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Proposed programme budget for 2020

Revised estimates relating to the programme budget for 2020 under section 27, Humanitarian assistance, and section 36, Staff assessment

**Office of the United Nations Emergency Ebola
Response Coordinator**

Report of the Secretary-General

Summary

The present report contains the proposed resource requirements for the Office of the United Nations Emergency Ebola Response Coordinator, amounting to \$6,454,600 (net of staff assessment), for the period from 1 January to 30 June 2020.



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* In keeping with paragraph 11 of resolution [72/266 A](#), the part consisting of the programme plan and programme performance information is submitted through the Committee for Programme and Coordination for the consideration of the General Assembly.

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



Foreword

The tenth outbreak of the Ebola virus disease in the Democratic Republic of the Congo, which began in April 2018, is the most severe and longest-running outbreak ever in the country. While the Democratic Republic of the Congo has had more practice in managing Ebola outbreaks than any other country, the current outbreak has endured for more than one year and has infected more than 3,000 people and killed more than 2,000.

Unlike other outbreaks in the Democratic Republic of the Congo, however, the eastern provinces of North Kivu and Ituri, where the current outbreak is raging, are a fragile, conflict-affected region, with the presence of both foreign and domestic armed groups, as well as limited government and public health infrastructure. In addition, it is a traditional opposition stronghold characterized by a mistrust of outsiders and a perception of historical neglect and persecution, which presents many challenges for the response in gaining community trust and acceptance.

The outbreak is occurring in such a complex environment that an effective public health response requires the support of the entire United Nations system delivering in a comprehensive and integrated manner. This is the only way in which we will create an enabling and safe environment for the front-line health workers to effectively and rapidly perform their work and build the trust and acceptance of the affected communities.

I intend to continue to oversee effective coordination to finalize the shift from a surge approach, focused on addressing the immediate public health emergency, to a systematic one that creates an enabling environment and builds the community acceptance required to end the outbreak.

The people of eastern Democratic Republic of the Congo have suffered enough. They have endured more than 25 years of conflict and there are more than 1 million internally displaced persons in the Ebola-affected area alone. We must end this outbreak as soon as possible and support the affected communities in rebuilding their lives.

(Signed) David **Gressly**
United Nations Emergency Ebola Response Coordinator

Overall orientation

Mandates and background

- 1.1. The Office of the United Nations Emergency Ebola Response Coordinator implements a programme of coordination support to end the tenth outbreak of the Ebola virus disease in the Democratic Republic of Congo. The role of the Office is focused on: (a) the coordination of international support for the Ebola response; (b) ensuring coherence in the United Nations system; and (c) leading the implementation of two of the five pillars of the United Nations system scale-up strategy for the Ebola response, focusing on security and safety and community ownership and acceptance.
- 1.2. The legislative authority and mandate for the Office are derived from General Assembly resolution [46/182](#), in which the Assembly set out the United Nations guiding principles of humanitarian emergency response, which reinforced earlier decisions and resolutions adopted by the Assembly and by the Economic and Social Council concerning humanitarian assistance and the leadership role of the Secretary-General in responding to natural disasters and other humanitarian emergencies.
- 1.3. Given the death toll from the Ebola outbreak, which has already exceeded 2,000 people, as well as the continued recording of new Ebola cases, there is an ongoing and real need to continue to improve the effectiveness of the response and further enhance the enabling environment. There is also a need for a coordinated approach to developing and supporting the implementation of a post-Ebola recovery strategy. Given the complex operating environment in eastern Democratic Republic of the Congo and the very possible end to the outbreak, the role of the Office in continuing to provide effective coordination of international support and coherence in the United Nations system is crucial.

