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Proposed programme budget for 2020

Proposed programme budget for 2020

Part II

Political affairs

Section 3

Political affairs

Special political missions

Thematic cluster I:

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

Summary

The present report contains the proposed resource requirements for 2020 for 11 special political missions grouped under the thematic cluster of special and personal envoys, advisers and representatives of the Secretary-General.

The proposed resource requirements for 2020 for special political missions grouped under this cluster amount to \$57,073,400 (net of staff assessment).

* A/74/50.



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** The part consisting of the proposed programme plan for 2020 is submitted for the consideration of the General Assembly in accordance with the established budgetary procedures and practices reaffirmed in paragraph 13 of resolution 72/266 A.

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

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I. Financial overview

1. The proposed resource requirements for 2020 for special political missions grouped under thematic cluster I amount to \$57,073,400 (net of staff assessment). Table 1 provides a comparison between the resources proposed for 2020 and the resources for 2019 as approved by the General Assembly in its resolutions [72/262 A](#) and [73/279 A](#).

Table 1
Resource requirements
 (Thousands of United States dollars)

Category of expenditure	2018	2019	2020		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Office of the Special Adviser to the Secretary-General on Cyprus	2 326.4	2 775.8	2 899.2	—	123.4
Office of the Special Adviser to the Secretary-General on the Prevention of Genocide	2 189.6	2 179.9	2 235.3	—	55.4
Personal Envoy of the Secretary-General for Western Sahara	242.4	450.6	439.9	—	(10.7)
Office of the Special Envoy of the Secretary-General for the implementation of Security Council resolution 1559 (2004)	319.6	361.2	397.2	—	36.0
United Nations Representative to the Geneva International Discussions	1 924.3	1 887.1	2 236.7	—	349.6
Office of the Special Envoy of the Secretary-General for Syria	14 951.4	16 200.2	16 235.3	—	35.1
Office of the Special Envoy for the Horn of Africa	1 469.5	1 496.4	1 496.4	—	—
Office of the Special Envoy of the Secretary-General for the Great Lakes Region	4 157.5	4 400.4	4 400.4	—	—
Office of the Special Envoy of the Secretary-General for Yemen	13 959.7	17 020.0	18 423.0	481.3	1 403.0
Office of the Special Envoy of the Secretary-General for Burundi	6 583.6	7 007.8	7 237.0	—	229.2
Office of the Special Envoy of the Secretary-General on Myanmar	502.5	1 220.3	1 073.0	—	(147.3)
Total	48 626.5	54 999.7	57 073.4	481.3	2 073.7

II. Special political missions

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

(\$2,899,200)



Foreword

On 14 November 2018, I was invited to the launch of a peace education training by The Imagine Project for the school year 2018–2019. The Project is a very important initiative that has been taking place in Cyprus since 2016.

Physically, Cyprus has been a divided island since 1974, although problems began earlier. Since then, the United Nations has controlled and managed a buffer zone that is 180 km long, cutting across the island from east to west. Throughout the years of division, the two primary communities of Cyprus, namely, Greek Cypriots and Turkish Cypriots, have lived in separate spheres, even if intercommunal contact has increased slowly in the past decade.

In other parts of the world, where children are told fairy tales with happy endings, for many young Cypriots from both communities, the stories told are from a past that evokes conflict and trauma. These stories continue to be real and, even if they did not personally experience the events of 1963 to 1964 and of 1974, the violence and the displacement have marked their families living in both communities with deep memories of loss and dislocation.

In addition to minimal meaningful contact between the two communities, notwithstanding the facilitation of such contact through the opening of crossing points from 2003, the result of so many years of de facto and psychological division has been a pervasive lack of trust and a low degree of expectation among ordinary Greek Cypriots and Turkish Cypriots that they would ever be able to reach a comprehensive settlement and live peacefully together again on a reunited island. To a large extent, this has been passed on to the younger generations, and, today, most children in Cyprus, whether Greek Cypriots or Turkish Cypriots, have never visited the other community and have seldom, if at all, had a chance to meet, to play or even talk to one other.

The Imagine Project is determined to change that. Agreed to as a confidence-building measure under the auspices of the bicomunal Technical Committee on Education established by the leaders of the two communities in 2015, the Project educates children of all ages and from all parts of the island on trust and respect and on building a culture of peace. During the past academic year (2017–2018), the Project brought together nearly 2,000 students and 200 volunteer teachers from 47 Turkish Cypriot and 47 Greek Cypriot schools. The Technical Committee is one of 12 bicomunal committees supported by the Office of the Special Adviser to the Secretary-General on Cyprus that work on confidence-building through initiatives that are intended to improve the daily lives of Cypriots, north and south of the divide.

The Imagine Project brings pupils together in the United Nations-controlled buffer zone so that they can make friends, play, sing, dance and laugh with one other, allowing the children to experience how it would feel to grow up together in a peaceful and united Cyprus.

I believe in The Imagine Project not only as a United Nations official, but also as a parent. It channels the enthusiasm of schoolchildren from both sides, bringing them closer together and engaging them in peace education. It is my sincere hope that it will continue to be supported by the two leaders, as well as by teachers, schools and families from both communities, in coming months and years.

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

Overall orientation

Mandates and background

2. On 10 July 2008, in a letter dated 10 July 2008 to the President of the Security Council ([S/2008/456](#)), the Secretary-General announced the appointment of his Special Adviser on Cyprus, effective from 14 July 2008, to assist the parties in the conduct of full-fledged negotiations aimed at reaching a comprehensive settlement of the Cyprus issue. The Office of the Special Adviser to the Secretary-General on Cyprus, also known as the good offices mission, is responsible for using its best endeavours with the representatives of the communities and the guarantor Powers to promote a peaceful solution to and an agreed settlement of the Cyprus problem. Its mandate stems from Security Council resolution [186 \(1964\)](#).
3. The Security Council, in its resolution [2453 \(2019\)](#), called upon the sides, specifically the leaders of the two Cypriot communities, and all involved parties to actively and meaningfully engage with openness and creativity and fully commit themselves to a settlement process under United Nations auspices and use United Nations consultations to restart negotiations. The Council welcomed the willingness of the Secretary-General and expressed its full support for his good offices to remain available to assist the sides.

Alignment with the Charter of the United Nations and the Sustainable Development Goals

4. The mandate of the Office guides it in producing the respective deliverables, which contribute to the attainment of the objective. The objective of the Office is aligned with the Organization's purpose to maintain international peace and security, 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 a number of Sustainable Development Goals, as reflected in paragraphs 16 and 17.

Recent developments

5. The process during the last phase of full-fledged negotiations, from May 2015 to July 2017, continued at a varied pace. The sides engaged in intensive negotiations in the period leading up to and at the Conference on Cyprus in January 2017, as well as in June and July 2017. Subsequently, in the period following the Conference, the engagement decreased significantly. Nevertheless, in 2018, the Greek Cypriot and Turkish Cypriot leaders held two meetings under the auspices of the Deputy Special Adviser, who also met with the leaders bilaterally 12 times.
6. In June 2018, the Secretary-General asked a senior United Nations official to conduct in-depth consultations to help to determine whether conditions had matured for a return to a meaningful process. In this context, the Greek Cypriot and Turkish Cypriot leaders expressed their readiness to engage in discussions on a possible way forward. The Secretary-General, in his report on his mission of good offices in Cyprus ([S/2018/919](#)), acknowledged that there was still scope for the sides to chart a common way ahead, declaring that the prospects for a comprehensive settlement between the communities remained alive. The Secretary-General also reiterated the commitment of the United Nations to Cyprus and the continued availability of his good offices.
7. In January 2019, the Secretary-General stated that, while expectations for a settlement remained low, a clear majority in both communities continued to desire a settlement. The Secretary-General reiterated that the status quo was no longer sustainable and informed the Security Council of his intention to continue the consultations with the parties, with a view to agreeing on terms of reference that would constitute a consensus starting point for meaningful negotiations, leading to a settlement

within a foreseeable horizon. The Council, in its resolution [2453 \(2019\)](#), urged the sides and all participants involved to agree on the terms of reference and to renew their political will and commitment to a settlement under United Nations auspices. The Council also underscored the firm commitment of the United Nations to supporting the Greek Cypriot and Turkish Cypriot leaders in efforts to reach a comprehensive settlement should they jointly decide to re-engage in results-oriented negotiations.

Strategy and external factors for 2020

8. With the terms of reference currently being discussed by the Greek Cypriot and Turkish Cypriot leaders and the guarantor Powers, focusing on a return to a meaningful and structured negotiation process, as well as the continued commitment expressed by the sides for the resumption of full-fledged talks, including an eventual international high-level conference, the Office will intensify its engagement with the sides and the guarantor Powers. This will include shuttle diplomacy and a greater number of bilateral meetings, the facilitation of multilateral meetings and meetings of the negotiating teams, working groups and technical committees. The increased number of meetings will allow more issues to be discussed and a greater number of papers of convergences to be achieved. These are the basis and fundamental components for working towards finalizing a comprehensive and sustainable settlement.
9. At an appropriate time, to be determined by the Secretary-General, a new Special Adviser will be appointed.
10. With regard to the external factors, the overall plan for 2020 is based on the following planning assumptions:
 - (a) Sustained political commitment to the political process and the implementation of confidence-building measures;
 - (b) Sustained international support for the negotiation process.
11. The Office integrates a gender perspective in its operational activities, deliverables and related results, as appropriate. The Security Council, in its resolution [2430 \(2018\)](#), highlighted the importance of the full and effective participation of women at all stages of the peace process, as well as women's involvement in the development and implementation of post-conflict strategies for sustainable peace, including by revitalizing the Technical Committee on Gender. To this end, the Office reiterates these considerations in its interaction with the Greek Cypriot and Turkish Cypriot leaders and other stakeholders, and is supporting concrete efforts in the initiation of preliminary work on a gender-sensitive socioeconomic impact assessment, as requested by the Council in its resolution [2430 \(2018\)](#), as well as supporting the work of local women activists, women's groups and other interested parties to advance Council resolution [1325 \(2000\)](#) in the context of the Cyprus peace process more broadly.
12. With regard to cooperation with other entities and inter-agency coordination and liaison, the Office, based on a request by the leaders of both communities, coordinates the engagement of international financial institutions in support of the process, in particular the European Central Bank, the International Monetary Fund and the World Bank. In addition, the Office cooperates and coordinates activities with the European Commission, which supports the negotiation process.
13. The Office, the United Nations Peacekeeping Force in Cyprus and the United Nations country team will continue to operate in an integrated way to maximize synergies and ensure coherent and effective support for United Nations peace efforts.

Evaluation activities

14. The following self-evaluation is planned for 2020: implementation of the delegation of authority for Department of Political and Peacebuilding Affairs-led special political missions.

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



1. Objective

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

2. Alignment with the Sustainable Development Goals

16. The objective is aligned with Sustainable Development Goal 5, which is to achieve gender equality and empower all women and girls. Progress towards the attainment of the objective will help to ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
17. The objective is aligned with Sustainable Development Goal 16, which is to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. Progress towards the attainment of the objective will help to significantly reduce all forms of violence and promote the rule of law at the national and international levels and ensure equal access to justice for all.

3. Highlighted result in 2018

Greek Cypriot and Turkish Cypriot leaders agreed to open two more crossings on the island

In 2018, the Greek Cypriot leader, Nicos Anastasiades, and the Turkish Cypriot leader, Mustafa Akıncı, met for the second time in 2018 to announce the simultaneous opening, on 12 November, of two crossings; Deryneia/Derinya in the east, and Lefka-Aplici/Lefke-Aplıç, in the west of the island. The meeting was an important step towards increased intercommunal contact and dialogue between the two communities and to inspire hope for the prospects of the peace process.

The year 2018 marked the tenth anniversary of the formation of the bicomunal technical committees facilitated by the Office, which are responsible for working on measures to build confidence aimed at improving the everyday lives of Cypriots and facilitating greater interaction among them. The opening of the two crossings was one of the confidence-building measures that had been agreed to by the two leaders in 2015.

Throughout 2018, the Office supported the efforts of the sides at the highest political and technical levels to negotiate and/or implement confidence-building measures. The Office also coordinated closely with the international community to streamline messaging and advocacy. These concerted actions and sustained engagement by the Office were key to the successful opening of the two crossings.



