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Seventy-seventh session Agenda item 164 Financing of the United Nations Mission in South Sudan

> Budget performance for the period from 1 July 2021 to 30 June 2022, financing arrangements for the period from 1 July 2022 to 30 June 2023 and proposed budget for the period from 1 July 2023 to 30 June 2024 for the **United Nations Mission in South Sudan**

Report of the Advisory Committee on Administrative and **Budgetary Questions**

Appropriation for 2021/22	\$1,115,633,900
Expenditure for 2021/22	\$1,115,045,600
Unencumbered balance for 2021/22	\$588,300
Appropriation for 2022/23	\$1,116,609,000
Projected expenditure for 2022/23 ^a	\$1,126,709,000
Projected overexpenditure for 2022/23	\$10,100,000
Proposal submitted by the Secretary-General for 2023/24	\$1,161,509,500
Adjustment recommended by the Advisory Committee for 2023/24	(\$3,003,000)
Recommendation of the Advisory Committee for 2023/24	\$1,158,506,500
^a Estimates as at 31 March 2023.	





I. Introduction

1. During its consideration of the reports on the financing of the United Nations Mission in South Sudan (UNMISS) (A/77/627, A/77/752 and A/77/786), the Advisory Committee on Administrative and Budgetary Questions met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 15 April 2023. The comments and recommendations of the Committee on cross-cutting issues related to peacekeeping operations are contained in its report (A/77/767), 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 2021 to 30 June 2022 can be found in its related report (A/77/802).

II. Budget performance report for the period from 1 July 2021 to 30 June 2022

- 2. By its resolution 75/304, the General Assembly appropriated an amount of \$1,115,633,900 gross (\$1,089,409,800 net) for the maintenance of the Mission for the period from 1 July 2021 to 30 June 2022. Expenditures for the period totalled \$1,115,045,600 gross (\$1,086,408,400 net), reflecting a budget implementation rate of 99.9 per cent, compared with the rate of 99.4 per cent for the 2020/21 period. The resulting unencumbered balance of \$588,300, in gross terms, represents 0.1 per cent of the overall level of resources approved for the financial period.
- 3. The unencumbered balance of \$588,300 reflects the net impact of: (a) lower-than-budgeted expenditures under military and police personnel (\$5,681,600, or 1.1 per cent); and (b) higher-than-budgeted requirements under civilian personnel (\$4,220,700, or 1.4 per cent) and operational costs (\$872,600, or 0.3 per cent). Summary information on the redeployments (\$5,118,100, or 0.5 per cent) from group I to groups II and III is provided in section III.B of the report of the Secretary-General on the budget performance of the Mission for 2021/22 (A/77/627). A detailed analysis of variances is provided in section IV of that report.
- 4. The Advisory Committee was informed that the unliquidated obligations amounted to \$143,052,700 as at 30 June 2022, compared with \$209,450,900 as at 30 June 2021. An amount of \$26,741,300 of prior-period obligations had been cancelled for the 2021/22 period, compared with an amount of \$25,148,500 of prior-period obligations cancelled for the period 2020/21. The Committee was also informed that, while the interest loss for peacekeeping amounted to \$1.6 million in 2021/22, UNMISS had interest revenue amounting to \$744,000. Realized revenue received by each pool participant was calculated on the basis of the cash balance of the pool participant on each day and the interest earned by the entire pool daily. The interest earned each day was proportionately distributed to each of the funds on the basis of their cash balance on the same day. As the Mission's fund carried a high cash balance during the year, it had received high daily realized revenue. The Committee further discusses related matters in its report on cross-cutting issues related to peacekeeping operations (A/77/767).

Matters pertaining to the report of the Board of Auditors

5. In considering the reports of the Secretary-General on the financing of UNMISS, 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 2022 (A/77/5 (Vol. II)). In its report, the Board made observations and recommendations pertaining to UNMISS on the liquidity situation,

risk management, billing of cost recovery, fuel valuation, management of medicines and medical supplies, troop and staff rotation, and the enhanced land mobility trial (ibid., chap. II, paras. 18, 21, 154, 159, 234, 258, 358, 362 and 367–371). The Advisory Committee concurs with the recommendations of the Board of Auditors and trusts that the recommendations will be implemented in a timely manner.

III. Information on performance for the current period and proposed financing arrangements

- 6. With respect to current and projected expenditures for the period from 1 July 2022 to 30 June 2023, the Advisory Committee was informed that, as at 31 March 2023, expenditures amounted to \$984,075,600. At the end of the current financial period, the estimated total expenditure would amount to \$1,126,709,000, resulting in a projected overexpenditure of \$10,100,000 against approved resources in the amount of \$1,116,609,000 (see para. 9 below).
- The Advisory Committee was also informed that, as at 6 March 2023, a total of \$12,702,648,000 had been assessed on Member States in respect of UNMISS since its inception. Payments received as at the same date amounted to \$12,368,756,000, leaving an outstanding balance of \$333,892,000. Furthermore, as at 20 March 2023, the cash available to UNMISS amounted to \$93,654,500 (including a loan of \$81.0 million from the special account for the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA)), which was insufficient to cover the three-month operating reserve of \$183,040,500 (excluding reimbursements to troop- and police-contributing countries). Upon enquiry, the Committee was informed that, owing to inadequate cash reserves to cover the expenses of the Mission, UNMISS had borrowed \$40 million from the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) as at the end of June 2022. In July 2022, the \$40 million borrowing was transferred from MONUSCO to the Peacekeeping Reserve Fund, following the adoption of General Assembly resolution 76/272. As at 3 March 2023, a loan in the amount of \$81 million from MINUSMA had been effected and was still outstanding at the end of the month, pending receipt of additional assessed contributions from Member States. The Advisory Committee recalls that the General Assembly has repeatedly urged all Member States to fulfil their financial obligations, as set out in the Charter of the United Nations, on time, in full and without conditions (see A/76/760/Add.7, para. 8; see also resolution $\frac{76}{274}$.
- 8. The Advisory Committee was informed that claims for the reimbursement of troop costs and contingent-owned equipment had been settled up to September 2022, leaving outstanding balances of \$59,742,800 and \$40,359,100, respectively, as at 31 December 2022. With respect to death and disability compensation, the Committee was informed that, as at 7 March 2023, an amount of \$2,734,000 had been paid to settle 85 claims since the inception of the Mission, and that 7 claims, of which 6 had been received in the third and fourth quarters of 2022 and 1 in January 2023, were pending. The Advisory Committee trusts that all outstanding claims will be settled expeditiously.

