recruitment action had been taken with regard to one Field Security Assistant (national General Service), vacant since 1 January 2020, and one post of Associate Security Officer (P-2), vacant since 1 July 2019; the latter has been proposed for abolishment in 2022/23. The Advisory Committee trusts that an update on the recruitment status of vacant posts will be provided to the General Assembly at the time of its consideration of the present report and reiterates its request that the Secretary-General ensure that vacant posts are filled expeditiously. The Committee stresses that the continuing requirement for posts that have been vacant for two years or longer should be reviewed and the posts proposed for either retention with rejustification or abolishment in subsequent budget proposals (see also General Assembly resolution 66/264).

Support provided to national staff

27. As indicated in paragraph 15 above, a total of 56 national staff posts are proposed for abolishment due to the closure of the field office in Kalemie. Upon enquiry, the Advisory Committee was informed that MONUSCO support to separating national staff separating included various proactive measures, such as internal briefings on the Organization's benefits and the separation process, as well as staff counselling and psychosocial support, and career development sessions. The Committee was also informed that, while four international posts and positions had been nationalized in 2021/22, no nationalizations were proposed for 2022/23, as MONUSCO has been downsizing over the past few years, with few vacant international posts available for conversion to national posts. Furthermore, MONUSCO had been requested to accommodate downsized staff from other closing missions in some of its vacant posts. The Committee was also informed that, to ensure operational independence and in consideration of matters of political sensitivity, there was a need to balance national and international staff numbers.

28. **The Advisory Committee recalls that national staff are considered critical and can perform insights-based engagement and monitoring and reiterates the importance of building national capacity, especially in view of the transition and drawdown of the Mission. The Committee trusts that future budget submissions will present more posts and positions proposed for nationalization, as operationally feasible (A/75/822/Add.6, para. 47).**

29. **The Advisory Committee recommends the approval of the proposals of the Secretary-General for civilian personnel.**

3. Operational costs

(Thousands of United States dollars)

Category	Apportionment (2020/21)	Expenditure (2020/21)	Apportionment (2021/22)	Expenditure as at 31 March 2022	Cost estimates (2022/23)	Variance	
						Amount	Percentage
	(1)	(2)	(3)	(4)	(5)	(4)=(3)-(2)	(5)=(4)÷(2)
Operational costs							
Civilian electoral observers	—	—	—	—	—	—	—
Consultants and consulting services	708.8	187.6	625.8	120.3	596.7	(29.1)	(4.7)
Official travel	5 444.9	6 820.7	4 090.5	3 205.9	4 891.8	801.3	19.6
Facilities and infrastructure	58 248.8	49 619.7	43 185.1	43 092.5	47 463.1	4 278.0	9.9
Ground transportation	13 657.2	18 296.2	9 391.9	10 393.7	11 040.7	1 648.8	17.6
Air operations	125 650.1	106 604.8	108 221.5	69 428.6	102 053.5	(6 168.0)	(5.7)
Marine operations	345.0	887.6	701.5	1 099.1	690.0	(11.5)	(1.6)
Communications and information technology	38 169.1	42 635.0	40 593.1	38 005.2	40 746.6	153.5	0.4
Medical	1 558.7	2 873.3	2 308.8	1 347.9	2 247.4	(61.4)	(2.7)
Special equipment	—	—	—	—	—	—	—
Other supplies, services and equipment	45 970.7	42 213.0	44 586.5	36 486.3	46 802.6	2 216.1	5.0
Quick-impact projects	1 500.0	1 481.4	1 500.0	950.7	1 250.0	(250.0)	(16.7)
Total	291 253.3	271 619.3	255 204.7	204 130.2	257 782.4	2 577.7	1.0

30. The proposed increase for 2022/23 reflects the net effect of: (a) increases under official travel, facilities and infrastructure, ground transportation, communications and information technology, and other supplies, services and equipment; and (b) decreases under consultants and consulting services, air operations, marine operations, medical and quick-impact projects (see also [A/76/718](#), sects. II–III).