Alignment with the Charter of the United Nations, the Sustainable Development Goals and other transformative agendas

- 1.4. The objective of the programmes of the Office of the United Nations Emergency Ebola Response Coordinator is aligned with the Organization's purpose to achieve international cooperation in solving international problems of an economic, social, cultural, or humanitarian character, and in promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion, as stipulated in Article 1 of the Charter of the United Nations. In the context of the 2030 Agenda for Sustainable Development, the purposes stipulated in Article 1 of the Charter are embodied by the Sustainable Development Goals. The objective, and therefore the deliverables, is aligned with Sustainable Development Goals 3 and 6, as reflected in paragraph 1.16.

Recent developments

- 1.5. A steady number of new cases have been recorded daily since the tenth Ebola outbreak was declared in the Democratic Republic of the Congo on 1 August 2018. The epidemic reached a peak in April and May of 2019, especially in the town of Butembo. Since August 2019, however, there has been an overall downward trend in the number of cases, from an average of more than 100 per week in July to 21 per week in October.
- 1.6. This downward trend has coincided with intensified efforts by all partners to improve access by the response and its acceptance by communities in the Ebola-affected areas, as well as a significant intensification and improvement in the quality of the response. Public health interventions have been better adapted to each local health area by using decentralized teams working at the health area level. Rapid response teams have been set up and are able to deploy to new hotspots within 24 hours of identification of a new case. Other interventions include reducing the time between identifying contacts and vaccinating them. Major improvements in patient care and new treatments in Ebola treatment centres have led to high survival rates for those who are able to go to such centres early.

- 1.7. While there has been a downward trend in new Ebola cases, as well as almost no new cases recorded in Beni and Butembo since September 2019, the outbreak has shifted north, to more rural, hard-to-reach communities, within a more concentrated geographical area mainly in Ituri in Mandima and Mambasa, as well as in Oicha in North Kivu. Although these areas are more concentrated, they bring specific challenges, including in terms of access, given the limited road infrastructure, especially during the rainy season when some roads become impassable; relatively poorer Ebola awareness due to the remoteness and widespread community mistrust; and low acceptance by the community of the Ebola response and misunderstandings about Ebola. In some areas, such as Oicha, there is also an ongoing security threat from armed groups and possible future military operations.

Strategy and external factors for 2020

- 1.8. The Office will continue to coordinate international support for the Ebola response, promote coherence within the United Nations system, including the implementation of the United Nations scale-up strategy, and take the lead on coordination to provide a safe and secure working environment and to build community ownership and trust. The Office will also support the Government of the Democratic Republic of the Congo, the United Nations system and international donors in implementing the new “getting to zero” strategy that is being developed. The strategy targets the identification of all remaining chains of transmission in active areas and helps to intensify preparedness measures in at-risk and vulnerable health areas to allow for rapid and effective interventions should an Ebola case be reported. In support of this strategy, the Office will focus on improved coordination in the field in key hotspots to provide effective area security and improve and build community acceptance so that response teams have free and unrestricted access to communities within the affected areas.
- 1.9. In addition to supporting the ongoing response and the “getting to zero” strategy, the Office will also take the lead on the development of the strategy on Ebola to ensure a smooth transition from crisis to “steady state”. The transition planning and programme will integrate wider humanitarian and stabilization programming into the recovery programme and ensure that communities are supported in having their systems and their members’ lives rebuilt. The Office will ensure that the transition strategy includes, among other things, five essential elements: (a) robust surveillance to manage any Ebola outbreaks; (b) support to Ebola survivors; (c) essential services for affected communities; (d) enhanced basic health services; and (e) reconciliation and stabilization. Furthermore, the Office will oversee and coordinate the funding for the strategy and the initial implementation phase. It will then hand over responsibility for implementation of the strategy to the United Nations country team and the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) and will draw down by 30 June 2020.
- 1.10. With regard to the external factors, the overall plan for 2020 is based on the following planning assumptions:
- (a) There will be minimal disruptions to the response owing to insecurity and/or poor access and acceptance by affected communities;
 - (b) There will also be continued engagement by and funding from international donors.
- 1.11. The Office integrates a gender perspective in its operational activities, deliverables and results, as appropriate. For example, women are disproportionately affected by the Ebola outbreak and are one of the main groups that contract the virus. The Office will focus, where appropriate, on outreach to women and programmes that provide specific support to them in an effort to lower infection rates and to provide appropriate support to survivors.
- 1.12. With regard to cooperation with other entities, the Office will leverage its established partnerships with the Government of the Democratic Republic of the Congo, as well as United Nations agencies, donors and intergovernmental, and non-governmental organizations, to ensure effective coordination of international support to the response. The Office will also pursue enhanced coordination with the wider humanitarian and development community during the transition phase and work with existing