Proposed financing arrangement for the 2022/23 period

9. The Secretary-General indicates that, since the issuance of the budget for UNMISS for the 2022/23 period (A/76/704) on 16 February 2022 and its subsequent approval in resolution 76/291, substantial changes in the cost parameters and assumptions have had a significant impact on the ability of the Mission to implement its mandate, resulting in the need for resource requirements for the 2022/23 period in

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the amount of \$10,100,000, in addition to the amount of \$1,116,609,000 already appropriated for the same period for the maintenance of the Mission (A/77/786, paras. 2 and 10; see also para. 6 above).

- 10. Upon enquiry, the Advisory Committee was informed that the \$10.1 million projected shortfall resulted from the combined effect of: (a) additional requirements estimated in the amount of \$45.3 million, due to changed cost parameters and assumptions, including higher reimbursement rates, national staff salary rates, fuel prices and contractual costs for rental and operations of helicopters; and (b) the ability of the Mission to partially absorb within the approved resources additional requirements of \$35.2 million through the redeployment of funds, made possible by: (i) reduced requirements in the amount of \$32.0 million, due to lower common staff costs, lower costs for rations and the non-requirement for freight of contingent-owned equipment; and (ii) the reprioritization, curtailment and deferral of activities with an estimated cost of \$3.2 million, which were not deemed to have an adverse impact on the implementation of the mandate or on the safety and security of the Mission's personnel. The Committee was also informed that the Mission had to defer and absorb within the 2022/23 approved resources some of the commitments pertaining to the 2021/22 period after spending 99.9 per cent of the approved resources for that period, such as the \$2.9 million reimbursement for major equipment and the self-sustainment part of contingent-owned equipment and \$411,200 for renting the all-terrain vehicles used for force mobility.
- 11. The Secretary-General indicates that the \$10.1 million shortfall is related to fuel costs, despite the Mission's efforts to reduce annual fuel consumption to 45.8 million litres, compared with 52.4 million litres included in the approved budget, given the considerably higher market prices for fuel compared with the budgeted prices (A/77/786, paras. 3 (c) and 6). Information provided to the Advisory Committee, upon enquiry, shows that fuel prices, while remaining above the budgeted level, experienced an overall downward trend from July 2022 to February 2023. For instance, the average price of diesel for generators decreased by 24.8 per cent, from \$1.566 per litre in July 2022 to \$1.178 per litre in February 2023, and the average price of aviation fuel decreased by 19.4 per cent, from \$1.512 per litre in July 2022 to \$1.219 per litre in February 2023. The Advisory Committee is of the view that the approved resources for the current period in the amount of \$1.12 billion provide capacity to achieve greater efficiencies and further absorb part of the additional requirements, taking also into account the potential further cancellation of prior-period obligations (see para. 4 above), the average fuel prices from July 2022 to February 2023 and the Mission's efforts to monitor and reduce the consumption of fuel (see also para. 33 below). The Committee recommends a reduction of 50 per cent (or \$5,050,000) to the proposed additional requirements for UNMISS for the 2022/23 period. The Committee discusses matters concerning petrol, oil and lubricants in its report on cross-cutting issues related to peacekeeping operations (A/77/767).

IV. Proposed budget for the period from 1 July 2023 to 30 June 2024

A. Mandate and planning assumptions

12. The mandate of the Mission was established by the Security Council in its resolution 1996 (2011). It was most recently extended until 15 March 2024 in resolution 2677 (2023), in which the Council, inter alia: (a) mandated the Mission to support free, fair and peaceful elections, in accordance with the Revitalized Agreement, and to provide technical assistance, capacity-building and logistical

support for the electoral process, in coordination with the United Nations country team and other partners; (b) reinforced the Mission's protection of civilians mandate and directed UNMISS to ensure effective, timely and dynamic protection through a comprehensive and integrated approach and to maintain a proactive deployment and a mobile, flexible, robust and effective posture, including by conducting active patrolling; and (c) called for strengthening the Mission's sexual and gender-based violence prevention and response activities and mandated UNMISS to provide specific protection for women and children. The planning assumptions and mission support initiatives of the Mission for the 2023/24 period are summarized in section I.B of the report of the Secretary-General on the proposed budget for the Mission for the period (A/77/752).

13. The Advisory Committee was informed, upon enquiry, that the extension by 24 months of the transitional period of the Revitalized Agreement should allow the elections to take place in December 2024. As the current electoral staffing component of UNMISS and the staffing proposal contained in the budget for 2023/24 (see para. 23 below) do not include resources at the scale required to support an enabling environment for elections and the implementation of electoral operations, the Mission intends to submit a supplementary budget, once all the necessary information has become available and after having explored all possibilities to absorb some of the additional costs within approved resources. The Committee was also informed that an internal evaluation indicated that any simultaneous response of the Mission to violence in Upper Nile, Jonglei and Central Equatoria would significantly stretch the Mission's resources. An additional battalion within its current authorized strength would, however, ensure adequate reserves and capacity to enable the appropriate response in emerging conflict hotspots as pre-electoral ethnic tensions continued to manifest. UNMISS requested United Nations Headquarters to undertake an external review of its assessment. Given the current early stage of the process of requesting the deployment of an additional battalion, the proposed budget for the 2023/24 period does not include any resource requirements related to the deployment of additional troops.

B. Resource requirements

14. The proposed budget in the amount of \$1,161,509,500 for the 2023/24 period represents an increase of \$44,900,500, or 4.0 per cent, compared with the provision of \$1,116,609,000 approved for the 2022/23 period (see table below).

Financial resources

(Thousands of United States dollars)

				Expenditure as		Variance	
Category	Apportionment (2021/22)	Expenditure (2021/22)	Apportionment (2022/23)	at 31 March 2023	Cost estimates — (2023/24)	Amount	Percentage
Military and police personnel	527 924.6	522 243.0	504 992.2	487 579.6	511 894.1	6 901.9	1.4
Civilian personnel	310 436.9	314 657.6	322 416.5	230 693.0	323 447.2	1 030.7	0.3
Operational costs	277 272.4	278 145.0	289 200.3	265 803.0	326 168.2	36 967.9	12.8
Gross requirements	1 115 633.9	1 115 045.6	1 116 609.0	984 075.6	1 161 509.5	44 900.5	4.0

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/77/752).