31. The Advisory Committee is not fully convinced that the justifications provided support some of the requirements listed below and makes the following observations and recommendations:

(a) *Official travel.* The proposed resources of \$4,891,800 reflect an increase of \$801,300 (19.6 per cent). As at 31 March 2022, total expenditure for 2021/22 amounted to \$3,205,900 against an apportionment of \$4,090,500. The apportionment for 2020/21 was \$5,444,900, with a total expenditure of \$6,820,700. Upon enquiry, the Advisory Committee was informed that the recent remote training experience showed that skills-based training and workshops at times required hands-on practice, while information-based training could be effectively done virtually or online, and that it was considered a best practice in peacekeeping missions to provide a combination thereof. The Committee was also informed that, as part of its support for the implementation of the joint transition plan, United Nations police would increase the number of field missions to assess the security situation; conduct internal evaluations, seminars and workshops; and oversee strategic reviews and coordinate actions by the United Nations police, but that no travel had been specifically planned for the preparation of the 2023 elections (see also para. 38). **The Advisory Committee is of the view that lessons learned during the COVID-19 pandemic should be further applied and reiterates that greater use should be made of virtual meetings and online training tools, and that travel for workshops, conferences or meetings should be kept to a minimum and, if proposed, detailed justifications should be provided. The Committee therefore recommends a reduction of 30 per cent (\$240,400) to the increase in the proposed resources for official travel;**

(b) *Facilities and infrastructure.* The proposed resources of \$47,463,100 reflect an increase of \$4,278,000 (9.9 per cent). As at 31 March 2022, total expenditure for 2021/22 amounted to \$43,092,500 against an apportionment of \$43,185,100. The apportionment for 2020/21 was \$58,248,800, with a total expenditure of \$49,619,700. Upon enquiry, the Advisory Committee was informed that the proposed requirements for 2022/23 under acquisition of engineering supplies; acquisition of water treatment and fuel distribution equipment; construction, alteration, renovation and major maintenance; and construction materials and field defence supplies, were based on the assumption that the COVID-19 pandemic would have largely subsided by the time of budget implementation, after the expenditure for 2020/21 had been affected by disruptions in the supply chain related to the pandemic, resulting in delays, postponement and cancellation of acquisitions and construction projects. **In view of the underexpenditure in 2020/21, including the implementation level during the downsizing and transition of MONUSCO, the Advisory Committee recommends a reduction of 30 per cent (\$1,283,400) to the increase in the proposed resources under facilities and infrastructure;**

(c) *Ground transportation.* The proposed resources of \$11,040,700 reflect an increase of \$1,648,800 (17.6 per cent). As at 31 March 2022, total expenditure for 2021/22 amounted to \$10,393,700 against an apportionment of \$9,391,900. The apportionment for 2020/21 was \$13,657,200, with a total expenditure of \$18,296,200. The increased requirements are due mainly to the acquisition and replacement of passenger and heavy vehicles (*ibid.*, para. 164). Upon enquiry, the Advisory Committee was informed that, in 2022/23, a total of 40 vehicles would be replaced, at a total cost of approximately \$3.9 million. The Committee was also informed that

the overexpenditure of approximately \$4.6 million in 2020/21 was due to the fact that 70 per cent of the MONUSCO fleet was past its life expectancy, necessitating the replacement of 132 vehicles; in addition, 3 ambulance vehicles had been purchased in response to the COVID-19 pandemic. **In view of the downsizing and transition of MONUSCO, the Advisory Committee considers that further efficiencies can be considered and recommends a reduction of 20 per cent (\$329,800) to the increase in the proposed resources under ground transportation;**

(d) *Air operations.* The proposed resources of \$102,053,500 reflect a decrease of \$6,168,000 (5.7 per cent). As at 31 March 2022, total expenditure for 2021/22 amounted to \$69,428,600 against an apportionment of \$108,221,500. The apportionment for 2020/21 was \$125,650,100, with a total expenditure of \$106,604,800. Aviation services will continue to be outsourced to local commercial companies available in the market (see also [A/76/718](#), para. 103). The Advisory Committee was informed, upon enquiry, that, starting from 2021/22, those services had been provided by local individual contractors hired under the UNOPS financial agreement. The Committee was also informed that the aviation services included ground support services, such as meteorology, flight following and emergency crash and rescue services. Furthermore, the new arrangement would result in savings of approximately \$6.6 million annually. The Committee considers matters pertaining to the services provided by UNOPS in field missions in its report on cross-cutting issues related to peacekeeping operations ([A/76/760](#)). Upon inquiry, the Committee was informed that four military utility helicopters and four armed helicopters which had provided essential services to complement the use of fixed-wing aircraft for troop rotations, including medical evacuation capability, had been repatriated, which would, until a suitable replacement was identified, have an impact on the Mission's capability to conduct combat operations, mainly in South and North Kivu, where those helicopters had been employed. Furthermore, the repatriation cost, based on historical data and on the assumption of repatriation of the helicopters from Goma or Entebbe, was estimated at \$1.4 million, comprising \$1,029,250 for the assets and spares by using fixed-wing aircraft for the repatriation and \$370,750 (\$1,483 per passenger) for 250 military personnel;