stabilization partners and actors to integrate Ebola recovery efforts into wider efforts to stabilize the region.

- 1.13. With regard to inter-agency coordination and liaison, the Office will continue to lead, along with the World Health Organization, the implementation of the United Nations scale-up strategy that guides the Organization's efforts to end the Ebola outbreak and to chair the Emergency Ebola Response Team meetings that bring together all international partners and United Nations agencies to manage the implementation of the response.

Evaluation activities

- 1.14. The Office is participating in a joint Government, inter-agency and donor evaluation of the response in 2019 and 2020.

A. Proposed programme plan for 2020 and programme performance for 2018

Programme of work



1. Objective

- 1.15. The objective, to which this office contributes, is to end Ebola virus disease epidemics in the Democratic Republic of the Congo and ensure affected communities recover effectively.

2. Alignment with the Sustainable Development Goals

- 1.16. The objective is aligned with Sustainable Development Goal 3, which is to ensure healthy lives and promote well-being for all at all ages. Progress towards the attainment of this objective will support the global effort to eradicate disease, strengthen treatment and health care and address new and emerging health issues, including, in particular by contributing to: (a) the end, by 2030, of epidemics of communicable diseases; (b) strengthening of capacity for early warning, risk reduction and management of national and global health risks; and (c) support the research and development of vaccines and medicines for the communicable and non-communicable diseases that primarily affect developing countries and provide access to affordable essential medicines and vaccines. The objective is also aligned with Sustainable Development Goal 6, which is to ensure availability and sustainable management of water and sanitation for all. Progress towards this objective will improve the provision of adequate sanitation and hygiene to all in the coming 15 years.

3. Highlighted planned result for 2020

End the tenth Ebola outbreak in the Democratic Republic of the Congo

In mid-2019, the Office was created in response to the spike in violence and the surge in Ebola cases reported in eastern Democratic Republic of the Congo. The Office led the coordination of international support for the Ebola response, enhanced the coherence of the United Nations system and improved area security in the Ebola-affected areas and access to and acceptance by communities of the response.

Challenge and response

The challenge is to improve coordination, especially in relation to area security and community acceptance, and to increase the effectiveness and quality of the response in order to move from a surge approach that was chasing the virus to a more comprehensive and proactive one.

In response, for 2020, the Office will have a reduced concentration of resources and focus in Butembo in line with the shift of the outbreak to the rural areas in northern North Kivu and Ituri. To end the outbreak and stop the circulation of the virus, the response needs to be always effective in all active and at-risk areas and hotspots. The Office will expand its presence on the ground with the deployment of senior field coordinators to the subcoordination level in hotspots such as Mambasa and Biakato to provide the experience and leadership necessary to improve operational coordination on the front lines of the response. The Office will also maintain its presence in other key areas, such as Beni and Butembo, to ensure that systems remain in place and are effective in rapidly identifying and addressing any outbreaks of Ebola in order to stop it from returning to these areas. The Office will also continue to support targeted community acceptance and ownership projects in the hotspots to complement

efforts by partners, although there will be an overall reduction in projects and funding from 2019, in line with the reduction in intensity and scope of the outbreak.