*On 12 November, the people of Cyprus celebrate the opening of two more crossings on the island; an important step towards a united country.
Source: Reuters*

Result and evidence

The deliverables contributed to the result, which is the simultaneous opening of two crossings.

The opening has had an enormous impact on Cypriots from both communities, allowing them to reconnect, to move freely and to strengthen contact, dialogue and cooperation. Ultimately, the implementation of the confidence-building measures builds trust between the communities and provides the basis for peaceful coexistence.

Evidence of the result includes the fact that more than 38,000 people used the crossings in the first month after the opening, which facilitated greater interaction between the two communities.

The result demonstrates progress made in 2018 towards the collective attainment of the objective.

18. A planned result for 2018, which is progress in the full-fledged negotiations towards a comprehensive settlement, as referred to in the report of the Secretary-General on estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council for 2018 for thematic cluster I ([A/72/371/Add.1](#)), was partially achieved, notwithstanding the absence of negotiations, as evidenced by the meetings that were held with and between the Greek Cypriot and Turkish Cypriot leaders and their representatives. The most important outcome of the meetings in 2018 was the readiness of the leaders to engage in discussions on the way forward and the above-mentioned work on confidence-building measures. As underscored by the Secretary-General in his report on his mission of good offices in Cyprus and in line with the calls of the Council, the United Nations remains firmly committed to supporting the leaders in efforts to reach a comprehensive settlement.

4. Highlighted planned results for 2020

Terms of reference for a process to resume talks

In July 2017, the Conference on Cyprus closed inconclusively after significant hope and expectations had been raised during the 2015 to 2017 phase of negotiations. The continued absence of negotiations in 2018 and the uncertain prospects for the future of the process were a serious cause of concern for many Cypriots and the international community alike.

Challenge and response

In 2018, the challenge was therefore to engage with the parties and the guarantor Powers to agree on terms of reference for the possible resumption of a full-fledged negotiation process.

In June 2018, the Secretary-General asked a senior United Nations official to conduct consultations through a series of bilateral meetings with the sides and the guarantor Powers. In his report on his mission of good offices in Cyprus, the Secretary-General determined that the prospects for a comprehensive settlement between the communities on the island remained alive. He asked the senior United Nations official to continue to discuss with the sides the terms of reference for the resumption of a viable process that would lead to a comprehensive settlement. An agreement on the terms of reference for a renewed negotiation process is expected in 2019.

In addition, in 2018, the Office engaged in internal exercises on lessons learned, which provided the groundwork for enhanced engagement by the United Nations with the sides through meetings between the leaders of the communities, the guarantor Powers and with key stakeholders.

In response for 2020, following the shuttle diplomacy of the United Nations, the re-engagement of the sides in results-oriented negotiations and the possible reconvening of the Conference on Cyprus, the Office will intensify its work to facilitate negotiations, including meetings with and between the leaders, as well as meetings of the negotiating teams, technical committees and working groups aimed at achieving a mutually agreed comprehensive settlement in Cyprus. Through this intensification of efforts, the Office will increase its activities to plan, support, coordinate and facilitate meetings at various levels, as well as its contact with relevant interlocutors, including

political parties, civil society, women's groups, media and representatives of the diplomatic community on the island.

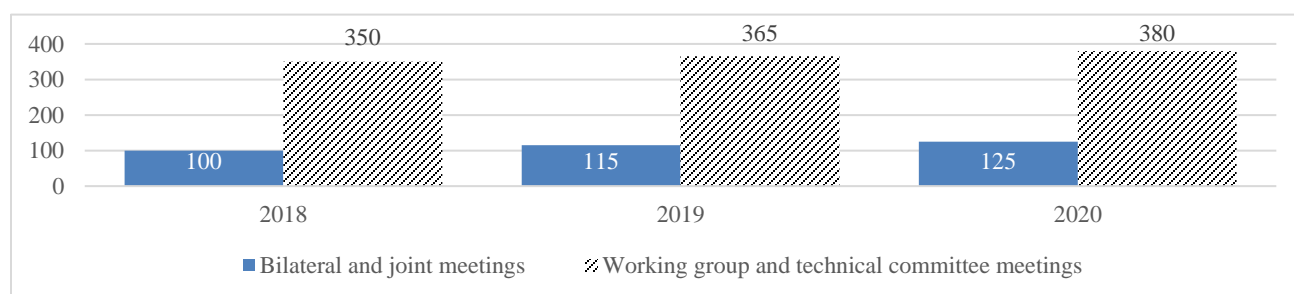
Result and evidence

The planned deliverable is expected to contribute to the result, which is the conduct of results-oriented negotiations among all the parties aimed at reaching a comprehensive settlement.

Evidence of the result, if achieved, will include an agreement on the terms of reference, paving the way for a resumption of the negotiations process, an increased number of papers of convergences, an increased number of meetings of technical committees and working groups and the implementation of confidence-building measures, as shown in the figure, with the overarching aim of reaching agreement on a comprehensive settlement.

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

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



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

5. Deliverables for the period 2018–2020

20. Table 2 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 2

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

	2018 planned	2018 actual	2019 planned	2020 planned
Quantified deliverables				
A. Facilitation of the intergovernmental process and expert bodies				
Parliamentary documentation (number of documents)	2	3	2	2
Substantive services for meetings (number of three-hour meetings)	2	3	2	2
Non-quantified deliverables				
C. Substantive deliverables				
Good offices				
Consultation, advice and advocacy				
D. Communication deliverables				
External and media relations				

6. Most significant relative variances in deliverables

Variances between the actual and planned figures in 2018

21. The variance in parliamentary documentation was driven by the fact that the Security Council discussed Cyprus three times instead of two.
22. The variance in substantive services for meetings was driven by the fact that the Security Council discussed Cyprus three times instead of two.

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

Resource requirements (regular budget)

Table 3

Financial resources

(Thousands of United States dollars)

Category of expenditure	2018	2019	2020	Variance	
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	1 998.0	2 252.8	2 376.2	—	123.4
Operational costs	328.4	523.0	523.0	—	—
Total (net of staff assessment)	2 326.4	2 775.8	2 899.2	—	123.4

Table 4

Positions

	Professional and higher categories									General Service and related categories		Total inter-national	National staff		United Nations Volunteers	Total
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/Security Services	General Service ^a		National Professional Officer	Local level		
Approved 2019	1 ^b	—	—	1	3	5	1	—	11	4	1	16		5	—	21
Proposed 2020	1 ^b	—	—	1	3	5	1	—	11	4	1	16		5	—	21
Change	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—

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

^a Other level, unless otherwise specified.

^b The Under-Secretary-General is on a when-actually-employed contract.

23. The proposed resource requirements for 2020 for the Office amount to \$2,899,200 (net of staff assessment) and would provide for the salaries and common staff costs (\$2,376,200) for the continuation of 21 positions (1 Under-Secretary-General, 1 D-1, 3 P-5, 5 P-4, 1 P-3, 4 Field Service, 1 General Service and 5 Local level), as well as operational costs (\$523,000) comprising costs for consultants and consulting services (\$48,400), official travel (\$156,000), facilities and infrastructure (\$82,700), ground transportation (\$39,100), communications and information technology (\$95,000) and other supplies, services and equipment (\$101,800).

24. In 2020, it is proposed that the number and levels of positions for the Office remain unchanged. A vacancy rate of 14.0 per cent has been applied to international positions, excluding the Under-Secretary-General-level position, while national positions are based on the assumption of full incumbency.
25. The variance (increase) between the resources proposed for 2020 and the approved budget for 2019 is attributable mainly to increased requirements under civilian personnel costs, resulting from a higher percentage of common staff costs for international positions, based on recent expenditure patterns, and the assumption of full incumbency for national positions in 2020, compared with the vacancy rate of 10.0 per cent approved in 2019.

Extrabudgetary resources

26. No extrabudgetary resources were available in 2019 or are projected for 2020.

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

(\$2,235,300)



Foreword

My mandate was born out of the failures of the international community in the 1990s to prevent and halt the genocides in Rwanda and in Srebrenica in Bosnia and Herzegovina. I have seen first-hand the impact that this “crime of crimes” has had on victims. When I visited Srebrenica, I heard the agony of the victims and survivors, as well as of the families of those killed. More than 20 years later, many still do not know what happened to their loved ones. My pledge to them was that we must honour the victims and do them justice with our action.

The United Nations has made considerable progress since the mandate of the Office of the Special Adviser on the Prevention of Genocide was established by the Secretary-General in 2004. Today, we know the risk factors and early warning signs of genocide and other atrocity crimes, as well as when we need to act in order to prevent. In 2005, Member States unanimously committed themselves to the responsibility to protect populations from the crime of genocide, war crimes, ethnic cleansing and crimes against humanity, commonly referred to as the responsibility to protect principle. I work collaboratively with the Special Adviser of the Secretary-General on the Responsibility to Protect and other departments, offices, programmes and agencies within the United Nations system to mobilize and build capacity to prevent these heinous crimes.

There is still much more that needs to be done to prevent atrocity crimes. We are failing more than we are succeeding. Alarmingly, we are seeing an increasing disregard for well-established norms of international law, including in relation to the protection of civilians in armed conflict, as well as a rise in expressions of hatred, intolerance, racism and xenophobia around the world. These developments illustrate the continued importance of a strong focus on atrocity prevention, a key function of the mandate of my Office.

Over the past 13 years, my Office has developed the technical expertise to advise Member States and regional and international organizations on integrating the prevention of atrocity crimes into their strategies and work. We have made some progress in institutionalizing atrocity prevention within the United Nations system, as well as at the regional and national levels in Africa, Europe and Latin America.

In 2020, my Office will accelerate its efforts to raise early warning signs, provide recommendations and advocate action when we see situations of concern. We will also leverage our work with institutions and organizations at the national, regional and international levels to build the capacity necessary to respond to the risk factors of these crimes and to build resilient and inclusive societies.

(Signed) Adama Dieng

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

Overall orientation

Mandates and background

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

Alignment with the Charter of the United Nations and the Sustainable Development Goals

32. The mandate of the Office guides it in producing the respective deliverables, which contribute to the attainment of the objective. The objective of the Office is aligned with the Organization's purpose

to maintain international peace and security, 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 a number of Sustainable Development Goals, as reflected in paragraphs 49 and 50.

Recent developments

33. In 2018, the Office continued its consistent and timely collection and assessment of information on developments worldwide in order to alert the Secretary-General and, through him, the Security Council, as well as the broader United Nations system, to situations in which there is a potential risk of genocide, war crimes, ethnic cleansing and crimes against humanity. The collection and assessment of information was based on the Framework of Analysis for Atrocity Crimes developed by the Office ([A/70/741-S/2016/71](#)), which was based on a review of applicable international law and jurisprudence.
34. In 2018, six Member States and three regional organizations facilitated visits by the Special Adviser on the Prevention of Genocide on matters related to his mandate. During the same period, the Special Adviser submitted six advisory notes to the Secretary-General on country, regional and thematic developments relevant to the prevention of genocide, war crimes and crimes against humanity, with recommendations for preventive action. Upon request, the Special Adviser also briefed the Human Rights Council on developments relevant to his mandate.
35. The Special Adviser on the Prevention of Genocide continued to develop initiatives in response to specific global risks. In 2018, there was an increasing number of situations of concern reported to his Office, as described in paragraph 27 above. These developments have required the Office to intensify its monitoring, advocacy and engagement in new areas of priority. Requests for briefings or reports to the General Assembly and the Human Rights Council have not only provided additional avenues for the Office to raise its concerns and disseminate recommendations, but also increased demand on its capacities.
36. Requests by Member States and civil society organizations for training and technical assistance remained high. In 2018, the Office organized and provided training or technical assistance in Bangladesh, the Central African Republic, Colombia, Ecuador, Guatemala, Kenya, Mexico, Montenegro and the United Republic of Tanzania. Those activities were organized in cooperation with Member States, regional organizations, United Nations partners and civil society. Further training activities are planned in Africa, Asia, Europe, Latin America and the Middle East.
37. On 10 December 2018, an Arria formula meeting on “Raising effectiveness of atrocity crimes prevention: role of the United Nations Security Council and its Members” was organized by the Permanent Mission of Poland to the United Nations, in partnership with the Permanent Missions of Belgium, Côte d’Ivoire, Germany, Kuwait and Peru, and in cooperation with the Office of the Special Adviser on the Prevention of Genocide and the Office of Legal Affairs.
38. In 2018, the Office continued its political, institutional and operational development of the responsibility to protect principle, in accordance with the decision of the General Assembly, in its resolution [63/308](#), to continue its consideration of the responsibility to protect. The Assembly held a formal debate on the responsibility to protect on 25 June 2018, the first formal debate on the subject since 2009, following eight annual informal debates. The Special Adviser on the Responsibility to Protect oversaw the preparation of the tenth annual report of the Secretary-General, entitled “The responsibility to protect: from early warning to early action” ([A/72/884-S/2018/525](#)). The report, which was informed by consultations with Member States, regional organizations and civil society, contains reflections on ways in which early warning can be turned into effective early action to prevent genocide, war crimes, ethnic cleansing and crimes against humanity.
39. In response to a request of the Human Rights Council, in its resolution [33/19](#), the Special Adviser on the Prevention of Genocide and the Special Rapporteur on the promotion of truth, justice,

reparation and guarantees of non-recurrence presented to the Council a joint study on the contribution of transitional justice to the prevention of gross violations and abuses of human rights and serious violations of international humanitarian law, including genocide, war crimes, ethnic cleansing and crimes against humanity, and their recurrence ([A/HRC/37/65](#)). On 13 September 2018, the Special Adviser participated in a high-level panel discussion in the Council to commemorate the seventieth anniversary of the Convention on the Prevention and Punishment of the Crime of Genocide. On 14 September 2018, the Special Adviser held an interactive dialogue with the Council, pursuant to its resolution [37/26](#).