(e) *Communications and information technology.* The proposed resources of \$40,746,600 reflect an increase of \$153,500 (0.4 per cent). As at 31 March 2022, total expenditure for 2021/22 amounted to \$38,005,200 against an apportionment of \$40,593,100. The apportionment for 2020/21 was \$38,169,100, with a total expenditure of \$42,635,000. Upon enquiry, the Advisory Committee was informed that the increased requirements pertained, inter alia, to digital public information campaigns on MONUSCO achievements; outreach and political engagement ahead of the planned elections in 2023 (see para. 38); and additional support requirements for the physical security project and the new joint MONUSCO-Armed Forces of the Democratic Republic of the Congo command centre, offset by reduced requirements for telecommunications and network services owing to a more efficient satellite transponder and the continued optimization of Internet services with competitive global contracts, and the closure of the Kalemie field office and the redistribution of the office's equipment. Upon enquiry, the Committee was informed that MONUSCO was making use of terrestrial fibre-based connectivity, which provided significantly higher transmission capacity at a significantly lower cost. **In view of the downsizing and transition of MONUSCO, the Advisory Committee considers that further efficiencies can be considered and recommends against the increase of \$153,500 in the proposed resources under communications and information technology.**

(f) *Other supplies, services and equipment.* The proposed resources of \$46,802,600 reflect an increase of \$2,216,100 (5.0 per cent). As at 31 March 2022, total expenditure for 2021/22 amounted to \$36,486,300 against an apportionment of

\$44,586,500. The apportionment for 2020/21 was \$45,970,700, with a total expenditure of \$42,213,000. Upon enquiry, the Advisory Committee was informed that, under the budget line, the increased requirements for freight of \$1,433,500 pertained to the movement of one formed police unit from Kalemie to Uvira, the movement of a substantial number of United Nations-owned equipment from Kalemie to Uvira for the construction of the new sector headquarters in Uvira, and increased freight costs. In addition, the increased requirements for the mine action programme of UNOPS of \$856,900 pertained to the deployment of enhanced capacity for threat mitigation, in line with para 29 (ii) (f) of Security Council resolution [2612 \(2021\)](#), in which the Council had requested the Mission to continue to support, via the United Nations Mine Action Service, the Government of the Democratic Republic of the Congo in enhancing the capacities of the Congolese security forces, including through advice, training and capacity development in counter-improvised explosive device capability and explosive ordnance disposal (see also paras. 17 and 18). The Committee considers matters pertaining to the services provided by UNOPS in field missions, including demining activities, in its report on cross-cutting issues related to peacekeeping operations ([A/76/760](#)).

Unmanned aerial systems

32. The Advisory Committee was informed that, under air operations, services, the increase of \$520,900 (3.7 per cent) related to the higher cost of the unmanned aerial system in 2020/21 as a result of the settlement of outstanding payments that had been held pending the resolution of a dispute. Upon enquiry, the Committee was informed that a settlement and release agreement between the United Nations and the provider of unmanned aerial system services had been signed and that the dispute had arisen because the service provider did not provide any services between 26 May 2019, when it moved from Bunia to Beni, and 29 January 2020, when it was able to restore some services. The Committee was informed that, according to the service provider, the delay of the provision of services from Beni had been due to several issues, including: (a) the laterite runway was not suitable for the unmanned aerial system, with specific mention of the risk of damaging the camera due to stones from the runway; (b) the accommodation infrastructure was not ready; (c) the hangar was available but had deficiencies, according to the provider, which had to be fixed; (d) the ground control station had to be converted from line-of-sight to beyond-line-of-sight operations; and (e) when the runway was resurfaced, it was without a centreline, which made it difficult for the pilots to properly plan the approach. The Committee was also informed that the United Nations considered that the system required to provide the beyond-line-of-sight operations had not been available before 1 August 2019 and that, approximately three weeks after the service provider had declared the units ready for flight, it was discovered that there was an onboard issue with the air traffic control and other radio communication links, which restricted the operational range of the system (see also [A/75/822/Add.6](#), paras. 34 and 35). **The Advisory Committee expresses concern about the management of unmanned aerial systems in the Mission and trusts that further information will be provided to the General Assembly during the consideration of the present report and that an update on efforts to address these challenges will be included in the next budget report (see also [A/75/822/Add.6](#), para. 35).**