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	1.	Military	and	police	personne	ŀ
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	Authorized 2021/22 ^a	Actual as at 30 June 2022	Authorized 2022/23 ^a	Actual as at as 31 March 2023	Authorized ^a and proposed 2023/24	Variance
Category	(1)	(2)	(3)	(4)	(5)	(6)=(5)-(3)
Military observers	242	200	242	234	242	_
Military contingent personnel	16 758	13 610	16 758	13 685	16 758	-
United Nations police	733	622	733	593	733	_
Formed police unit personnel	1 280	846	1 280	847	1 280	_

^a Represents the highest level of authorized strength.

15. The proposed resources for military and police personnel for the 2023/24 period amount to \$511,894,100, representing a net increase of \$6,901,900, or 1.4 per cent, compared with the apportionment for 2022/23. The increase reflects higher requirements under military contingents (\$6,861,400, or 1.5 per cent), United Nations police (\$820,700, or 3.8 per cent) and formed police units (\$469,100, or 1.8 per cent), due mainly to higher costs for travel on emplacement, rotation and repatriation, as well as higher rates of reimbursement for standard troop and police costs, offset in part by reductions under military observers (\$1,249,300, or 15.4 per cent) (A/77/752, paras. 131–134).

16. The table below provides a summary of the delayed deployment factors for military and police personnel for the 2021/22 and 2022/23 periods, as well as those projected for the 2023/24 period.

Delayed deployment factors

(Percentage of approved strength)

Category	Budgeted 2021/22	Actual 2021/22	Budgeted 2022/23	Actual as at 31 March 2023	Actual average as at 31 March 2023	Projected 2023/24
Military and police personne	el					
Military observers	5.0	9.5	2.9	3.3	13.2	10.3
Military contingents	17.3	17.8	18.1	18.8	20.3	19.0
United Nations police	4.0	22.2	13.9	19.1	12.7	5.0
Formed police units	46.9	33.7	33.6	33.8	33.8	33.7

17. Upon enquiry, the Advisory Committee was informed that, following the redesignation process of the former UNMISS protection of civilians sites, the deployment of formed police units had been downsized from six units to four, with a current strength of 850. The scheduled repatriation of a further two formed police units from Malakal and Bentiu had been cancelled, given the prevailing political and security dynamics, as well as strategic projections of operational requirements, including those relating to the anticipated electoral process, fragile security conditions in the former protection of civilians site in Bentiu and the requirement for a continued presence at the protection of civilians site in Malakal (see also A/76/760/Add.7, para. 16). Additional reasons for the cancelled repatriation include the expanded role and engagement of the formed police units in public order capacity-building for the South Sudan National Police Service.

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

2. Civilian personnel

	Approved 2021/22	Encumbered as at 30 June 2022	Approved 2022/23	Encumbered as at 31 March 2023	Proposed 2023/24	Variance
Category	(1)	(2)	(3)	(4)	(5)	(6)=(5)-(3)
Posts						
International staff	900	839	916	851	917	1
National Professional Officers	165	162	166	157	171	5
National General Service staff	1 276	1 252	1 279	1 244	1 287	8
Temporary positions						
International staff	16	14	15	15	17	2
National staff	_	_	_	_	6	6
United Nations Volunteers						
International United Nations Volunteers	447	392	447	401	447	_
National United Nations Volunteers	3	3	4	3	4	_
Government-provided personnel	88	30	88	39	88	_
Total	2 895	2 692	2 915	2 710	2 937	22

19. The proposed resources for civilian personnel for the 2023/24 period amount to \$323,447,200, representing an increase of \$1,030,700, or 0.3 per cent, compared with the approved resources for 2022/23, due mainly to higher requirements under national staff, attributable to: (a) higher salary rates based on the revised salary scale applied retroactively from August 2021; (b) the proposed post establishment (see para. 21 below); and (c) the application of lower vacancy rates. The increase is offset in part mainly by reduced requirements under international staff, resulting primarily from lower salary rates based on the revised salary scale effective 1 January 2023, lower common staff costs rates and the application of a higher vacancy rate (A/77/752, paras. 135–139).

Comments and recommendations on post resources

20. For the 2023/24 period, a total of 2,937 civilian posts and positions are proposed, compared with the approved 2,915 posts and positions for 2022/23, representing a net increase of 22 posts and positions (27 for establishment, 5 for abolishment and 2 reassignments). Detailed information with respect to the staffing proposals, including the proposed changes reflected in the following paragraphs, are provided in section I.E of the report of the Secretary-General (A/77/752).

Establishment

21. It is proposed to establish a total of 27 posts and positions, comprising 18 posts (1 P-3, 5 National Professional Officers and 12 national General Service), 8 positions (2 P-4, 4 National Professional Officers and 2 national General Service) and 1 international United Nations Volunteer position, as follows: 1 post of Laboratory Officer (P-3) (ibid., paras. 106 and 107); 4 posts of Associate Child Protection Officer (National Professional Officer), in conjunction with the proposed abolishment of 4 posts of Programme Management Assistant (national General Service) (ibid., paras. 71 and 72); 1 post of Associate Finance Officer (National Professional Officer), in conjunction with the proposed abolishment of 1 position of Associate Finance Officer (international United Nations Volunteer) (ibid., paras. 103 and 104); 6 posts of community Liaison Assistant (national General Service) and 6 posts of Field

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Language Assistant (national General Service) (see para. 22 below); 8 general temporary assistance positions in the Electoral Affairs Division (see para. 23 below); and 1 Victims' Rights Officer (international United Nations Volunteer) (see para. 24 below).