Strategy and external factors for 2020

40. In 2020, the Office will intensify its efforts in advocacy and providing recommendations on situations of concern. In addition, it is expected that the requests to the Office for training and technical assistance will remain high.
41. The Office will leverage its support to maximize its impact for monitoring, analysis and recommendations and will continue to respond to situations of concern as they arise, with a specific focus on new situations and emerging areas of concern. The Special Adviser on the Prevention of Genocide will continue to brief the Security Council, the Human Rights Council and other intergovernmental bodies, as well as regional organizations, when requested, with respect to training and technical assistance. The Office will focus its support on initiatives that are likely to have long-term and institutional impact. This will include working with regional and subregional organizations to develop the necessary early warning and prevention mechanisms. The Office will focus its capacity building engagement on areas that respond to critical needs. In this regard, focus will be placed on the implementation of the Plan of Action for Religious Leaders and Actors to Prevent Incitement to Violence that Could Lead to Atrocity Crimes, responding to the identified rise in expressions of hatred, intolerance, racism and xenophobia, as well as the increase in incitement to violence.
42. The Office expects to contribute more effectively to its planned results for 2020 as a result of United Nations reform of the peace and security pillar. For the Office, the reform will facilitate and streamline its engagement and create a more centralized system for engaging on situations of concern with geographical and thematic focal points. Doing so should enhance information collection and information-sharing in the context of analysis from field missions and regional offices in accordance with the early warning mandate of the Office.
43. With regard to the external factors, the overall plan for 2020 is based on the following planning assumptions:
 - (a) Continued commitment on the part of Member States, as well as the Security Council and other intergovernmental bodies, to engage with the Special Adviser on the Prevention of Genocide to advance the prevention of genocide and implement the responsibility to protect principle;
 - (b) Member States that are host to critical events are willing to engage with the Special Adviser and that there is active engagement of Member States and regional and other organizations to develop preventive capacity and take appropriate action for the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity.
44. The Office integrates a gender perspective in its operational activities, deliverables and results, as appropriate. In its monitoring and analysis, the Office will reflect gender dynamics, as relevant. In its capacity-building and workshops, the Office will strive for a minimum 30 per cent participation of women.
45. With regard to inter-agency coordination and liaison, the Special Adviser on the Prevention of Genocide will work in close collaboration with the United Nations Children's Fund, the United Nations Development Programme (UNDP), the United Nations Educational, Scientific and Cultural Organization and the Office of the United Nations High Commissioner for Refugees (UNHCR), in

particular in relation to the collection of information for early warning purposes, policy development and activities aimed at the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity.

46. In 2020, the Special Adviser on the Prevention of Genocide will cooperate with the Department of Peace Operations, the Office for the Coordination of Humanitarian Affairs, the Office of the United Nations High Commissioner for Human Rights (OHCHR) and the special procedures of the Human Rights Council, the Office of Legal Affairs, the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, the Office of the Special Representative of the Secretary-General on Violence against Children and the Office of the Special Representative of the Secretary-General for Children and Armed Conflict.

Evaluation activities

47. The following self-evaluation is planned for 2020: implementation of the delegation of authority for Department of Political and Peacebuilding Affairs-led special political missions.

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



1. Objective

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

2. Alignment with the Sustainable Development Goals

49. The objective is aligned with Sustainable Development Goal 5, which is to achieve gender equality and empower all women and girls. Progress towards the attainment of the objective will help to ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
50. The objective is aligned with Sustainable Development Goal 16, which is to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. Progress towards the attainment of the objective will help to significantly reduce all forms of violence and related death rates, end abuse, exploitation, trafficking and all forms of violence against and torture of children, and promote the rule of law at the national and international levels and ensure equal access to justice for all.

3. Highlighted result in 2018

Member States aware of risk of atrocity crimes

The Special Adviser on the Prevention of Genocide first visited the Central African Republic in December 2013 to verify reports of deliberate and targeted attacks against civilians on the basis of religion, both by ex-Séléka and anti-balaka elements. After the visit, the Special Adviser briefed the Security Council, highlighting the sectarian violence, widespread hatred and serious violations of human rights that, if not immediately prevented, could escalate into atrocity crimes. He called upon the international community to assume its collective responsibility to protect Central Africans from the risk of genocide, war crimes and crimes against humanity. Following the briefing, the Council adopted a resolution to strengthen the African-led International Support Mission in the Central African Republic, and the European Union deployed additional troops to the country to support the French troops (Sangaris force) to help to restore security and protect populations. The Special Adviser's advocacy and briefings on those elements relevant to his mandate informed the decision of the Council, which subsequently established the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) and the coordinated international response to the atrocities being committed in the Central African Republic.



The Special Adviser on an assessment mission in Bangassou, accompanied by the Minister of Defence for the Central African Republic. Source: MINUSCA

Since 2013, the Special Adviser on the Prevention of Genocide has carried out three follow-up visits to the Central African Republic and has continued to brief the Security Council, most recently in November 2017, which contributed to the adoption of a resolution increasing the military personnel of MINUSCA to enhance its capacity to protect the civilian population.

In 2018, the Special Adviser on the Prevention of Genocide continued to raise early warnings and to provide recommendations on situations in which there were risks of atrocity crimes. He highlighted the need to address the impunity gap that has existed in the country since sectarian violence erupted in 2013 between the ex-Séléka fighters, dominated by Muslims, and the anti-balaka, a Christian defence militia group. Accountability for past crimes is imperative to prevent their reoccurrence. The recommendations build on previous engagement by the Special Adviser, including through several official visits to the country and briefings to the Security Council.

Result and evidence

The deliverables contributed to the result, which is a focus by the national judicial bodies, including the Special Criminal Court, on addressing impunity issues in the country.

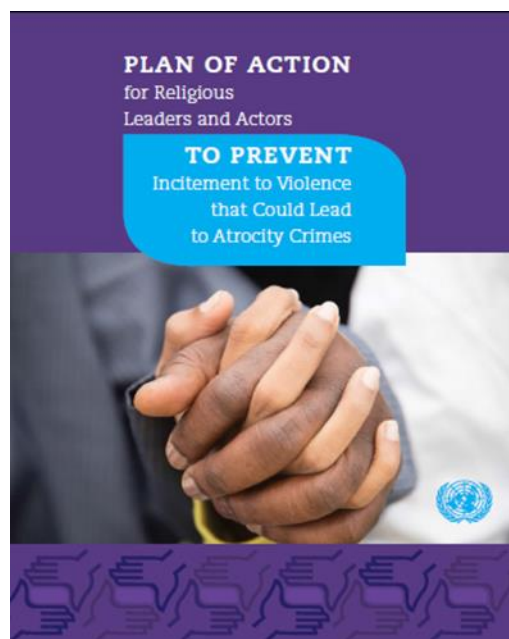
Evidence of the result includes the Government's strong collaboration with the national judicial (Special Criminal Court) and international judicial (International Criminal Court) bodies to hold perpetrators of atrocity crimes accountable. Towards the end of 2018 and early in 2019, two individuals were arrested and presented before the International Criminal Court. Evidence also includes the establishment in 2018 of a national committee on the prevention of genocide and other atrocity crimes. The national committee became operational early in 2019 and conducted community-level peace forums in six locations affected by the conflict in the country.

The result demonstrates progress made in 2018 towards the collective attainment of the objective.

Role of religious leaders in preventing incitement to violence that could lead to atrocity crimes

In 2018, the Office supported the implementation of the Plan of Action for Religious Leaders and Actors on Preventing Incitement to Violence that Could Lead to Atrocity Crimes. Raising awareness of and building capacity regarding the causes and dynamics of genocide, war crimes, ethnic cleansing and crimes against humanity, including how to prevent them, is a core part of the Office's function. This capacity-building is provided within the United Nations system, to Member States, to regional and subregional organizations and to civil society actors. The experience of the Office, from previous cases in which genocide, war crimes, ethnic cleansing and crimes against humanity have occurred, demonstrates that incitement to violence based on identity often plays a determining role in the commission of the crimes. On this basis, the Office identified a need to strengthen the capacity of relevant actors to prevent incitement to violence. Religious leaders and actors can play a particularly important role in influencing the behaviour of those who share their beliefs. Unfortunately, religion has sometimes been misused to justify incitement to violence, including incitement to genocide. With this in mind, the Office, from 2015 to 2017, facilitated the development of the Plan of Action through global consultations with religious leaders and policymakers. It sets out recommendations for religious leaders and other actors on how they can use their voices to prevent incitement to violence. It also includes recommendations for policymakers on how to support such efforts.

In 2018, the Special Adviser on the Prevention of Genocide hosted a global implementation meeting for the Plan of Action in Vienna, in which 126 religious leaders and actors from 46 countries and representatives of 53 Member States participated.



Result and evidence

The deliverables contributed to the result, which is an increased understanding and engagement by religious leaders and actors from all regions to work to prevent the incitement to violence.

Evidence of the result includes the commitment made by religious leaders and Member States at the Vienna meeting to implement the Plan of Action through the establishment of an international steering committee, regional steering committees and a road map for implementation, led by religious leaders and actors. The steering committees and the road map will support the implementation of the Plan of Action in specific countries in 2020.

The result demonstrates progress made in 2018 towards the collective attainment of the objective.

51. A planned result for 2018, which is increased capacity of the United Nations system, Member States, regional and subregional organizations to identify and prevent or mitigate the risk of genocide, war crimes, ethnic cleansing and crimes against humanity as a result of training and technical assistance provided by the Special Advisers, as referred to in the proposed budget for 2018, was achieved, as evidenced by the number of officials from the United Nations, Member States, regional and subregional organizations and civil society trained by the Office on the identification, analysis and management of information related to genocide, war crimes, ethnic cleansing and crimes against humanity, and the number of Member States and regional and subregional organizations that have received technical assistance from the Office of the Special Adviser on the Prevention of Genocide and taken steps to establish or strengthen national and regional initiatives or mechanisms for the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity.
52. A planned result for 2018, which is greater awareness of the causes and dynamics of genocide, war crimes, ethnic cleansing and crimes against humanity and the measures that could be taken to prevent or mitigate the risk of these crimes occurring, including in the context of the responsibility to protect principle, as referred to in the proposed budget for 2018, was achieved, as evidenced by the number of Member States and regional organizations that have requested or facilitated visits by the Special Adviser on the Prevention of Genocide on matters related to the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity, including their incitement, and the implementation of the responsibility to protect.