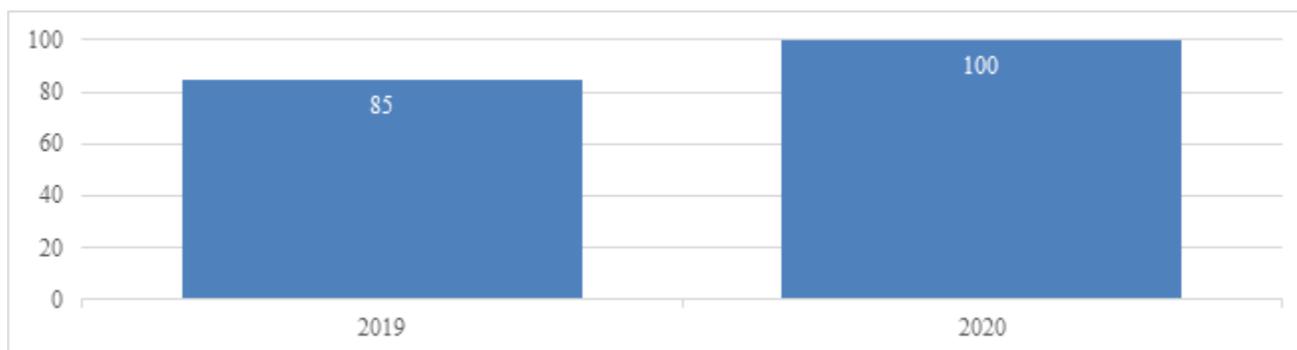
Result and evidence

The planned deliverables are expected to contribute to the result, which is the end of the tenth Ebola outbreak in the Democratic Republic of the Congo.

Evidence of the result, if achieved, will be achieving zero cases of Ebola reported in eastern Democratic Republic of the Congo for a period of 42 days.

The result, if achieved, will demonstrate progress made in 2020 towards the collective attainment of the objective.

Performance measure: percentage of health zones free of Ebola



- 1.17. The Office will continue to be guided by all mandates entrusted to it, which provide the legislative framework for its deliverables.

4. Deliverables for the period 2018–2020

- 1.18. Table 1.1 lists all deliverables, by category and subcategory, for the period 2018–2020 that contributed and are expected to contribute to the attainment of the objective stated above.

Table 1.1

Deliverables for the period 2018–2020, by category and subcategory

	<i>2018 planned</i>	<i>2018 actual</i>	<i>2019 planned</i>	<i>2020 planned</i>
Non-quantified deliverables				
C. Substantive deliverables				
Consultation, advice and advocacy				
D. Communication deliverables				
Outreach programmes, special events and information materials				
External and media relations				

B. Proposed post and non-post resource requirements for 2020

Overview

1.19. The total resource requirements for 2020, comprising the regular budget, is reflected in table 1.2.

Table 1.2

Overview of financial and post resources by component and by funding source

(Thousands of United States dollars/number of posts)

	Regular budget			Extrabudgetary ^a			Total		
	2019 appropriation ^a	2020 estimate (before recosting)	Variance	2019 estimate	2020 estimate	Variance	2019 estimate	2020 estimate	Variance
Financial resources									
Programme of work	–	6 454.6	6 454.6	–	–	–	–	6 454.6	6 454.6

^a Requirements for 2019 in the amount of \$6,282,400, are being funded pursuant to paragraph 1 (a) of General Assembly resolution 72/264 relating to unforeseen and extraordinary expenses (\$774,600) and under the commitment authority approved by the Advisory Committee on Administrative and Budgetary Questions (\$5,507,800), which appropriation will be requested in the context of the second performance report on the programme budget for the biennium 2018–2019.

Programme of work

1.20. The proposed regular budget resources for the period from 1 January to 30 June 2020 amount to \$6,454,600 before recosting. Additional details are reflected in table 1.3 and the figure below. The proposed resource level provides for the full, efficient and effective implementation of mandates.