- 22. It is proposed to establish six posts of community Liaison Assistant (national General Service) and six posts of Field Language Assistant (national General Service) in Juba, Malakal, Bentiu, Bor and Wau, to be assigned to the force and enable a more effective engagement with local communities, in the context of the protection of civilians mandate (A/77/752, paras. 61 and 62). Upon enquiry, the Advisory Committee was informed that the existing community Liaison Assistants and Field Language Assistants were not assigned primarily to the force, which often resulted in patrols conducted without civilian support and limited effective engagement with local communities. This shortfall was noted in a 2021 UNMISS military and police capability study and in a 2022 report by the Office for the Peacekeeping Strategic Partnership, which recommended the integration of these positions with the force on a permanent basis. Furthermore, the different, yet complementary, roles and responsibilities of community Liaison Assistants and Field Language Assistants would require a slight amendment to be better tailored to the specific needs of the force. The Committee was informed that, in other comparable missions, these functions supported the military personnel but were not directly attached to the force, such as in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic, or only a few Language Assistants provided dedicated services to the force, as in MINUSMA. The Committee notes that UNMISS currently has 48 community Liaison Assistants and 87 Field Language Assistants, including 17 in Juba, 16 in Malakal and 13 in Wau. The Advisory Committee is of the view that an assessment of the assignment of community Liaison Assistants and Field Language Assistants directly to the force, including an analysis of the roles and responsibilities of the two functions and related workload, should be provided in the context of the next report. Pending such assessment and taking also into account existing capacity within the Mission, the Committee recommends against the proposed establishment of three Field Language Assistants (national General Service).
- 23. The proposed eight general temporary assistance positions in the Electoral Affairs Division comprise two positions of Electoral Officer (P-4), four positions of Electoral Officer (National Professional Officer), one Administrative Assistant (national General Service) and one Team Assistant (national General Service) and would provide expertise in electoral field coordination and logistics, voter registration and education, as well as public outreach, which is currently unavailable in UNMISS (ibid., paras. 93-98). The Advisory Committee was informed, upon enquiry, that the proposed staffing represented only a preliminary and minimum reinforcement (see also para. 13 above) to the existing UNMISS electoral component, which was established in July 2022 and comprised six positions: five technical electoral staff (1 D-1, 1 P-5 and 3 P-4) and one Administrative Assistant (Field Service). The team was initially composed of three technical electoral staff from September to December 2022, with an additional two joining in early 2023, and had no operational budget in the 2022/23 period. The Committee was also informed that the workload was vastly disproportionate to the current staffing levels, based on the mandate, needs and lack of any election management infrastructure or experience in the national institutions. Taking into account the recent full operationalization of the existing capacity of the Electoral Affairs Division, the evolving nature of the requirements and the expected forthcoming request for additional resources, the Advisory Committee is not convinced that all requested positions are sufficiently justified at this stage and recommends, therefore, against the establishment of two Electoral Officer (P-4) and one Team Assistant (national General Service) positions.

24. One position of Victims' Rights Officer (international United Nations Volunteer) is proposed to enhance the capacity of the Senior Victims' Rights Officer (P-5) post, which was established during the 2019/20 period to act as the main point of contact for the victims of sexual exploitation and abuse by United Nations staff and related personnel and to strengthen system-wide coherence, coordination and comprehensive assistance, and tracking (A/77/752, paras. 40-42). Upon enquiry, the Advisory Committee was informed that the proposed United Nations Volunteer position would assist the P-5 post in maintaining contact with the victims, as well as provide and track victim support and assistance, which required coordination with United Nations entities, working groups and service providers. In its most recent report on special measures for protection from sexual exploitation and abuse, the Committee considered that any expansion of the deployment of prevention of sexual exploitation and abuse coordinators and Victims' Rights Officers should be preceded by the careful assessment of the current capacities, including conduct and discipline teams, and further clarification regarding the division and complementarity of roles between the existing functions, and recommended that the Secretary-General carry out a benchmarking exercise (A/77/831, para. 10). The Committee was also informed that there were currently 61 people in South Sudan who had sought support related to sexual exploitation and abuse and that a total of 30 sexual exploitation and abuse cases, including 14 cases with substantiated allegations, had been recorded in the period from 2018 to 2023. The Advisory Committee trusts that the Mission will seek greater collaboration to leverage the resources available among various entities within the Mission, including the Conduct and Discipline Team, Office of Internal Oversight Services resident investigation unit, Gender Adviser and Gender Affairs Unit, Child Protection Adviser and Child Protection Unit, Civil Affairs Division, Office of the Force Commander, Office of the Police Commissioner, and Senior Victims' Rights Officer, as well as within the United Nations country team, to address the needs of victims in a more efficient and holistic manner (see also A/77/831, para. 10). The Committee therefore recommends against the proposed establishment of an international United Nations Volunteer position of Victims' Rights Officer.

Reassignment

25. Two posts are proposed for reassignment, as follows: (a) one post of Contracts Management Officer (P-3) to be reassigned as a Centralized Warehousing Officer (P-3), within the same unit, to manage warehousing operations (A/77/752, para. 102); and (b) one post of Team Assistant (national General Service) to be reassigned as a Pharmacy Technician (national General Service) to strengthen the pharmacy team in meeting the special technical requirements for medical logistics and ensure the timely availability of medical material (ibid., para. 109).

Vacancy rates

26. In his report on the overview of the financing of the United Nations peacekeeping operations, the Secretary-General indicates that the Office of Programme Planning, Finance and Budget provided policy guidance to improve the accuracy and consistency of the vacancy factors applied in the proposed budgets for the 2023/24 period and to ensure that proposed vacancy rates were based, as much as possible, on actual rates (A/77/779, para. 254). The table below provides a summary of the vacancy rates for civilian personnel for UNMISS during the 2021/22 and 2022/23 periods, as well as those proposed for the 2023/24 period.

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Vacancy rates

(Percentage)

Category	Budgeted 2021/22	Actual 2021/22	Budgeted 2022/23	Average Jan.–Dec. 2022	Actual as at 31 March 2023	Actual average as at 31 March 2023	Proposed 2023/24 ^a
Civilian personnel							
International staff	5.4	6.9	5.4	7.5	7.1	7.3	7.5
National staff							
National Professional Officers	4.0	2.4	4.0	2.4	5.4	3.0	2.4
National General Service staff	4.0	3.0	4.0	2.3	2.7	2.1	2.0
International United Nations Volunteers	13.0	12.5	13.0	13.2	10.3	13.4	13.2
National United Nations Volunteers	_	_	_	25.0	25.0	25.0	25.0
Temporary positions							
International staff	_	6.3	5.4	25.0	0.0	20.0	25.0
National staff	_	_	_	_	_	_	50.0
Government-provided personnel	52.3	63.6	52.3	64.8	55.7	61.4	59.1

^a The assumptions considered for the vacancy factors include the current 12-month average vacancy rate, from January to December 2022, or the actual vacancy rate as at 31 December 2022, as well as the planned deployment of military observers (A/77/752, para. 116).