4. Highlighted planned result for 2020

Collecting information and identifying and communicating concern and recommendations

In 2018, the Office produced 20 advisory notes, briefings statements and policy documents on the basis of its monitoring and analysis that alerted the Secretary-General and, through him, the Security Council on situations in which there is a potential risk of genocide, war crimes, ethnic cleansing and crimes against humanity, and recommended courses of action to prevent such crimes.

Challenge and response

The challenge is the need to deliver robust analysis in an increasing number of new situations or areas of concern. In particular, the diminishing respect for international norms in armed conflict, shrinking democratic space and a rise in expressions of hatred, intolerance, racism and xenophobia have required the Office to increase its monitoring, analysis and advocacy in several new situations, including in regions that were previously not the focus of the Office, such as in Europe and North America.

In response, for 2020, the Office will increase and tailor its monitoring and analysis on situations of concern and increase its advocacy with Member States and regional organizations on preventing atrocity crimes, including their incitement.

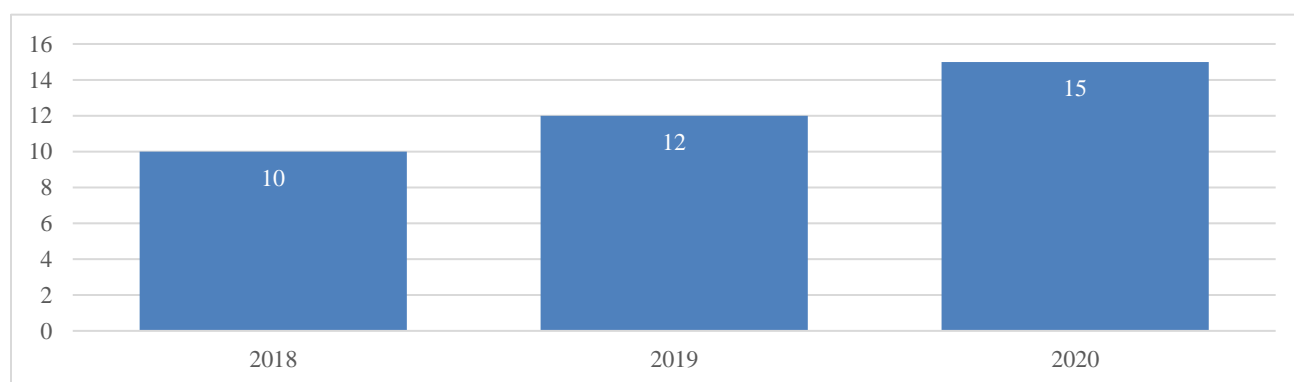
Result and evidence

The planned deliverables are expected to contribute to the result, which is greater awareness of Member States and regional and subregional organizations on situations in which there is a risk of genocide, war crimes, ethnic cleansing or crimes against humanity and of the measures that could be taken to prevent or mitigate the risk of such crimes occurring, on the basis of timely and relevant analysis and recommendations provided by the Special Advisers on the Prevention of Genocide and on the Responsibility to Protect.

Evidence of the result, if achieved, will include specific action taken by Member States and regional and subregional organizations to prevent or mitigate the risk of genocide, war crimes, ethnic cleansing or crimes against humanity, as shown in the figure, such as the ones identified above.

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

Performance measures: action taken by Member States, regional and subregional organizations to prevent or mitigate the risk of genocide, war crimes, ethnic cleansing or crimes against humanity



Raising awareness and developing capacities to prevent and respond to genocide, war crimes, ethnic cleansing and crimes against humanity, as well as their incitement

In 2018, the Office trained 377 representatives of Member States and regional and subregional organizations and 273 representatives of civil society, including media and religious leaders, on the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity, including their incitement.

Challenge and response

The challenge is an increase in the demand for the Office's expertise in technical assistance to set up early warning and prevention mechanisms, as well as training on the causes and dynamics of genocide, war crimes, ethnic cleansing and crimes against humanity and how these crimes can be prevented.

In response, for 2020, the Office will focus on capacity-building activities for strategic actors that can further disseminate or put into practice prevention work on atrocity crimes at the international, regional and national levels. In addition, the Office will focus a substantial part of its capacity-building efforts on the implementation of the Plan of Action for Religious Leaders and Actors to Prevent Incitement to Violence that Could Lead to Atrocity Crimes, responding to an identified need to address the increase in hate speech and incitement to violence globally.

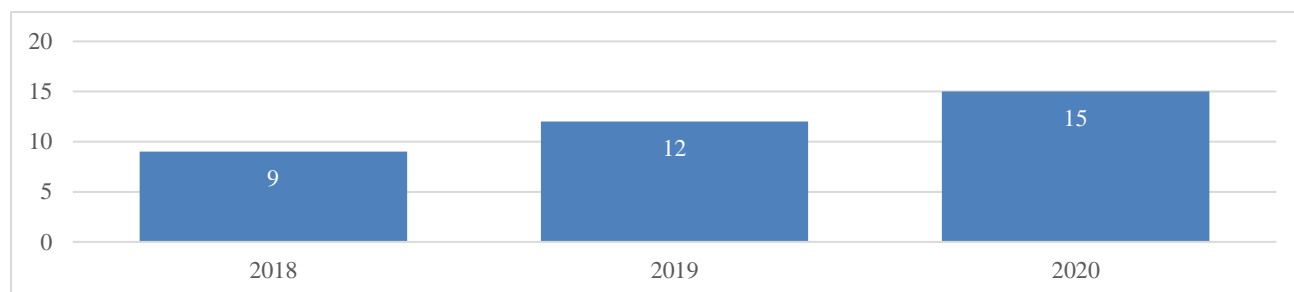
Result and evidence

The planned deliverables are expected to contribute to the result, which is an increased awareness and capacity of Member States, regional and subregional organizations and civil society of the causes and dynamics of genocide, war crimes, ethnic cleansing and crimes against humanity as a result of training and technical assistance provided by the Special Advisers on the Prevention of Genocide and on the Responsibility to Protect.

Evidence of the result, if achieved, will include the amount of follow-up action taken by Member States, regional and subregional organizations and civil society actors. The specific action taken includes the appointment of focal points, national action plans and early warning mechanisms, as shown in the figure.

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

Performance measures: action taken for the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity taken at the national, regional or international levels



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

5. Deliverables for the period 2018–2020

54. Table 5 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 5

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

	2018 planned	2018 actual	2019 planned	2020 planned
Quantified deliverables				
A. Facilitation of the intergovernmental process and expert bodies				
Parliamentary documentation (number of documents)	2	2	2	2
Substantive services for meetings (number of three-hour meetings)	4	7	4	4
B. Generation and transfer of knowledge				
Field and technical cooperation projects (number of projects)	3	3	3	3
Seminars, workshops and training events (number of days)	25	25	25	25
Publications (number of publications)	1	1		
Technical materials (number of materials)			2	2
Non-quantified deliverables				
C. Substantive deliverables				
Consultation, advice and advocacy				
Fact-finding, monitoring and investigation missions				
D. Communication deliverables				
Outreach programmes, special events and information materials				
External and media relations				
Digital platforms and multimedia content				

6. Most significant relative variances in deliverables

Variances between the actual and planned figures in 2018

55. The variance in substantive services for meetings was driven mainly by the number of meetings held by the General Assembly, owing to the Assembly's decision to include the responsibility to protect on its agenda (A/73/252), as well as Human Rights Council resolution 37/26 on the prevention of genocide, in which the Special Adviser on the Prevention of Genocide was requested to brief the Council.

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

Resource requirements (regular budget)

Table 6

Financial resources

(Thousands of United States dollars)

Category of expenditure	2018	2019	2020	Variance	
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	1 599.2	1 552.7	1 618.0	—	65.3
Operational costs	590.4	627.2	617.3	—	(9.9)
Total (net of staff assessment)	2 189.6	2 179.9	2 235.3	—	55.4

Table 7

Positions

	Professional and higher categories									General Service and related categories		National staff				
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/Security Services	General Service ^a	Total inter-national	National Professional Officer	Local level	United Nations Volunteers	Total
Approved 2019	1	1 ^b	—	—	1	3	2	—	8	—	2	10	—	—	—	10
Proposed 2020	1	1 ^b	—	—	1	3	2	—	8	—	2	10	—	—	—	10
Change	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—

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

^a Other level, unless otherwise specified.

^b The Assistant Secretary-General is on a \$1-a-year contract.

56. The proposed resource requirements for 2020 for the Office of the Special Adviser to the Secretary-General on the Prevention of Genocide amount to \$2,235,300 (net of staff assessment) and would provide for the salaries and common staff costs (\$1,618,000) for the continuation of 10 positions (1 Under-Secretary-General, 1 Assistant Secretary-General (on a \$1-a-year contract), 1 P-5, 3 P-4, 2 P-3 and 2 General Service), as well as operational costs (\$617,300) comprising costs for consultants and consulting services (\$50,500), official travel (\$347,300), facilities and infrastructure (\$160,300), ground transportation (\$3,600), communications and information technology (\$27,300) and other supplies, services and equipment (\$28,300).

57. In 2020, it is proposed that the number and levels of positions for the Office of the Special Adviser on the Prevention of Genocide remain unchanged. A vacancy rate of 5.0 per cent has been applied to the positions.
58. The variance (increase) between the resources proposed for 2020 and the approved budget for 2019 is attributable mainly to the higher percentage of common staff costs, based on recent expenditure patterns, offset in part by lower operational requirements for communications and information technology and support services.

Extrabudgetary resources

59. In 2019, extrabudgetary resources amounting to approximately \$1,895,000 are committed to provide mainly for the staff costs of three positions (1 P-4, 1 P-3 and 1 General Service), the Office's capacity-building and technical assistance programme and the preparation of the 2020 report of the Secretary-General on the responsibility to protect.
60. At this stage, there are no extrabudgetary resources projected for 2020. Nevertheless, any unutilized balance from 2019 would be carried over to 2020 to support the continuation of the position and initiatives.

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

(\$439,900)



Foreword

The initial round table on Western Sahara, held in Geneva in December 2018, followed what had been an intensive year of efforts on my own part and by partners that involved engagement with the parties and neighbouring States, Security Council members and other interested partners, including the Group of Friends on Western Sahara and the African Union and the European Union at the regional level.

As part of these efforts, from 23 June to 1 July 2018, I travelled to Algiers, Nouakchott, Rabouni and Rabat for political talks and then to Western Sahara. I wanted to see for myself what the situation was like and to have an honest exchange with the people living there in order to better understand their reality, their concerns and their aspirations for the future. I also sought to prepare the ground with both parties and neighbours for the resumption of talks.

I stayed in Western Sahara for three days and visited Laayoune, Smara and Dakhla. During my stay, I was overwhelmed by the enormous number of meeting requests that I received from people from all walks of life. Not surprisingly, they presented me with various views of the situation in the territory. On one issue, however, all my interlocutors agreed: the fact that the ongoing conflict and the legal uncertainty that it entails hinder foreign investment and constitute a huge impediment to the social and economic development of Western Sahara and the Maghreb at large. I was deeply impressed and moved by the many stories that I heard across the political divide about families that have lived apart for decades, about their sorrows and about their deep wish to be reunited.

On 5 and 6 December 2018, on my invitation, representatives of Morocco, the Frente Popular para la Liberación de Saguia el-Hamra y de Río de Oro, Algeria, and Mauritania came together in Geneva for an initial round-table meeting on Western Sahara, which marked the first time that the parties and neighbouring States had met face-to-face in six years as part of the political process. I was pleased by the very positive spirit and atmosphere, which allowed for an open and constructive discussion.

After having visited the territory and having met the people living there who deserve a better future, not least the young, I can say with conviction that a solution is urgently needed. I believe that a solution is possible if there is political will on all sides to find it, as well as the strong support of the international community. It is therefore my ambition in 2020 to build on the Geneva round table to create a process that will eventually lead to a mutually agreeable solution.