Table 1.3

Programme of work: evolution of financial and post resources

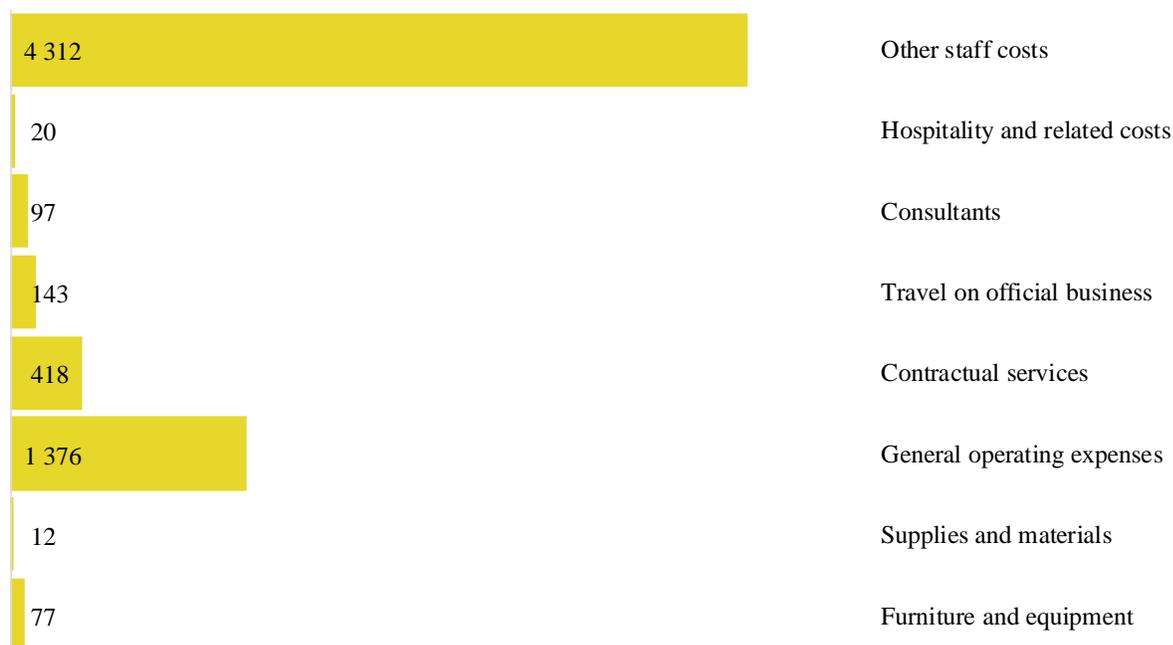
(Thousands of United States dollars/number of posts)

	2018 expenditure	2019 appropriation ^a	Changes					2020 estimate (before recosting)	Recosting	2020 estimate (after recosting)
			Technical adjustments	New/expanded mandates	Other	Total	Percentage			
Financial resources by main category of expenditure										
Non-post	–	–	–	–	6 454.6	–	–	6 454.6	101.6	6 525.2
Total	–	–	–	–	6 454.6	–	–	6 454.6	101.6	6 525.2

^a Requirements for 2019 in the amount of \$6,282,400 are being funded pursuant to paragraph 1 (a) of General Assembly resolution 72/264 relating to unforeseen and extraordinary expenses (\$774,600) and under the commitment authority approved by the Advisory Committee on Administrative and Budgetary Questions (\$5,507,800), which appropriation will be requested in the context of the second performance report on the programme budget for the biennium 2018–2019.