27. The Advisory Committee notes that the vacancy rates proposed for 2023/24 for all categories align with the actual average vacancy rate experienced during the period from January to December 2022, with the exception of national General Service staff and government-provided personnel. The proposed rates, however, differ from the actual and average vacancy rates experienced during the current 2022/23 period, as at 31 March 2023, for all categories, with the exception of national United Nations Volunteers. The Advisory Committee acknowledges the policy guidance provided to improve the accuracy and consistency of the vacancy factors applied in the proposed budgets for the 2023/24 period. The Committee is, nonetheless, of the view that efforts should continue to be made to ensure that the proposed vacancy rates are based, as much as possible, on actual rates. Where the proposed rates differ from the actual rates, updated information should be provided to the General Assembly at the time of the consideration of the present report and clear justification should be systematically presented in future proposed budget and related documents, including realistic projected recruitment and potential upcoming vacancies, to the extent possible. The Committee discusses vacancy rates in its report on cross-cutting issues related to peacekeeping operations (A/77/767).

Vacant posts

28. Upon enquiry, the Advisory Committee was informed that, as at 31 March 2023, a total of 156 posts and positions were vacant (1 D-2, 3 P-5, 18 P-4, 14 P-3, 8 P-2, 21 Field Service, 9 National Professional Officers, 35 national General Service, 46 international United Nations Volunteers and 1 national United Nations Volunteer). No post had been vacant for more than two years. The Advisory Committee recalls that the General Assembly has reiterated its concern about the high number of vacancies in civilian staffing and its request to the Secretary-General to ensure that vacant posts are filled expeditiously (resolution 76/274, para. 33). The Committee trusts that an update on the recruitment status of all vacant posts will be provided to the Assembly at the time of its consideration of the present report and in the next budget submission.

29. Subject to its recommendations in paragraphs 22, 23 and 24 above, the Advisory Committee recommends the approval of the proposals of the Secretary-General for civilian personnel. Any related operational costs should be adjusted accordingly.

3. Operational costs

(Thousands of United States dollars)

		F 4.	4	Expenditures	Cost	Va	riance
Category	Apportionment (2021/22)	(2021/22)	Apportionment (2022/23)	as at 31 March 2023	estimates - (2023/24)	Amount	Percentage
	(1)	(2)	(3)	(4)	(5)	(6)=(5)-(3)	(7)=((6)/(3)) x100
Operational costs							
Civilian electoral observers	_	_	_	_	_	_	_
Consultants and consulting services	722.0	445.7	347.5	204.7	841.8	494.3	142.2
Official travel	2 621.3	2 318.4	2 063.2	1 852.6	2 502.9	439.7	21.3
Facilities and infrastructure	81 510.1	77 918.3	85 027.1	74 655.8	94 170.1	9 143.0	10.8
Ground transportation	12 535.3	11 423.8	13 006.0	10 615.1	15 472.7	2 466.7	19.0
Air operations	94 906.1	95 560.6	100 803.9	99 123.6	124 193.0	23 389.1	23.2
Marine operations	1 186.1	1 341.9	2 415.2	2 188.8	3 055.7	640.5	26.5
Communications and information technology	29 878.3	29 595.7	31 470.1	29 598.1	31 583.4	113.3	0.4
Medical	1 746.2	1 392.8	1 825.1	980.8	1 653.5	(171.6)	(9.4)
Special equipment	_	_	_	_	_	_	_
Other supplies, services and equipment	49 667.0	55 669.0	49 242.2	43 635.9	49 195.1	(47.1)	(0.1)
Quick-impact projects	2 500.0	2 478.8	3 000.0	2 947.6	3 500.0	500.0	16.7
Total	277 272.4	278 145.0	289 200.3	265 803.0	326 168.2	36 967.9	12.8

30. The proposed resources for operational costs for the 2023/24 period amount to \$326,168,200, reflecting an increase of \$36,967,900, or 12.8 per cent, compared with the approved level for 2022/23. While higher requirements are proposed under all object classes with the exception of medical, and other supplies, services and equipment, the increase is attributable mainly to air operations (\$23,389,100) (see A/77/752, paras. 141–149).

Comments and recommendations on operational costs

Consultants and consulting services

31. Proposed requirements for consultants and consulting services in the amount of \$841,800 represent an increase of \$494,300, or 142.2 per cent, compared with the approved level for 2022/23. Upon enquiry, the Advisory Committee was informed that the increase was due mainly to the demand for short-term expertise in key electoral thematic areas to provide targeted advice and support to the National Electoral Commission and other relevant national counterparts. Expenditure amounted to \$445,700 in 2021/22 and to \$204,700 as at 31 March 2023. The Advisory Committee recalls that the General Assembly has reiterated that the use of external consultants should be kept to an absolute minimum and that the Organization should utilize its in-house capacity to perform core activities or to fulfil functions that are recurrent over the long term (resolution 76/274,

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para. 46). Taking into account the staffing capacity within the Mission, as well as the level of expenditures, the Committee recommends a reduction of 50 per cent (\$247,200) to the proposed increase for consultants and consulting services.

Official travel

32. Proposed requirements in the amount of \$2,502,900 under official travel reflect an increase of \$439,700, or 21.3 per cent, compared with the approved level for 2022/23. Upon enquiry, the Advisory Committee was informed that, in the 2021/22 period, a \$302,800 redeployment from official travel was possible owing mainly to lower actual costs for official travel for training, which stemmed from greater reliance on online training, rather than in-person training, and from the use of regional locations with low travel costs and locations within the mission area that could be reached with United Nations flights. The Advisory Committee reiterates that greater use should be made of virtual meetings and online training tools. Taking also into account the experience of the Mission with increased online training, the use of locations with low travel costs and the availability of United Nations flights, the Committee considers that further efficiencies can be achieved and recommends a reduction of 10 per cent (\$250,300) to the proposed resources under official travel.