(Signed) Horst Köhler

Personal Envoy of the Secretary-General for Western Sahara

Overall orientation

Mandates and background

61. The Office of the Personal Envoy of the Secretary-General for Western Sahara is responsible for assisting the parties, Morocco and the Frente Popular para la Liberación de Saguía el-Hamra y de Río de Oro (Frente POLISARIO), in finding a just, lasting and mutually acceptable solution to the conflict, which will provide for the self-determination of the people of Western Sahara.
62. The mandate derives from the exchange of letters between the Secretary-General and the President of the Security Council dated 17 March 1997 (S/1997/236) and 25 May 2017 (S/2017/462), as well as from the priorities established in relevant Security Council resolutions. In its resolution 2440 (2018), the Council expressed its full support for the intention of the Secretary-General and his Personal Envoy to initiate a renewed negotiations process and called upon the parties to resume negotiations under the auspices of the Secretary-General without preconditions and in good faith.
63. At briefings by the Personal Envoy to the Security Council in August 2018 and January 2019, Council members recognized that there was a window of opportunity to resolve the long-standing conflict. The Personal Envoy intends to seize this opportunity in 2020 to advance progress towards a political solution.

Alignment with the Charter of the United Nations and the Sustainable Development Goals

64. The mandate of the Office guides it in producing the respective deliverables, which contribute to the attainment of the objective. The objective of the Office is aligned with the Organization's purpose to maintain international peace and security, 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 a number of Sustainable Development Goals, as reflected in paragraphs 76 and 77.

Recent developments

65. In 2018, the situation in Western Sahara remained, in general, calm. Young people living in the refugee camps in Tindouf, however, have become increasingly restless, and there was a growing risk of their turning to criminal activities or becoming radicalized.
66. As noted in paragraph 62 above, Security Council members recognized that there is a window of opportunity to resolve this long-standing conflict. In July 2018, at its thirty-first Ordinary Session, held in Nouakchott, the African Union, in its Decision 693 (XXXI), decided to establish a mechanism composed of the African Union troika at the Head of State level on Western Sahara in order to extend effective support to United Nations-led efforts.

Strategy and external factors for 2020

67. In 2020, the Personal Envoy intends to build on the momentum created throughout 2018 and 2019 to hold round-table meetings in Geneva or another suitable location.
68. The Personal Envoy will engage bilaterally with the parties to the conflict and the neighbouring States of Algeria and Mauritania. This will include visits to the region and meetings in New York and Berlin and other venues, as appropriate.

69. The Personal Envoy will consult with members of the Security Council and the Group of Friends on Western Sahara, both in their capitals and in New York, as well as with regional organizations, in particular the African Union and the European Union, to ensure ongoing support for his efforts.
70. With regard to the external factors, the overall plan for 2020 is based on the following planning assumptions:
 - (a) The continued willingness of the parties to meet for direct negotiations;
 - (b) The security situation will remain conducive to the Personal Envoy's objective for the region.
71. The Office integrates a gender perspective in its operational activities, deliverables and results, as appropriate. In order to strengthen women's participation in the political process, in his invitation to the parties, the Personal Envoy specifically requested delegations to include women participants at the initial round table in Geneva, and he will continue to do so for future negotiations. He will continue to meet women representatives from civil society in Western Sahara and the refugee camps near Tindouf to hear their views and to build on this engagement in the future.
72. With regard to cooperation with other entities, the Personal Envoy will continue to regularly brief the European Union and the African Union.
73. With regard to inter-agency coordination and liaison, the Personal Envoy will coordinate and liaise with UNHCR in respect of visits to the refugee camps and on confidence-building measures. The Office further maintains close contact with OHCHR in Geneva on issues related to the human rights situation in Western Sahara. The Personal Envoy will continue to receive support for his visits and information on developments in Western Sahara from the United Nations Mission for the Referendum in Western Sahara (MINURSO).

Evaluation activities

74. The following self-evaluations are planned for 2020:
 - (a) Self-evaluation of the implementation of the delegation of authority for Department of Political and Peacebuilding Affairs-led special political missions;
 - (b) Self-evaluation of the political process on Western Sahara, which will be undertaken in 2020.

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



1. Objective

75. The objective, to which this Office contributes, is to advance the parties' identification of a just, lasting and mutually acceptable solution, which will provide for the self-determination of the people of Western Sahara.

2. Alignment with the Sustainable Development Goals

76. The objective is aligned with Sustainable Development Goal 5, which is to achieve gender equality and empower all women and girls. Progress towards the attainment of the objective will help to ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
77. The objective is also aligned with Sustainable Development Goal 16, which is to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. Progress towards the attainment of the objective will help to reduce the risk of all forms of violence and related death rates.

3. Highlighted result in 2018

A new spirit and a new dynamic regarding Western Sahara

The last face-to-face meeting between the parties was held in March 2012, when the Personal Envoy convened the ninth round of informal consultations. The last formal negotiations had been held in 2008.

With the appointment of the former President of Germany, Horst Köhler, who took up his functions as Personal Envoy in September 2017, the United Nations initiated renewed efforts to address the long-standing conflict. In its resolution [2414 \(2018\)](#), the Security Council called for the resumption of negotiations in a new spirit and a new dynamic. In the same resolution, the Council renewed the mandate of MINURSO for six months and underscored the Council's desire to see progress made in the political process.

In this context, the Personal Envoy intensified his efforts, including bilateral engagement with the parties and neighbouring States, Security Council members, regional organizations and other relevant actors. He undertook a visit to the region from 23 June to 1 July 2018, which had two goals: to deepen the Personal Envoy's understanding of the situation in Western Sahara and to prepare the ground with both the parties and the neighbouring States for the resumption of talks. During the visit, he met high-level officials from the parties and the neighbouring States, as well as with a large and diverse number of representatives of civil society, including women's organizations.



The Personal Envoy Horst Köhler meets with women civil society representatives in Western Sahara. Source: Office of the Personal Envoy of the Secretary-General for Western Sahara

Encouraged by the open discussions held during his travel to the region, the Personal Envoy briefed the Security Council in August 2018, at which time he announced the intention to invite Morocco, the Frente Popular para la Liberación de Saguía el-Hamra y de Río de Oro, Algeria and Mauritania to an initial round-table meeting before the end of 2018. The round-table design was chosen to encourage open discussion and to provide a format for the neighbouring States to assume a greater role in the process and to overcome any reticence on the part of the parties to meet face to face.

The Personal Envoy convened the initial round-table meeting on Western Sahara on 5 and 6 December 2018 in Geneva, with participants from Morocco, the Frente Popular para la Liberación de Saguía el-Hamra y de Río de Oro, Algeria and Mauritania.

Result and evidence

The deliverables contributed to the result, which is the stock-taking by the parties of developments since the last round of negotiations, addressing regional issues and discussing the next steps in the political process on Western Sahara. Evidence of the result includes the issuance by the participants in a joint communiqué at the end of the round table, in which they agreed to a second round-table meeting, to be convened by the Personal Envoy, in the first quarter of 2019, with the expectation that the round-table meetings would continue in 2020.

The result demonstrates progress made in 2018 towards the collective attainment of the objective.

-
78. A planned result for 2018, which is progress towards the comprehensive settlement of the question of Western Sahara, as referred to in the estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council for 2018, was achieved, as evidenced by the Personal Envoy successfully convening a face-to-face meeting, as described above.

4. Highlighted planned result for 2020

Resumed process on Western Sahara

For more than six years, since March 2012, Morocco and the Frente Popular para la Liberación de Saguía el-Hamra y de Río de Oro did not engage in formal or informal political discussions under the auspices of the United Nations until the round-table meeting convened by the Personal Envoy in 2018. In keeping with the joint communiqué issued at the end of the first round-table meeting, in 2018, with the participation of the neighbouring States of Algeria and Mauritania, it is expected that the ongoing process will continue through to 2020.

Challenge and response

The challenge is for the Personal Envoy to support the resumption of a process, with a view to reaching a solution to the conflict that would provide for the self-determination of the people of Western Sahara. In response, for 2020, and in keeping with the 2018 joint communiqué, the Office will offer support to organize and provide substantive servicing to four round-table meetings annually, as well as bilateral consultations between the round-table meetings, including expertise in mediation and legal issues.

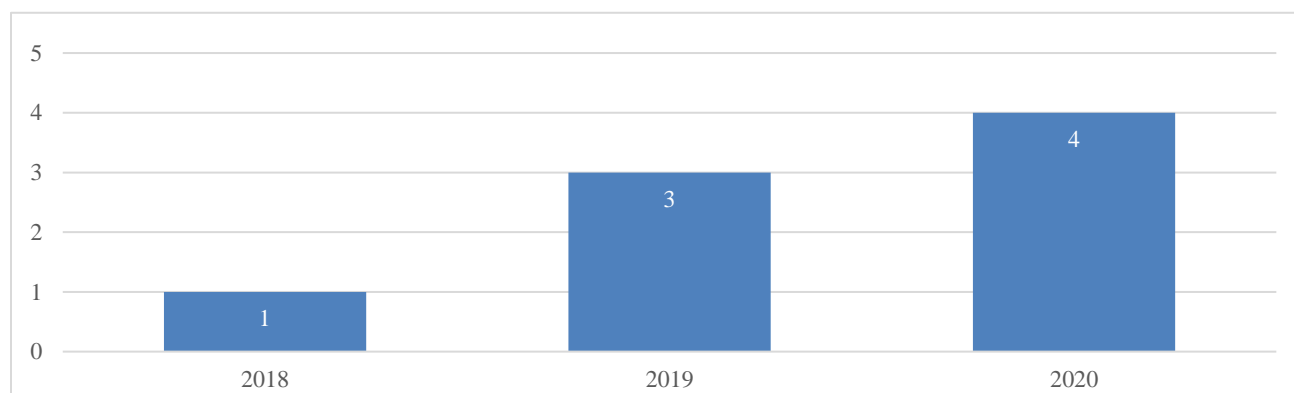
Result and evidence

The planned deliverable is expected to contribute to the result, which is progress towards the comprehensive settlement of the question of Western Sahara.

Evidence of the result, if achieved, will include the holding of four face-to-face meetings in 2020, as shown in the figure.

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

Performance measures: number of face-to-face negotiations on Western Sahara



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

5. Deliverables for the period 2018–2020

80. Table 8 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 8

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

	2018 planned	2018 actual	2019 planned	2020 planned
Quantified deliverables				
A. Facilitation of the intergovernmental process and expert bodies				
Parliamentary documentation (number of documents)	2	3	2	2
Substantive services for meetings (number of three-hour meetings)	1	2	2	2
Non-quantified deliverables				
C. Substantive deliverables				
Good offices				
Consultation, advice and advocacy				
Fact-finding, monitoring and investigation missions				

6. Most significant relative variances in deliverables

Variances between the actual and planned figures in 2018

81. The variance in parliamentary documentation and substantive services for meetings was driven by the request of the Security Council, in its resolution [2414 \(2018\)](#), to receive a report within 6 months, as opposed to 12 months – the customary practice in earlier periods – which had been assumed for budget planning purposes.
82. The variance in conference and secretariat services for meetings was driven by the initiative of the Personal Envoy for Western Sahara to convene the initial round-table meeting in Geneva, in December 2018, which was not previously planned, and which was welcomed by the Security Council in its resolution [2440 \(2018\)](#).

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

Resource requirements (regular budget)

Table 9

Financial resources

(Thousands of United States dollars)

Category of expenditure	2018	2019	2020	Variance	
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	107.1	230.1	219.4	—	(10.7)
Operational costs	135.3	220.5	220.5	—	—
Total (net of staff assessment)	242.4	450.6	439.9	—	(10.7)

Table 10

Positions

	Professional and higher categories									General Service and related categories		National staff				
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/Security Services	General Service	Total international	National Professional Officer	Local level	United Nations Volunteers	Total
Approved 2019	1 ^a	—	—	—	—	—	1	—	2	—	—	2	—	—	—	2
Proposed 2020	1 ^a	—	—	—	—	—	1	—	2	—	—	2	—	—	—	2
Change	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—

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

^a The Under-Secretary-General is on a when-actually-employed contract.

83. The proposed resource requirements for 2020 for the Personal Envoy of the Secretary-General for Western Sahara amount to \$439,900 (net of staff assessment) and would provide for the salaries and common staff costs (\$219,400) for the continuation of the two positions in the Office (1 Under-Secretary-General, on a when-actually-employed contract, and 1 P-3), as well as operational costs (\$220,500) comprising costs for consultants and consulting services (\$29,600), official travel (\$108,100), facilities and infrastructure (\$41,000), ground transportation (\$1,000), communications and information technology (\$10,100) and other supplies, services and equipment (\$30,700).
84. In 2020, it is proposed that the number and levels of the positions for the Personal Envoy remain unchanged. The positions of the Personal Envoy and the Political Affairs Officer would continue to be based in Berlin. A vacancy rate of 5.0 per cent has been applied to the positions.
85. The variance (decrease) between the resources proposed for 2020 and the approved budget for 2019 is attributable to reduced requirements under civilian personnel costs, based on recent expenditure patterns.