Figure
Programme of work: distribution of proposed resources for 2020 (before recosting)

(Thousands of United States dollars)



- 1.21. The organization structure is presented in the annex to the present report and includes 51 general temporary assistance positions comprising 1 Assistant Secretary-General (for one month only), 1 D-2, 2 D-1, 5 P-5, 7 P-4, 6 P-3, 1 P-2/1, 14 Field Service, 2 National Professional Officer, and 12 Local level and 9 United Nations Volunteers. The Office has planned a phased downsizing during this period, as shown in table 1.4. The Assistant Secretary-General, acting as United Nations Emergency Ebola Response Coordinator during 2019 pursuant to paragraph 1 (a) of General Assembly resolution [72/264](#) relating to unforeseen and extraordinary expenses and the commitment authority approved by the Advisory Committee on Administrative and Budgetary Questions, will remain in the Office for one month only during 2020 for a transition period with the new Coordinator.

Table 1.4
Downsizing plan

	<i>Professional and higher categories</i>									<i>National</i>			<i>Total (general temporary assistance positions)</i>	
	<i>USG</i>	<i>ASG</i>	<i>D-2</i>	<i>D-1</i>	<i>P-5</i>	<i>P-4</i>	<i>P-3</i>	<i>P-2/1</i>	<i>Field Service</i>	<i>Subtotal International staff</i>	<i>National Professional Officer</i>	<i>Local level</i>		<i>Subtotal National staff</i>
January	–	1	1	2	5	7	6	1	14	37	2	12	14	51
February	–	–	1	2	5	7	6	1	14	36	2	12	14	50
March	–	–	1	2	5	7	6	1	14	36	2	12	14	50
April	–	–	1	1	5	5	6	1	8	27	2	12	14	41
May	–	–	1	1	5	5	6	1	8	27	2	12	14	41
June	–	–	1	1	5	5	6	1	8	27	2	12	14	41

Abbreviations: ASG, Assistant Secretary-General; USG, Under-Secretary-General.