Petrol, oil and lubricants

33. A total provision of \$79,654,800 is proposed for 2023/24 for fuel, oil and lubricants, reflecting an increase of \$19,010,900, or 31.3 per cent, due to higher requirements from higher fuel prices (\$18,267,400) and for litres of fuel (\$874,000), offset in part by a decrease (\$130,400) under other costs (covering oil and lubricants, mobilization fees and operations and maintenance). The total amount is budgeted across four budget classes, with the net increases reflected under facilities and infrastructure (\$10,127,500), ground transportation (\$1,303,300), air operations (\$7,575,600) and marine operations (\$4,500). The increases in fuel prices for 2023/24, compared with those for 2022/23, are as follows: (a) \$1.351 per litre of diesel for generators, compared with \$0.990 per litre; (b) \$1.333 per litre of diesel for vehicles, compared with \$0.951 per litre; (c) \$1.296 per litre of aviation fuel, compared with \$0.970 per litre; and (d) \$1.498 per litre of petrol, compared with \$1.370 per litre. Upon enquiry, the Advisory Committee was informed that UNMISS managed the consumption of all types of fuel through the electronic fuel management system, whose functionalities were currently being enhanced and expected to be deployed in all peacekeeping missions by December 2023. In addition, UNMISS regularly analysed and reviewed fuel consumption of equipment and investigated any unusual trends and anomalies and, if necessary, updated information on standard fuel consumption rates. The Committee was further informed that the construction of centralized power generation systems, rightsizing and synchronization of diesel generators, as well as installation of solar power plants, were among the measures that reduced fuel consumption by generators in UNMISS and enabled the proposed decrease in the volume of fuel for generators budgeted for 2023/24 (28,450,402 litres), compared with the amount included in the approved budget for the current period (28,515,779 litres). The Committee discusses fuel costs and management in its report on cross-cutting issues related to peacekeeping operations (A/77/767).

Facilities and infrastructure

34. Proposed requirements under facilities and infrastructure amount to \$94,170,100, reflecting an increase of \$9,143,000, or 10.8 per cent, compared with the approved level for 2022/23, due mainly to the increased price per litre of fuel for generators (see para. 33 above). The requirements include a provision of \$5,898,000

for construction, alteration, renovation and major maintenance, reflecting an increase of \$160,700, or 2.8 per cent. Information provided to the Advisory Committee indicates that several multi-year projects experienced delays, including across financial periods. For example, the construction of formed steel warehouses at various mission locations was initially planned to start in the 2021/22 period and finish in the 2025/26 period, but it commenced in the current period and is currently expected to be completed in the 2026/27 period (see also A/76/760/Add.7, para. 28 (b)). Furthermore, the Committee notes that the proposed requirements for several supplies and equipment exceed the level of acquisitions during the previous and current periods as at 31 March 2023, including as follows: (a) a provision of \$1,668,800, at maintenance level, is proposed for the acquisition of engineering supplies, while expenditures amounted to \$417,200 for 2021/22 and \$376,000 as at 31 March 2023; (b) requirements for the acquisition of furniture amount to \$1,273,100, with an increase of \$280,600, or 28.3 per cent, while expenditures amounted to \$690,100 for 2021/22 and \$94,800 as at 31 March 2023; (c) a provision of \$1,865,900, reflecting an increase of \$450,000, or 31.8 per cent, is proposed for safety and security equipment and supplies, while expenditures amounted to \$668,500 for 2021/22 and \$788,000 as at 31 March 2023; and (d) requirements for stationery and supplies amount to \$558,300, with an increase of \$45,300, or 8.8 per cent, while expenditures amounted to \$246,100 in 2021/22 and \$120,900 as at 31 March 2023. Taking into consideration the pattern of delayed completion of several construction projects in recent years (see also A/76/760/Add.7, para. 28 (b)) and the level of expenditure for the acquisition of various supplies and equipment, the Advisory Committee recommends a reduction of 3 per cent (\$1,530,600) to the proposed provision for facilities and infrastructure, excluding the requirements for petrol, oil and lubricants (\$45,150,600).

Ground transportation

35. Proposed requirements under ground transportation amount to \$15,472,700, with an increase of \$2,466,700, or 19 per cent, due mainly to the higher average price per litre of fuel for vehicles (see para. 33 above) and higher costs of rental of vehicles owing to the proposed lease of 45 additional amphibious all-terrain vehicles. Upon enquiry, the Advisory Committee was informed that the proposed expansion of the existing fleet of 15 amphibious all-terrain vehicles was based on the assessment of their use on a trial basis during the 2022/23 period to improve the mobility of the Mission during the rainy season, which might last up to eight months per year and severely hindered the force's ability to conduct patrols in the context of its protection of civilians mandate (see also A/76/760/Add.7, para. 28 (c), and A/77/752, sect. V.B). The proposed addition would provide 20 vehicles to battalions based in each of the three targeted areas most affected by floods, namely Upper Nile, Jonglei and Unity States. The Advisory Committee recommends that the General Assembly request the Secretary-General to provide a detailed assessment on the use of the allterrain vehicles, their effectiveness in supporting the Mission's mandate and any related efficiencies.

36. An amount of \$5,414,600 under ground transportation, reflecting an increase of \$274,400, or 5.3 per cent, would provide for the acquisition of 146 vehicles, including the replacement of 125 vehicles to be written off by 30 June 2024 and an additional 21 other vehicles, which would result in an increased fleet of 1,838 vehicles. Expenditures for acquisition of vehicles amounted to \$4,665,500 for 2020/21 and \$3,655,100 as at 31 March 2023. Taking into account the level of expenditures, the current vehicle holdings and increased ground transportation capacity provided by the proposed expanded all-terrain vehicle fleet (see para. 35 above), the Advisory Committee considers that the Mission should be able to take a phased approach for the proposed requirements and recommends a reduction of 10 per

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cent (\$541,500) to the proposed resources for the acquisition of vehicles under ground transportation.