Extrabudgetary resources

86. Extrabudgetary resources in the estimated amount of \$542,600 are projected for 2019, which would be utilized to cover the salary costs of two positions, that is, one Senior Political Affairs Officer (P-5) and one Political Affairs Officer (P-3), and operational costs, including travel, to support the Office. Any unutilized balance for 2019 would be utilized in 2020 in support of the Office. Additional extrabudgetary resources may be mobilized to continue to support the Office in 2020.

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

(\$397,200)

Overall orientation

Mandates and background

87. On 14 December 2004, the Secretary-General appointed the Special Envoy for the implementation of Security Council resolution 1559 (2004) to enable him to report to the Council every six months on the implementation of the Council resolution, as requested by the Council in the statement by the President of the Security Council dated 19 October 2004 (S/PRST/2004/36). In carrying out this mandate, the Office of the Special Envoy of the Secretary-General for the implementation of Security Council resolution 1559 (2004) consults with political interlocutors in the Council, Lebanon and other Member States to prepare the reports of the Secretary-General.
88. The mandate derives from the priorities established in relevant Security Council resolutions and decisions, including Council resolution 1559 (2004). In addition, the Office has also worked towards strengthening the response by relevant Member States in the implementation of the remaining provisions of Council resolution 1680 (2006), as explained below.
89. In 2016, the Under-Secretary-General for Political Affairs was tasked by the Secretary-General with taking on the responsibility to report on the implementation of Security Council resolution 1559 (2004), an arrangement that has been maintained to date. In 2020, the Secretary-General could decide to maintain the present arrangement, nominate a new Special Envoy or avail himself of other options.
90. On 17 May 2006, in response to the third semi-annual report of the Secretary-General on the implementation of resolution 1559 (2004) (S/2006/248), the Security Council adopted resolution 1680 (2006), in which it reiterated its call for the full implementation of the provisions of Council resolution 1559 (2004). Through that resolution, the Council also strongly encouraged the Government of the Syrian Arab Republic “to respond positively to the request made by the Government of Lebanon, in line with the agreements of the Lebanese national dialogue, to delineate their common border, especially in those areas where the border was uncertain or disputed”.
91. On 11 August 2006, the Security Council adopted resolution 1701 (2006), in which it emphasized the importance of the extension of the control of the Government of Lebanon over all Lebanese territory in accordance with the provisions of resolutions 1559 (2004) and 1680 (2006), and of the relevant provisions of the Taif Accords. The Council requested the Secretary-General to develop, in liaison with relevant international actors and the parties concerned, proposals to implement the relevant provisions of the Taif Accords, and resolutions 1559 (2004) and 1680 (2006), including with respect to disarmament and the delineation of the international borders of Lebanon. It also requested the Secretary-General to report to the Council on a regular basis on the implementation of resolution 1701 (2006).
92. Since the adoption of Security Council resolution 1559 (2004), many of its provisions have now been implemented, as set out in the reports of the Secretary-General. This includes the complete withdrawal of Syrian forces deployed in Lebanon and the holding of presidential and parliamentary elections. On the other hand, the provision calling for the disbanding and disarmament of all Lebanese and non-Lebanese militias has not yet been implemented. From September 2008 to November 2010, Lebanese leaders engaged in a national dialogue, the main objective of which was to develop a national defence strategy that would address the issue of weapons outside the control of the State. Following the resumption of the national dialogue in June 2012 and the adoption by Lebanon of the policy of disassociation pursuant to the Baabda Declaration, the then President of Lebanon introduced a draft vision of the national defence strategy to national dialogue participants

for their consideration. The President held the last national dialogue session of his mandate on 5 May 2014. No sessions have been held since.

93. Furthermore, notwithstanding the decision taken in 2006 at the national dialogue and confirmed in subsequent sessions to disarm Palestinian militias outside the camps within a six-month period, no progress has been made in dismantling the military bases of the Popular Front for the Liberation of Palestine-General Command and Fatah al-Intifada in the country. In addition, violations of Lebanese sovereignty by Israel continue, including through its occupation of the northern part of the village of Ghajar and an area adjacent to it north of the Blue Line, in violation of Security Council resolutions [1559 \(2004\)](#) and [1701 \(2006\)](#). There has also been no progress in relation to the issue of the Shab'a farms area.

Alignment with the Charter of the United Nations and the Sustainable Development Goals

94. The mandate of the Office guides it in producing the respective deliverables, which contribute to the attainment of the objective. The objective of the Office is aligned with the Organization's purpose to maintain international peace and security, 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 a number of Sustainable Development Goals, as reflected in paragraphs 105 and 106.

Recent developments

95. In 2018, Lebanon continued its progress towards the full restoration of its institutions to their normal functioning by holding the first parliamentary elections in almost 10 years, on 6 May. On 31 January 2019, the Prime Minister announced the formation of the country's new Government, which gained a majority vote of confidence on 15 February. The international community showed high-level and sustained attention to Lebanon throughout the cycle of international conferences held in late 2017 through to early 2018.
96. The disarmament of Lebanese and non-Lebanese militias, in accordance with Security Council resolution [1559 \(2004\)](#), and the maintenance of weapons outside State authority remain a priority of the Council. As part of the efforts by the international community to support Lebanese institutions and contribute to the expansion of State authority, a ministerial meeting in support of the armed forces and internal security forces of Lebanon was held in Rome on 15 March 2018 under the auspices of the International Support Group for Lebanon and under the Chair of the United Nations and Italy, gathering together 40 countries and organizations. Participants at the meeting in Rome recalled relevant provisions of the Taif Accords and of Council resolutions [1559 \(2004\)](#), [1680 \(2006\)](#) and [1701 \(2006\)](#), including provisions that there be no weapons or authority in Lebanon other than those of the Lebanese State, no foreign forces in Lebanon without the consent of its Government and no sale or supply of arms-related materiel to Lebanon except as authorized by its Government. The Council reiterated these messages in a press statement dated 27 March 2018 (SC/13267).
97. The provision calling for the disbanding and disarming of all Lebanese and non-Lebanese militias was not implemented during 2018. The presence of Palestinian armed groups outside the camps continued. No progress was made in the implementation of the 2017 document entitled "A unified Lebanese vision for the Palestinian refugees affairs in Lebanon", in which the decisions taken at the national dialogue conference of 2006 were reiterated. Nevertheless, the Government of Lebanon recommitted itself over the course of 2018 to making progress on the development of a national defence strategy, including through statements by representatives of the highest levels of State authority. On 8 May 2018, the President stated that he would be calling for the parties to sit down and discuss implementing the Taif Accords and a national defence strategy. The Secretary-General, in his reports on the implementation of Security Council resolutions [1559 \(2004\)](#) and [1701 \(2006\)](#),

called upon the President to restart the national dialogue. He has also called upon Lebanon to implement those decisions that had previously been agreed upon through the national dialogue.

98. In 2018, there were no discussions or contact between Lebanon and the Syrian Arab Republic on the delineation of their common border pursuant to Security Council resolution [1680 \(2006\)](#).

Strategy and external factors for 2020

99. In 2020, the Office will, alongside other United Nations presences, maintain its efforts aimed at achieving a State monopoly over the possession and use of weapons and the use of force, including through the holding of a national dialogue to develop a national defence strategy as part of a Lebanese-led and Lebanese-owned process, in line with the country's international obligations. In particular, the Office will undertake structured and systematic consultations across the political spectrum surveying the positioning of actors vis-à-vis the maintenance of weapons outside State authority, including opportunities to develop a national defence strategy.
100. With regard to the external factors, the overall plan for 2020 is based on the following planning assumptions:
- (a) There is political stability and security in Lebanon;
 - (b) Hostilities in the region do not further affect Lebanon;
 - (c) There is political goodwill on the part of the parties concerned;
 - (d) The political goodwill of Member States has a positive influence on the parties concerned;
 - (e) There are no tensions between Lebanon and other States in the region.
101. The Office integrates a gender perspective in its operational activities, deliverables and results, as appropriate.
102. With regard to inter-agency coordination and liaison, the Office of the Special Envoy coordinates and works closely with the Office of the United Nations Special Coordinator for Lebanon, in particular in the process of developing the reports of the Secretary-General ahead of and during visits to Lebanon by the staff of the Office of the Special Envoy.

Evaluation activities

103. The following self-evaluation is planned for 2020: implementation of the delegation of authority for Department of Political and Peacebuilding Affairs-led special political missions.

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



1. Objective

104. The objective, to which the Office contributes, is to ensure full implementation of Security Council resolution [1559 \(2004\)](#) and all subsequent related decisions of the Security Council.

2. Alignment with the Sustainable Development Goals

105. The objective is aligned with Sustainable Development Goal 5, which is to achieve gender equality and empower all women and girls. Progress towards the attainment of the objective will help to ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
106. The objective is aligned with Sustainable Development Goal 16, which is to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. Progress towards the attainment of the objective will help to strengthen relevant national institutions, including through international cooperation, to build the capacity to prevent violence.

3. Highlighted result in 2018

Informed understanding of Security Council members in a timely and accurate manner

In 2018, the Office produced two biannual reports ([S/2018/480](#) and [S/2018/920](#)) of the Secretary-General to the Security Council. In the reports, the Secretary-General provided an overview of developments in Lebanon of direct relevance to Council resolution [1559 \(2004\)](#). The report addresses a number of key issues, such as the sovereignty, territorial integrity, unity and political independence of Lebanon, the extension of control of the Government of Lebanon over all Lebanese territory and the disbanding and disarmament of Lebanese and non-Lebanese militias.

Reporting in these categories, the Secretary-General informed the Security Council of political and security developments having taken place during the reporting period, violations of Lebanese sovereignty and the maintenance of weapons by Lebanese and non-Lebanese militias.



Security Council members voting on a resolution. Source: UN Photo

Result and evidence

The deliverables contributed to the result, which is the informed understanding of Security Council members, with regard to developments of relevance to the implementation of Security Council resolution [1559 \(2004\)](#), in a timely and accurate manner. Through [S/2018/480](#) in particular, Council members were able to get a timely update on the legislative elections of 6 May 2018.

Evidence of the result includes the discussions of the Security Council on the two biannual reports and briefings to the Council.

The result demonstrates progress made in 2018 towards the collective attainment of the objective.

107. A planned result for 2018, which is the stated intention by the Secretary-General to continue his efforts to encourage the relevant parties to make further progress towards the full implementation of Security Council resolution [1559 \(2004\)](#), was achieved as planned, as illustrated above.

4. Highlighted planned result for 2020

Informed Security Council deliberations through analytical reports of the Secretary-General

In 2018, no progress was made in addressing the maintenance of weapons outside State authority, including through the development of a national defence strategy by political actors.

Challenge and response

The challenge is that, without the formation of a Government, a national dialogue could not be convened as a forum through which to lead discussions on a national defence strategy. The Government was formed in January 2019.

In response, for 2020, the Office will undertake systematic consultations across the political spectrum surveying the positioning of actors vis-à-vis the maintenance of weapons outside State authority, including opportunities to develop a national defence strategy.

Result and evidence

The deliverables are expected to contribute to the result, which is informed Security Council deliberations on possible opportunities for Lebanon to make progress on the outstanding provisions of Security Council resolution [1559 \(2004\)](#).

Evidence of the result, if achieved, will include discussions of the Security Council on two biannual reports on the implementation of Council resolution [1559 \(2004\)](#), including with regard to any progress made in addressing the maintenance of weapons outside State authority or opportunities to develop a national defence strategy.