Quick-impact projects

33. Information on quick-impact projects is provided in paragraphs 149 to 151, and 169, of the proposed budget. The proposed resources of \$1,250,000 reflect a decrease of \$250,000 (16.7 per cent). As at 31 March 2022, total expenditure for 2021/22 amounted to \$950,700 against an apportionment of \$1,500,000. The apportionment for 2020/21 was also \$1,500,000, with a total expenditure of \$1,481,400. The

proposed resource requirements for 2022/23 will be reduced, following the closure of the field office in Kananga and the sub-office in Tshikapa in June 2021 and the field office in Kalemie in June 2022. Upon enquiry, the Advisory Committee was informed that all projects for the 2020/21 period had been completed and that, as at 24 March 2022, all 12 projects for the 2021/22 period were ongoing. **The Advisory Committee trusts that MONUSCO will continue to ensure that its quick-impact projects will benefit the local population, as intended, and without any duplication of the facilities and services provided. The Committee trusts that updated information on the projects, including locations, planning, implementation and assessment, will be presented in the context of the next proposed budget.**

34. Subject to its recommendations in paragraph 31 above, the Advisory Committee recommends the approval of the proposals of the Secretary-General for operational costs.

V. Other matters

Transition of the Mission

35. As indicated in paragraphs 6 and 7 of the budget report, the Security Council, in resolution [2612 \(2021\)](#), welcomed the transition plan ([S/2021/807](#), annex) developed jointly with the Government of the Democratic Republic of the Congo and the United Nations country team, in which 18 benchmarks and associated indicators are set out whose achievement would create the conditions necessary for the Mission's gradual, responsible and conditions-based withdrawal without jeopardizing security and peacebuilding gains. Following the closure of several field offices over the past couple of years, the Mission's area of operations in support of the protection of civilians will be limited to three provinces (Ituri, North Kivu and South Kivu). The Mission will maintain a mobile capacity to monitor the political situation elsewhere. In areas from which the Mission has withdrawn, United Nations agencies, funds and programmes have increased their presence with a view to implementing programmes using the triple nexus approach in support of the Government's plan to expand and consolidate State authority. In the context of the transition, MONUSCO will continue to support joint initiatives on justice, corrections and governance and contribute to the sustainability of peace dividends following the Mission's withdrawal.

36. The Advisory Committee was informed, upon enquiry, that the humanitarian-peace-development nexus (triple nexus), which was the linkage between humanitarian, development and peace interventions, was aimed at achieving greater coherence among stakeholders, namely Government, national non-governmental organizations (including civil society), international non-governmental organizations, United Nations agencies, funds and programmes, and donors, in the humanitarian, development and peace pillars. Also upon enquiry, the Committee was informed that MONUSCO would focus its programmatic activities, together with a range of implementing partners, on an effective and responsible transition to build the foundation for a sustainable withdrawal, including in the light of the joint transition strategy and the gradual departure of MONUSCO from Tanganyika, whereby the Mission, in a joint effort with the United Nations country team, would support the roll-out of the humanitarian-peace-development nexus by building on the Mission's achievements and ensuring the continuity of United Nations support for provincial authorities in Tanganyika. The Committee was also informed that MONUSCO programmatic activities were anchored in priority 1 (peacebuilding, respect for human rights, protection of civilians, social cohesion and democracy) of the United Nations Sustainable Development Cooperation Framework for the period 2020–2024, which built on the national strategic development plan, and that those activities were

aligned to the joint Government-United Nations transition plan, which built on the Government's priority action plan.

37. Upon enquiry, the Advisory Committee was informed that the joint justice reform support programme over the 2020–2024 period was a joint initiative between MONUSCO, the United Nations Development Programme and the Team of Experts on the Rule of Law and Sexual Violence in Conflict, supporting progress in strengthening the rule of law, governance reforms and the fight against impunity, with a view to stabilizing and developing the country and by taking into account the planned gradual withdrawal of MONUSCO.

38. Regarding the 2023 elections, as indicated in paragraph 27 of the proposed budget, MONUSCO will reassess hotspots through a dedicated mobile team, in close collaboration with the Joint Human Rights Office, the United Nations Development Programme and the United Nations Entity for Gender Equality and the Empowerment of Women. Upon enquiry, the Advisory Committee was informed that the proposed resources for 2022/23 did not include requirements in support of the 2023 electoral process except for some internal travel to engage with provincial authorities and civil society as part of the Mission's good offices mandate. The Committee was also informed that a two-week needs assessment mission had started on 21 March 2022, in response to an official request for electoral assistance from the United Nations made by the President of the National Independent Electoral Commission on 15 December 2021. The Committee notes that some resources pertaining to the elections have been included for 2022/23 under communications and information technology for the purpose of outreach (see para. 31 (e) above).