Air operations

37. The provision of \$124,193,000 under air operations represents an increase of \$23,389,100, or 23.2 per cent, due mainly to: (a) higher fuel costs (\$7,575,600, or 32.2 per cent), reflecting increases in both price per litre and volume (see para. 33 above); and (b) higher requirements for the rental and operations of helicopters (\$12,9662,000, or 24.3 per cent), attributable to: (i) higher costs for Mi-8 MTV helicopters reflected in the amended contract effective January 2023; (ii) the costs for the depositioning of the five Mi-8 MTV helicopters that will be due for mandatory rebidding during 2023/24; and (iii) the projected higher number of 12,250 flight hours for helicopters for operational requirements, compared with 10,518 hours included in the approved budget for the current period. The Advisory Committee was informed that the increased requirements associated with the higher number of flight hours for helicopters amounted to \$1.6 million and that the flight-hour utilization rate for the helicopters was 93.7 per cent in the 2021/22 period and 71.3 per cent as at 31 March 2023. The Committee further discusses air operations in its report on cross-cutting issues related to peacekeeping operations (A/77/767).

Mine detection and mine-clearing services

38. Proposed resource requirements for mine detection and mine-clearing services amount to \$28,158,300, reflecting a decrease of \$1,392,200, or 4.7 per cent, and include provisions for: (a) personnel and related costs (\$5,045,200); (b) contractual services (\$20,312,000) for third-party contracts for specialized services, procured by the United Nations Office for Project Services (UNOPS); and (c) administrative costs (\$2,121,000) to cover UNOPS direct costs and indirect programme support (A/77/752, para. 125). Upon enquiry, the Advisory Committee was informed that elements of the troop-contributing countries in UNMISS did not have demining capabilities to deliver the scale and complexity of operations required in the context of the Mission. UNOPS, which had been contracted by the Mine Action Service of the Department of Peace Operations for the provision of mine services, employed more than 600 South Sudanese, both as core staff and through third-party contracts, contributing to sustainable local technical skill sets. At the same time, the Mine Action Service provided capacity-building support to the National Mine Action Authority, in view of the future transfer of responsibility for the management and oversight of mine clearance activities, which would, nonetheless, require multi-year planning and sustainable funding. This division of responsibilities had been assessed as most cost-efficient and effective by the Department of Peace Operations, the Department of Operational Support and UNMISS and was based on the troop ceiling and force priorities and capabilities, as well as the benefits of training local personnel and providing sustainability for the long-term work required. The Committee discusses matters pertaining to demining activities in its report on the summary of the findings and recommendations of the independent review of the delivery model of the United Nations Mine Action Service (A/77/816).

Quick-impact projects

39. Requirements for quick-impact projects are proposed in the amount of \$3,500,000, reflecting an increase of \$500,000, or 16.7 per cent, compared with the approved provision for the 2022/23 period, for the implementation of 70 projects, 10 more than in the current period (A/77/752, paras. 128 and 149). Upon enquiry, the Advisory Committee was informed that expenditure in 2021/22 was \$2,478,800, or 99.2 per cent, with a total of 50 projects implemented, of which 92 per cent had been

completed. For the current period, funds in the amount of \$2,947,600, or 98.3 per cent, had been committed as at 31 March 2023 and 60 projects were at various stages of implementation. The Committee further discusses quick-impact projects in its report on cross-cutting issues related to peacekeeping operations (A/77/767).

40. Subject to its recommendations in paragraphs 29, 31, 32, 34 and 36 above, the Advisory Committee recommends the approval of the proposals of the Secretary-General for operational costs.

V. Other matters

Partnerships, cooperation and coordination

- 41. In paragraphs 36 to 42 of the budget performance report for the 2021/22 period (A/77/627) and paragraphs 31 to 36 of his budget report for the 2023/24 period (A/77/752), the Secretary-General provides information on the cooperation of the Mission with regional partners and coordination with United Nations entities. The Advisory Committee was also provided with additional information, upon enquiry, including the following:
- (a) In accordance with Security Council resolution 2677 (2023), the Mission continues to provide logistical support to the Intergovernmental Authority on Development (IGAD)/Ceasefire and Transitional Security Arrangements Monitoring and Verification Mechanism. The Advisory Committee recalls that, while such support is provided on a cost-recovery basis, unsuccessful recovery efforts had resulted in the write-off of outstanding obligations (see A/76/760/Add.7, para. 4). Upon enquiry, the Committee was informed that UNMISS was negotiating a revised memorandum of understanding with IGAD/the Mechanism to include a clause allowing payments by third parties and that discussions were under way with a donor interested in paying for air transport support for the Mechanism;
- (b) UNMISS continued to undertake coordination arrangements with other regional mission partners, such as the provision of support for the United Nations Interim Security Force for Abyei (UNISFA), including through working group arrangements on logistics, security, operations and communications issues, and dedicated passenger flights from Entebbe, Uganda, to Wau through Juba. UNMISS also continued to support the UNISFA liaison office in Juba, as needed (A/77/627, para. 37). The Advisory Committee trusts that updated information on the support provided by UNMISS to UNISFA will be included in the next budget submission. The Advisory Committee discusses this matter further in its report on the financing of UNISFA (A/77/767/Add.10);
- (c) In close coordination with relevant government authorities, UNMISS, United Nations agencies and the World Bank undertake joint efforts on flood prevention and response, which help to lay the groundwork for longer-term responses by other actors. For example, UNMISS is partnering with development agencies and the Government on a hydrological study of flood-affected areas to prepare a longer-term response. In addition, in response to direct requests by the Government, UNMISS has also built and maintains a vast network of dikes to safeguard critical infrastructure from flooding;
- (d) In line with requests by the Security Council for early integrated transition planning, the Secretary-General's planning directive on United Nations transitions of 2019 and Council resolution 2625 (2022), UNMISS and the United Nations country team initiated a preliminary transition planning process coordinated by the Deputy Special Representative of the Secretary-General (Resident Coordinator/Humanitarian Coordinator). Although many critical benchmarks for the transition and the eventual

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withdrawal of the Mission have yet to be met, a strategic transition road map is nonetheless being developed to define parameters and milestones. In parallel, the Mission is increasing collaboration with the United Nations country team by further aligning strategic frameworks and implementing programmes in a way that enhances coherence and builds national capacity to ensure that gains made would be sustained, irrespective of the United Nations configuration.