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

Performance measures

2018	2019	2020
Discussions on the two biannual reports, which do not reflect the outcome of consultations on actors' positions vis-à-vis the maintenance of weapons outside State authority	Discussions on the two biannual reports, which do not reflect the outcome of consultations on actors' positions vis-à-vis the maintenance of weapons outside State authority	Discussions on the two biannual reports, which begin to reflect the outcome of systematic consultations surveying the positions of actors vis-à-vis the maintenance of weapons outside State authority

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

5. Deliverables for the period 2018–2020

109. Table 11 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 11

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

Category	2018 planned	2018 actual	2019 planned	2020 planned
Quantified deliverables				
A. Facilitation of the intergovernmental process and expert bodies				
Parliamentary documentation (number of documents)	2	2	2	2
Non-quantified deliverables				
C. Substantive deliverables				
Consultation, advice and advocacy				

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

Resource requirements (regular budget)

Table 12

Financial resources

(Thousands of United States dollars)

Category of expenditure	2018	2019	2020	Variance	
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	–	–	–	–	–
Civilian personnel costs	278.4	266.1	303.0	–	36.9
Operational costs	41.2	95.1	94.2	–	(0.9)
Total (net of staff assessment)	319.6	361.2	397.2	–	36.0

Table 13

Positions

	Professional and higher categories									General Service and related categories		National staff				
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/Security Services	General Service ^a	Total inter-national	National Professional Officer	Local level	United Nations Volunteers	Total
Approved 2019	1 ^b	–	–	–	–	1	–	–	2	–	1	3	–	–	–	3
Proposed 2020	1 ^b	–	–	–	–	1	–	–	2	–	1	3	–	–	–	3
Change	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–

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

^a Other level, unless otherwise specified.

^b The Under-Secretary-General is on a \$1-a-year contract.

110. The proposed resource requirements for 2020 for the Office of the Special Envoy of the Secretary-General for the implementation of Security Council resolution [1559 \(2004\)](#) amount to \$397,200 (net of staff assessment) and provide for salaries and common staff costs (\$303,000) for the continuation of the three positions (1 Under-Secretary-General, 1 P-4 and 1 General Service), as well as operational costs (\$94,200) comprising costs for official travel (\$48,400), facilities and infrastructure (\$32,300), ground transportation (\$2,000), communications and information technology (\$9,500) and other supplies, services and equipment (\$2,000).
111. In 2020, it is proposed that the number and level of positions for the Office remain unchanged. A vacancy rate of 5.0 per cent has been applied to the positions.
112. The variance (increase) between the resources proposed for 2020 and the approved budget for 2019 is attributable to the higher percentage of common staff costs, based on recent expenditure patterns.

Extrabudgetary resources

113. No extrabudgetary resources were available in 2019 or are projected in 2020 for the Special Envoy.

5. United Nations Representative to the Geneva International Discussions

(\$2,236,700)



Foreword

Following my appointment on 6 July 2018 as the first woman to hold such a position in the Geneva international discussions during its 10-year history, I will use my experience of more than three decades in the United Nations Development Programme to help the processes of revitalizing this unique mechanism in line with the call of the Secretary-General for new dynamism in the discussions and all other ongoing peace processes in Europe. The discussions continue to play a critical role in supporting efforts to prevent incidents and promote regional peace and stability for the benefit of the people of the South Caucasus region. I have heard this emphasized repeatedly by all participants and relevant stakeholders in the discussions, as well as by ordinary people whom I had the opportunity to meet during my regular visits to the region. After four months of full-time engagement in mediation and conflict prevention processes, I have found that the mediation strategies of the United Nations and its partners continue to be important to the peace process in the region.

In October 2018, during the forty-fifth round of meetings of the Geneva international discussions, I was heartened to note that all participants underlined the continued value of the discussions and the Gali and Ergneti Incident Prevention and Response Mechanisms for Abkhazia and South Ossetia, respectively, to help to prevent renewed hostilities and to act as early warning mechanisms, and their continued value as important platforms for dialogue and, to a certain extent, for confidence-building and possible peacebuilding measures. During bilateral exchanges with the discussion and Mechanism participants, and notwithstanding sharp differences over aspects of their agendas, they all underlined their enduring support for continued dialogue. As the United Nations co-Chair of the discussions, with my fellow European Union and Organization for Security and Cooperation in Europe co-Chairs, I rely on this continued goodwill and commitment to helping to advance issues being addressed through the discussions and the Mechanisms in the coming year, with the purpose of more reinvigorated and results-oriented discussions. Given the complexity and political sensitivity of the issues involved, the process has not always been smooth.

The suspension of the Gali Incident Prevention and Response Mechanism, chaired by the United Nations since June 2018, has remained one of the challenges that the United Nations was dealing with. Since it was established in July 2009, this early warning and response mechanism has proved its practical value to all involved, most of all for the ordinary people who live on both sides of the dividing line. While working to resume the regular functioning of the Gali Mechanism without delay, my Office and I continue to engage with the relevant stakeholders to ensure a de-escalation of tensions, the sharing of information and the prevention of possible incidents on the ground. To that end, the regular work of the hotline has been important. These efforts will continue until meetings are resumed – in the near future, it is hoped. Since I assumed office, I have focused on bringing the women and peace and security agenda to the Geneva international discussions. It was my pleasure to note the enthusiasm of all involved to continue to work on the agenda.

In 2020, my Office, in close partnership with the other co-Chairs, will step up ongoing efforts to help to preserve and revitalize the Geneva international discussions and the Incident Prevention and Response Mechanisms as result-oriented platforms for dialogue and conflict prevention, with the ultimate goal of ensuring the transition of the discussions from a conflict management to a conflict resolution process.

(Signed) Cihan **Sultanoglu**

United Nations Representative to the Geneva International Discussions

Overall orientation

Mandates and background

114. The Office of the United Nations Representative to the Geneva International Discussions is mandated to support the discussions and the joint Incident Prevention and Response Mechanism through facilitating participation in the international discussions in Geneva and in the Mechanism and liaising and coordinating with the relevant actors. The Office is also responsible for preparing, convening and facilitating the periodic meetings of the Mechanism.
115. The United Nations has continued to support the Geneva international discussions on security and stability and the return of internally displaced persons and refugees, which commenced on 15 October 2008 in Geneva in accordance with the six-point agreement of 12 August 2008 and the implementing measures of 8 September 2008, following the hostilities of August 2008 ([S/2009/254](#)). In its resolution [1866 \(2009\)](#), the Security Council welcomed the beginning of the discussions and requested the Secretary-General, through his Special Representative, to continue to fully support the process.

Alignment with the Charter of the United Nations and the Sustainable Development Goals

116. The mandate of the Office guides it in producing the respective deliverables, which contribute to the attainment of the objective. The objective of the Office is aligned with the Organization's purpose to maintain international peace and security, 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 a number of Sustainable Development Goals, as reflected in paragraphs 132 and 133.

Recent developments

117. The recent developments in the South Caucasus and wider region, as well as the worsening geopolitical tensions, have contributed to the lack of progress made in the Geneva international discussions.
118. A milestone was reached for the United Nations Representative in October 2018, when the Geneva international discussions marked the tenth anniversary since their commencement. To date, the United Nations, the European Union and the Organization for Security and Cooperation in Europe (OSCE), as co-Chairs of the discussions, have convened 46 rounds of discussions. In the past 10 years the security situation on the ground has remained, in general, calm and stable, without the resumption of hostilities, which underlines the contribution of the discussions to overall peace and security in the region.
119. Regular March, June, October and December rounds of the Geneva international discussions were held in 2018. There has, however, not been tangible progress made on the main issues on the agenda of the discussions, which are achieving a non-use of force agreement and the issue of internally displaced persons and refugees.
120. In addition, several events throughout 2018 directly or indirectly affected the work of the Geneva international discussions. These included the controversy surrounding the detention and deaths of three Georgian citizens with alleged involvement of the breakaway Abkhaz and South Ossetian "authorities", as well as the changes in government and presidential elections in Georgia.
121. To enhance the quality of substantive discussions, the co-Chairs organized two information sessions for participants in the Geneva international discussions, in June and December 2018. The sessions,

facilitated by OSCE and United Nations experts, focused on sharing international practices and lessons learned on principles and practices in conflict-related processes and on women and peace and security. At the most recent, forty-seventh round of discussions, held on 3 April 2019, the co-Chairs organized an information session on the non-use of force concept and corresponding implementation measures, which was facilitated by a United Nations expert.

Strategy and external factors for 2020

122. In 2020, the Office, in close partnership with the other co-Chairs, will step up ongoing efforts to help to preserve and revitalize the Geneva international discussions and the joint Incident Prevention and Response Mechanisms as result-oriented platforms for dialogue and conflict prevention, with the ultimate goal of ensuring the transition of the discussions from a conflict management to a conflict resolution process. Emphasis will be placed on central issues such as the non-use of force/international security arrangement discussions and progress in addressing the issues of internally displaced persons and refugees.
123. To deliver its mandate, the United Nations Representative adopts a proactive approach to ensure close and regular coordination and information-sharing among the Geneva international discussions co-Chairs and their teams. The Office will work on developing short- and medium-term strategies and approaches to engender meaningful and results-oriented negotiations, taking a lead role individually and jointly on specific issues to leverage strengths, networks and relations, as well as organizational mandates. The Office will also work to ensure more effective coordination and cooperation among peace and security-related and humanitarian areas of the work of the discussions. Focal points on women and peace and security will promote the role of women in peacebuilding.
124. The Office will continue to undertake intensive bilateral consultations with the Gali Incident Prevention and Response Mechanism participants and the relevant stakeholders to ensure the full resumption of the regular functioning of the that Mechanism without delay. The headquarters of the three organizations that serve as co-Chairs will also engage with their counterparts among the participants, as needed.
125. With regard to the external factors, the overall plan for 2020 is based on the following planning assumptions:
 - (a) All stakeholders will continue to support the international discussions in Geneva and the joint Incident Prevention and Response Mechanism and the continued engagement of the United Nations;
 - (b) All relevant stakeholders and participants in the Geneva international discussions will continue to support efforts to help to revitalize the Discussions and enhance their effectiveness;
 - (c) The three organizations that serve as co-Chairs will continue to collaborate closely to fulfil the mandate of the discussions.
126. In coordination with the Department of Political and Peacebuilding Affairs, the United Nations Representative has been engaged in raising gender and women and peace and security-related awareness during the rounds of the Geneva international discussions. At the forty-sixth round, on 11 December 2018, the United Nations Representative organized and facilitated an information session by two experts who made presentations on international practices and lessons learned related to women and peace and security, including from the mediation processes in Colombia, the Syrian Arab Republic and Yemen. The information session was very well received by all the attending participants. As a follow-up, the United Nations Representative and her Office will organize further interaction between the discussions co-Chairs and the civil society actors involved in women and peace and security issues during their regular visits on the ground. In addition, the Office selected a focal point to ensure adequate follow-up on this issue going forward.
127. The Office integrates a gender perspective in its operational activities, deliverables and results, as appropriate. In close cooperation with the United Nations country team, the United Nations

Representative was engaged in the advocacy of gender equality and the importance of women's participation in the peace process and their direct involvement in the development programmes and implementation processes.

128. With regard to cooperation with other entities, the Office will also maintain close contact with officials of the European Union and its monitoring mission in Georgia and with OSCE officials.
129. With regard to inter-agency coordination and liaison, the Office will continue to cooperate closely with the United Nations agencies, funds and programmes, such as the office of the resident coordinator, UNHCR, UNDP, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and other actors so as to coordinate and strengthen the role and contribution of the United Nations in the framework of the Geneva international discussions and the Gali Incident Prevention and Response Mechanism.

Evaluation activities

130. The following self-evaluations are planned for 2020:
 - (a) Implementation of the delegation of authority for Department of Political and Peacebuilding Affairs-led special political missions;
 - (b) The United Nations Representative plans to conduct at least one internal self-evaluation on its strategic and operational approaches;
 - (c) The United Nations Representative plans to conduct a joint strategic self-evaluation of the Geneva international discussions process with the European Union and OSCE co-Chairs to examine and correct, if necessary, the revitalization process.

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



1. Objective

131. The objective, to which this Office contributes, is to advance the main Geneva international discussions agenda items, including the non-use of force and addressing the issue of internally displaced persons and refugees, in the context of the discussions and the joint Gali Incident Prevention and Response Mechanism.