39. Upon enquiry, the Advisory Committee was informed that MONUSCO continued to manage the Entebbe Support Base and provided support to: (a) MONUSCO in its supply chain function; (b) logistics and security services for all tenants at the Base, including the Regional Service Centre in Entebbe; and (c) other regional missions with regard to troop rotation and repatriation of human remains. Furthermore, MONUSCO would continue to rely on the Base and did not foresee any strategic changes to its operations (see paras. 15, 16, 22, 23 and 31 (a)).

40. The Advisory Committee considers that, as MONUSCO is a downsizing and transitioning mission, there is a need to present a comprehensive overview of the related operational and financial requirements in the next budget report.

Environmental strategy

41. Information on the environmental strategy of MONUSCO is provided in paragraphs 101 and 102 of the proposed budget. MONUSCO has implemented environmental activities in line with the environmental strategy for peacekeeping operations, and its environmental scorecard was expected to progress from 74/100 in 2021/22 to 84/100 in 2022/23 (A/76/718, indicator of achievement 3.1.6). Upon enquiry, the Advisory Committee was informed that MONUSCO was undertaking various initiatives in step with the environmental policy of the Department of Operational Support, including the generation of power supply from: (a) hydropower through the connection of 14 sites to nearby dams, with 5 additional sites to be connected in the coming 12 months; and (b) solar power obtained from four MONUSCO solar farms in Goma, resulting in annual electricity cost savings ranging from 19 to 33 per cent. **The Advisory Committee trusts that detailed information on the implementation of energy efficiency projects will continue to be provided in future budget proposals, including the impact on fuel consumption.**

Gender and geographical representation

42. Information provided to the Advisory Committee upon enquiry indicates that, as at 28 February 2022, a total of 2,212 staff were onboard, comprising 1,759 male staff (79.6 per cent) and 453 female staff (20.4 per cent). Within the various categories and levels, the gender representation was as follows: 1 female staff (100 per cent) at the Under-Secretary-General level; no female staff (0 per cent) at the Assistant Secretary-General level; 1 female staff (20 per cent) at the D-2 level; 3 female staff (30 per cent) at the D-1 level; 16 female staff (37.2 per cent) at the P-5 level; 22 female staff (33.3 per cent) at the P-4 level; 44 female staff (34.4 per cent) at the P-3 level; 11 female staff (37.9 per cent) at the P-2 level; 99 female staff (30.7 per cent) in the Field Service category; 22 female staff (11.6 per cent) at the National Professional Officer level; and 234 female staff (16.5 per cent) at the national General Service level. **The Advisory Committee trusts that MONUSCO will pursue further efforts to enhance both gender and geographical representation, and that information thereon will be provided in future reports.** The Committee discusses gender and geographical representation in related annual reports, most recently in its report on the composition of the Secretariat: staff demographics ([A/76/733](#)) and also in its report on cross-cutting issues related to peacekeeping operations ([A/76/760](#)).

Lessons learned and impact of the pandemic

43. Upon enquiry, the Advisory Committee was informed that MONUSCO had presented related lessons learned in its document entitled “MONUSCO operations during COVID-19: initial best practices and lessons identified”. Furthermore, MONUSCO had created a series of reviews and worked closely with the Office of Internal Oversight Services, which undertook an advisory engagement with recommendations for the management of workspace and mandate implementation. Also, various measures had been integrated into MONUSCO operations and engagements with external parties, remote working arrangements had been facilitated and electronic document processing was widely used (see also [A/75/822/Add.6](#), paras. 37 and 38).

VI. Conclusion

44. The actions to be taken by the General Assembly with regard to the financing of MONUSCO for the period from 1 July 2020 to 30 June 2021 are indicated in section V of the budget performance report ([A/76/563](#)). **The Advisory Committee recommends that the unencumbered balance of \$73,217,000 for the period from 1 July 2020 to 30 June 2021, and other revenue/adjustments amounting to \$23,103,000 from investment revenue (\$1,170,500), other/miscellaneous revenue (\$2,033,300) and the cancellation of prior-period obligations (\$19,899,200), be credited to Member States.**

45. The actions to be taken by the General Assembly with regard to the financing of MONUSCO for the period from 1 July 2022 to 30 June 2023 are indicated in section IV of the proposed budget ([A/76/718](#)). **Subject to its observations and recommendations above, the Advisory Committee recommends that the proposed resources be reduced by \$2,007,100, from \$1,037,277,000 to \$1,035,269,900. Accordingly, the Committee recommends that the General Assembly appropriate the amount of \$1,035,269,900 for the maintenance of the Mission for the 12-month period from 1 July 2022 to 30 June 2023.**