Cost recovery

42. With respect to cost recovery, the Advisory Committee was informed that, for the 2021/22 period, UNMISS collected \$12.9 million but spent only \$7.1 million, leaving a balance of \$5.8 million, mainly under space management (rental of premises and facilities), air transportation services and fuel. During the 2022/23 period, the Mission enhanced its effort to utilize the spendable resources. As at 16 March 2023, UNMISS had utilized \$7.8 million of the \$8.5 million revenue received, recording a 91.8 per cent expenditure rate. For the 2023/24 period, the revenue for cost recovery was estimated at \$12.5 million and would relate mainly to the provision of generators, ground transportation, aviation fuel and composite ration packs (\$7.3 million), as well as accommodation and office space rental services (\$3.5 million). The Committee further discusses cost recovery in its report on cross-cutting issues related to peacekeeping operations (A/77/767).

Environmental initiatives

43. UNMISS will continue to implement measures to mitigate environmental impact and to reduce its overall environmental footprint, including through several projects for waste management, such as the acquisition of large size incinerators and wastewater treatment plants and biofilter septic tanks (A/77/752, para. 27). The Advisory Committee notes that cost estimates for 2023/24 take into account efficiency gains in the amount of \$219,000, due to the introduction of on-grid solar power supply to integrate with the main power grid at United Nations House for water treatment plants and pump stations (ibid., para. 114). The Committee was informed, upon enquiry, that this project was one of the renewable energy initiatives since the implementation of its energy infrastructure management plan in 2019, which also included a pilot renewable energy power purchase agreement for its field office in Malakal, currently under solicitation, with the expectation that it would provide for 85 per cent of the energy requirements and result in savings on fuel consumption in the 2023/24 period (see also A/76/760/Add.7, para. 35). As regards future energy efficiency initiatives planned for the next three periods, information provided to the Committee indicates that only one project is proposed for 2023/24, namely the mission-wide replacement of high-energy lighting fixtures with solar-powered street lights and LED lighting fixtures (\$300,000). The Advisory Committee notes the efforts of the Mission to improve its environmental footprint and trusts that detailed information on the implementation of energy efficiency projects, including the impact on fuel consumption, estimated costs and efficiency gains, will continue to be provided in future budget proposals. The Committee further discusses environmental activities in its report on cross-cutting issues related to peacekeeping operations (A/77/767).

Programmatic activities

44. An amount of \$4,895,600 is proposed for the implementation of programmatic activities in the areas of community violence reduction, confidence-building, human rights, the rule of law, security institutions and security sector reform, as well as peace consolidation, as outlined in the report of the Secretary-General (A/77/752, paras. 126 and 127). Upon enquiry, the Advisory Committee was informed that UNMISS carried

out programmatic activities through in-house capacity and implementing partners based on an assessment of comparative advantage. The Mission held the advantage of having an extensive presence throughout the country, including in locations difficult to reach owing to security issues and road conditions, as well as access to national leadership and subnational government actors. The Committee discusses programmatic activities in its report on cross-cutting issues related to peacekeeping operations (A/77/767).

Gender balance

45. Upon enquiry, the Advisory Committee was provided with information on gender representation at UNMISS, including the table below indicating the percentage of female and male personnel within the Mission as at 28 February 2023.

Breakdown between male and female personnel in UNMISS (as at 28 February 2023)

(Percentage)

Category	Male	Female
International staff	70.7	29.3
National staff	83.9	16.1
United Nations Volunteers	56.4	46.3
Government-provided personnel	53.8	46.2

46. It is indicated in the budget report that UNMISS continues to face challenges in attracting and selecting qualified and suitable female candidates for national posts and, to a lesser extent, for international posts, particularly for mission support functions. However, an analysis of completed recruitment in previous periods shows some improvements: (a) as regards national posts, out of the 47 recruitments completed in the 2021/22 period, 18 of the selected candidates were female, a rate of 38.3 per cent, compared with a rate of 17.8 per cent in 2018/19; and (b) for international posts, the percentage of newly recruited candidates who were female increased from 35.1 per cent in 2018/19 to 43.8 per cent in 2021/22 (A/77/752, sect. V.B). Upon enquiry, the Advisory Committee was informed that UNMISS had been conducting extensive outreach activities targeting women and used position-specific job openings where existing rosters did not have enough female candidates. The Committee discusses gender balance further in its report on cross-cutting issues related to peacekeeping operations (A/77/767).

VI. Conclusion

- 47. The actions to be taken by the General Assembly with respect to the financing of UNMISS for the period from 1 July 2021 to 30 June 2022 are indicated in section V of the performance report (A/77/627). The Advisory Committee recommends that the unencumbered balance of \$588,300 for the period from 1 July 2021 to 30 June 2022, as well as other revenue amounting to \$30,470,700 from investment revenue (\$744,000), other/miscellaneous revenue (\$2,985,400) and the cancellation of prior-period obligations (\$26,741,300) for the period ended 30 June 2021, be credited to Member States.
- 48. The actions to be taken by the General Assembly with regard to the financing arrangements of the Mission for the period from 1 July 2022 to 30 June 2023 are included in paragraph 10 of the related report of the Secretary-General (A/77/786).

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Taking into account its recommendation in paragraph 11 above, the Advisory Committee recommends that the proposed resources in the amount of \$10,100,000, in addition to the already appropriated resources amounting to \$1,116,609,000 for the maintenance of UNMISS for the 12-month period from 1 July 2022 to 30 June 2023 under the terms of General Assembly resolution 76/291, be reduced by \$5,050,000. Accordingly, the Committee recommends that the Assembly appropriate the additional amount of \$5,050,000 for the maintenance of the Mission for the 12-month period from 1 July 2022 to 30 June 2023.

49. The actions to be taken by the General Assembly with respect to the financing of the Mission for the period from 1 July 2023 to 30 June 2024 are indicated in section IV of the proposed budget (A/77/752). Taking into account its observations and recommendations above, the Advisory Committee recommends that the proposed resources be reduced by \$3,003,000, from \$1,161,509,500 to \$1,158,506,500. Accordingly, the Committee recommends that the General Assembly appropriate the amount of \$1,158,506,500 for the maintenance of the Mission for the 12-month period from 1 July 2023 to 30 June 2024.