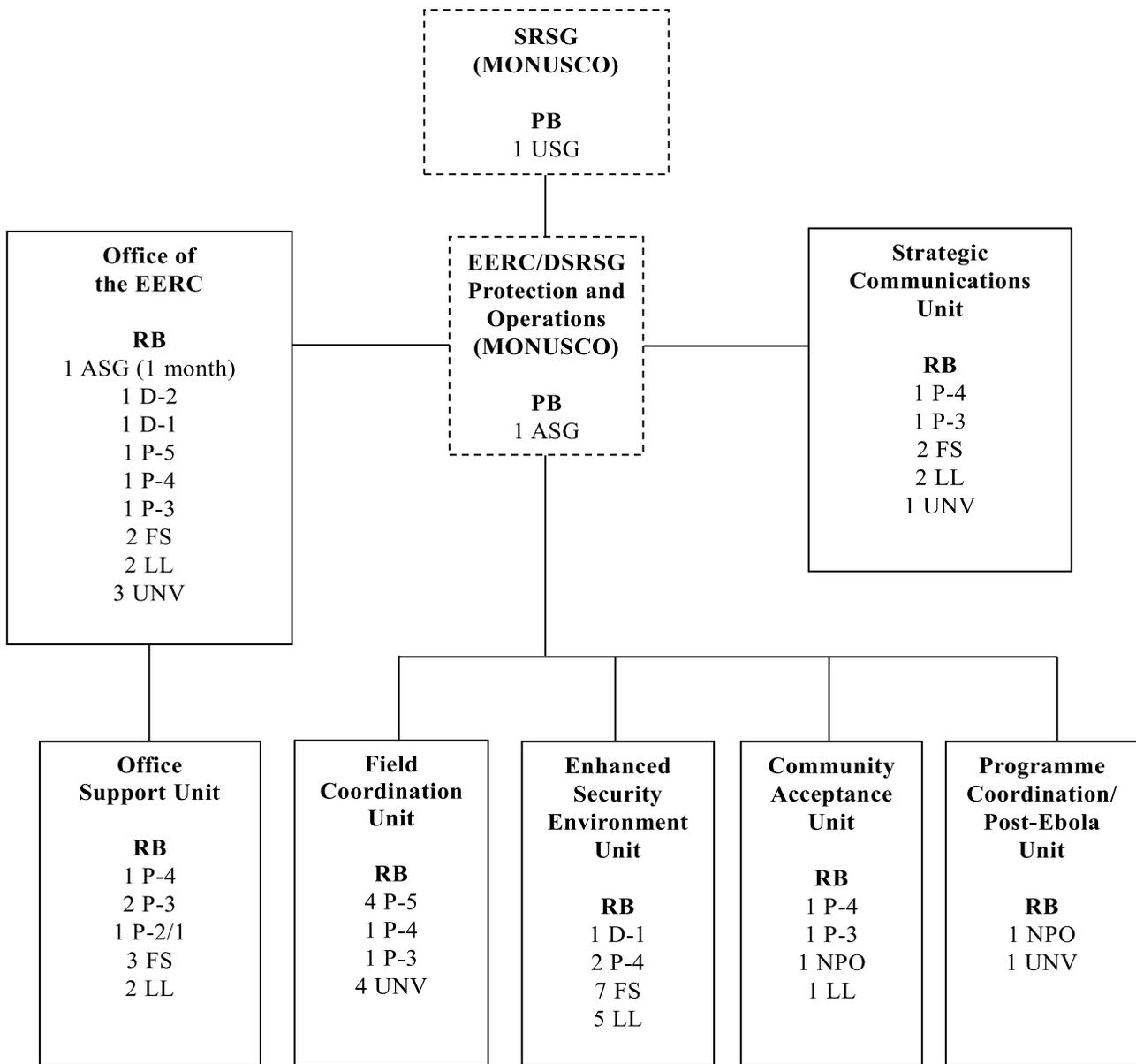
- 1.22. The Office of the United Nations Emergency Ebola Response Coordinator comprises seven Units: (a) Office of the United Nations Emergency Ebola Response Coordinator; (b) Field Coordination; (c) Strategic Communications; (d) Enhanced Security Environment; (e) Community Acceptance; (f) Programme Coordination/Post-Ebola; and (g) Office Support. They report directly to the Deputy Special Representative of the Secretary-General for protection and operations in MONUSCO, who would perform a dual function as United Nations Emergency Ebola Response Coordinator and Deputy Special Representative of the Secretary-General, with the support of the Deputy United Nations Emergency Ebola Response Coordinator at the D-2 level to oversee daily field operations.
- 1.23. The increase of \$172,200 between the resources requirements for 2019 (\$6,282,400) funded pursuant to paragraph 1 (a) of General Assembly resolution 72/264 and the commitment authority approved by the Advisory Committee on Administrative and Budgetary Questions and the proposed resources for 2020 (\$6,454,600) is due mainly to an increase in staff costs under general temporary assistance, based on the deployment plan in 2019 and the drawdown plan in 2020, offset in part by a reduction in air operations and other supplies, services and equipment.

Action requested of the General Assembly

- 1.24. **The General Assembly is requested:**
- (a) **To appropriate an additional amount of \$6,454,600 (net of staff assessment) for the Office of the United Nations Emergency Ebola Response Coordinator for the period from 1 January to 30 June 2020 under section 27, Humanitarian assistance, of the programme budget for 2020, to be charged to the contingency fund;**
 - (b) **To appropriate an amount of \$358,400 under section 36, Staff assessment, to be offset by a corresponding amount under income section 1, Income from staff assessment, of the programme budget.**

Annex

Organization structure and position distribution for 2020



Abbreviations: ASG, Assistant Secretary-General; DSRSG, Deputy Special Representative of the Secretary-General; EERC, United Nations Emergency Ebola Response Coordinator; FS, Field Service; LL, local level; MONUSCO, United Nations Organization Stabilization Mission in the Democratic Republic of the Congo; NPO, National Professional Officer; PB, peacekeeping budget; RB, regular budget; SRSG, Special Representative of the Secretary-General; UNV, United Nations Volunteer; USG, Under-Secretary-General.