2. Alignment with the Sustainable Development Goals

132. The objective is aligned with Sustainable Development Goal 5, which is to achieve gender equality and empower all women and girls. Progress towards the attainment of the objective will help to ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
133. The objective is aligned with Sustainable Development Goal 16, which is to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. Progress towards the attainment of the objective will help to reduce all forms of violence and related deaths, and to ensure responsive, inclusive, participatory and representative decision-making at all levels.

3. Highlighted result in 2018

Continued preservation of the overall relative calm and stable situation in the area of responsibility of the Gali Incident Prevention and Response Mechanism

A milestone for the United Nations Representative was achieved in October 2018, when the Geneva international discussions marked the tenth anniversary of their commencement. Since then, the United Nations and its co-Chairs (the European Union and OSCE) have jointly convened 47 rounds, in which all participants have taken part.

In 2018, a key challenge in the fulfilment of the mandate of the United Nations Representative has been the de facto suspension of the Gali Incident Prevention and Response Mechanism since June due to disagreement among the parties over the meeting agenda.

Notwithstanding this challenge, the Office continued to fulfil the core preventive functions of the Gali Incident Prevention and Response Mechanism through regular shuttle diplomacy among the relevant participants and the maintenance of the hotline to resolve any urgent issues that may arise. This was done simultaneously through ongoing efforts by the Office, in particular by the United Nations Representative, to restart the work of the Gali Mechanism without further delay.



Forty-fifth round of the Geneva international discussions, held on 10 October 2018. Source: United Nations Office at Geneva

Result and evidence

The deliverable contributed to the result, which is the continued preservation of the overall relative calm and stable situation in the area of responsibility of the Gali Incident Prevention and Response Mechanism.

Evidence of the result includes the absence of serious incidents along the dividing line and the facilitation of the release of 19 irregular migrants and asylum seekers. The issue of the asylum seekers was discussed at several meetings of the Gali Incident Prevention and Response Mechanism prior to being halted, in which the United Nations Representative advocated their early release and transfer back to Tbilisi-controlled territory. The Office engaged in direct dialogue with the relevant actors and stakeholders, which resulted in the successful release of nine long-term detainees, all ethnic Georgians, from the Abkhaz detention facilities. This is viewed as one of the key achievements of the Office in 2018.

The result demonstrates progress made in 2018 towards the collective attainment of the objective.

134. A planned result for 2018, which is progress on the key agenda issues in Working Group I (on security and stability) and Working Group II (on humanitarian matters) of the Geneva international discussions, as referred to in the estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council for 2018, was achieved, as evidenced by the continued engagement of participants in the discussions in Working Groups I and II and by the release of the detainees, which is relevant to the work of the Working Group II. In addition, there was a better understanding of the positions of the parties on the issues discussed in Working Group I. The target of conducting four rounds of the discussions was achieved.

4. Highlighted planned result for 2020

Revitalizing the Geneva international discussions to achieve practical results

In 2018, notwithstanding strong commitments by all participants to preserve the Geneva international discussions process and to remain active, the process was unable to produce tangible progress on the core items of the discussions agenda that could become the basis for transforming the conflict dynamics and the process from conflict management to conflict resolution.

Challenge and response

In 2018, an identified challenge was the need to leverage the good offices to ensure sufficient political will among participants to move from maximalist negotiating positions to a more flexible approach focusing on dialogue and compromise, with the aim of making progress on key substantive issues of the Geneva international discussions agenda, including the non-use of force and the issues related to internally displaced persons and refugees.

In response, for 2020, the Office plans to step up its efforts to engage the other co-Chairs and all participants to help to revitalize the work of the Geneva international discussions through greater senior-level engagement to generate the necessary political will among all involved. The Office also plans to use the information sessions more strategically, with a view to sharing international practices and lessons learned, which may help to make greater progress on the discussions agenda, the issue of the non-use of force and the issues related to internally displaced persons and refugees. Furthermore, the Office plans to promote greater bilateral engagement and dialogue among the participants in the discussions and the Gali Incident Prevention and Response Mechanism.

Result and evidence

The planned deliverable is expected to contribute to the result, which is more result-oriented discussions on the substantive issues of the Geneva international discussions, such as the non-use of force and the issues related to internally displaced persons and refugees. With regard to the non-use of force, the planned result will be to elaborate on the specific aspects of this discussions agenda item and its implementation on the ground. With respect to the agenda item related to internally displaced persons and refugees, the planned result is expected to break the deadlock on the issue and to enable more productive discussions on sustainable solutions regarding internally displaced persons and refugees.

Evidence of the result, if achieved, will include agreement reached on substantive issues, including the non-use of force, improving the lives of internally displaced persons and refugees and facilitating greater freedom of movement across the dividing lines.

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

Performance measures

2018	2019	2020
Absence of serious incidents along the dividing line; discussions are held on Geneva international discussions issues	More result-oriented discussions on the substantive Geneva international discussions issues, such as the non-use of force and the issues related to internally displaced persons and refugees, including with the support of the dedicated expert-level information sessions	Greater progress achieved on the substantive issues of the Geneva international discussions agenda, such as reaching an agreement on the non-use of force and on improving the lives of internally displaced persons and facilitating greater freedom of movement across the dividing lines

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

5. Deliverables for the period 2018–2020

136. Table 14 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 14

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

	2018 planned	2018 actual	2019 planned	2020 planned
Quantified deliverables				
A. Facilitation of the intergovernmental process and expert bodies				
Substantive services for meetings (number of three-hour meetings)	16	10	16	16
B. Generation and transfer of knowledge				
Technical materials (number of materials)	2	2	2	2
Non-quantified deliverables				
C. Substantive deliverables				
Consultation, advice and advocacy				
D. Communication deliverables				
External and media relations				

6. Most significant relative variances in deliverables

Variances between the actual and planned figures in 2018

137. The variance in substantive services for meetings was driven mainly by the suspension of the meetings of the joint Incident Prevention and Response Mechanism, owing to disagreements among the participants on some agenda points.

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

Resource requirements (regular budget)

Table 15

Financial resources

(Thousands of United States dollars)

Category of expenditure	2018	2019	2020	Variance	
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5) = (3) – (2)
Military and police personnel costs	–	–	–	–	–
Civilian personnel costs	1 545.1	1 376.1	1 727.3	–	351.2
Operational costs	379.2	511.0	509.4	–	(1.6)
Total (net of staff assessment)	1 924.3	1 887.1	2 236.7	–	349.6

Table 16

Positions

	Professional and higher categories									General Service and related categories		Total inter-national	National staff			United Nations Volunteers	Total
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/Security Services	General Service ^a		National Professional Officer	Local level			
Approved 2018	–	1	–	–	1	2	2	–	6	–	1	7	–	–	–	–	7
Proposed 2019	–	1	–	–	1	2	2	–	6	–	1	7	–	–	–	–	7
Change	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–

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

^a Other level, unless otherwise specified.

138. The proposed resource requirements for 2020 for the United Nations Representative to the Geneva International Discussions amount to \$2,236,700 (net of staff assessment) and would provide for the salaries and common staff costs (\$1,727,300) for the continuation of seven positions based in Geneva (1 Assistant Secretary-General, 1 P-5, 2 P-4, 2 P-3 and 1 General Service), as well as for operational costs (\$509,400), comprising costs for consultants and consulting services (\$8,900), official travel (\$308,400), facilities and infrastructure (\$100,800), ground transportation (\$23,400), communications and information technology (\$35,900) and other supplies, services and equipment (\$32,000).
139. In 2020, while it is proposed that the number and levels of positions for the United Nations Representative remain unchanged, it is proposed that the position of Police Advisor (P-3) be

redeployed from the Office's headquarters in Geneva to Zugdidi, Georgia. A vacancy rate of 5.0 per cent has been applied to the positions.

140. The variance (increase) between the resources proposed for 2020 and the approved budget for 2019 is attributable to the higher percentage of common staff costs, based on recent expenditure patterns.

Extrabudgetary resources

141. No extrabudgetary resources were available in 2019 or are projected for 2020 for the Office.

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

(\$16,235,300)



Foreword

In October 2018, the Secretary-General asked me to provide good offices to bring about a peaceful solution to the conflict in the Syrian Arab Republic and to lead the efforts of the United Nations to implement the objectives set out in Security Council resolution [2254 \(2015\)](#). I would not have taken on this assignment, which I did at the outset of 2019, if I did not sincerely believe that the United Nations could make a real difference. I am aware of the enormity of the task and will spare no effort to try and succeed in my mission.

The conflict in the Syrian Arab Republic has been going on for eight years. It remains a tragedy for the Syrian people. It is a brutal and horrific war that has caused immense suffering to civilians and huge destruction in the country. It has seen fault lines within the country, the region and the world prevail rather than the will of the Syrian people, Syrian unity, regional stability and international cooperation.

Upon taking up my duty as the Special Envoy of the Secretary-General for Syria, I immediately engaged the Government of the Syrian Arab Republic and the opposition and consulted widely.

The risks of a further escalation of violence are great, and we must spare no effort to prevent that. Most important, however, it is time to build peace in the Syrian Arab Republic. Going forward, I intend to intensify my efforts and work towards a credible, genuine and representative political process and a renewed spirit of regional and international support for that process, in accordance with Security Council resolution [2254 \(2015\)](#). I will always consult broadly with all parties concerned, both within and outside the Syrian Arab Republic, including Syrian civil society and women representatives. I am honoured to be in the service of the Syrian people and their aspiration for peace. I am counting on your support while we continue on a path towards a comprehensive and lasting solution of this conflict.

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

Overall orientation

Mandates and background

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

Alignment with the Charter of the United Nations and the Sustainable Development Goals

145. The mandate of the Office guides it in producing the respective deliverables, which contribute to the attainment of the objective. The objective of the Office is aligned with the Organization's purpose to maintain international peace and security, 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 a number of Sustainable Development Goals, as reflected in paragraphs 158 and 159.

Recent developments

146. In 2018, the focus of the international community was on the need for civilian protection and progress towards a sustainable political solution to the conflict in the Syrian Arab Republic. With regard to the political track, the United Nations explored the possibility of establishing a constitutional committee as one element towards the full implementation of Security Council resolution [2254 \(2015\)](#). In relation to this, the then Special Envoy, Staffan de Mistura, convened a special round 9 meeting of the intra-Syrian talks, held in Vienna on 25 and 26 January 2018. Subject to agreements in Vienna, the United Nations participated in a meeting co-convened by the Islamic Republic of Iran, the Russian Federation and Turkey in Sochi, Russian Federation, on 29 and 30 January. That was followed by several summits and international high-level meetings convened in 2018 to try to advance the political process. Throughout 2018, the then Special Envoy and his Office exerted intensive diplomatic efforts, including consultations with the Government of the Syrian Arab Republic, the opposition and key Member States, including members of the Astana Group and the Small Group on Syria, to explore the possibility of establishing a constitutional committee that would be credible, inclusive and balanced and that would enjoy international legitimacy.
147. Violence and human suffering have increased in the Syrian Arab Republic, with military escalation by parties to the conflict increasing to an alarming extent in 2018. The civilian population has continued to bear the brunt of the conflict, including severe, constant and blatant violations of

international humanitarian law and human rights law. These include, in particular, indiscriminate attacks on civilians and civilian infrastructure, the ongoing use of chemical weapons, forced displacement, arbitrary detention, enforced disappearances and torture, including sexual exploitation and abuse and gender-based violence.

148. In 2018, the Syrian conflict, more than ever, posed a grave threat to regional and international peace and security. The conflict reached a point at which any major new military offensive by any party to the conflict risked direct confrontation between Member States. The creation of “de-escalation zones” in 2017, an intensification of the fight against the Islamic State of Iraq and the Levant and regional confrontation playing out in the Syrian conflict all demonstrate how military solutions alone cannot generate sustainable peace. These military interventions have led to the establishment of various zones of influence by external actors, risking a long-term, de facto partitioning of the country.

Strategy and external factors for 2020

149. In 2020, the Special Envoy will carry out his good offices functions, with guidance from the Secretary-General and in consultation with the Under-Secretary-General for Political and Peacebuilding Affairs, through convening and facilitating intra-Syrian talks in line with Security Council resolution [2254 \(2015\)](#) and related processes, while consulting broadly with domestic, regional and international stakeholders, including Syrian civil society and women representatives, to achieve a peaceful political solution to the conflict.
150. The Special Envoy will work with the States members of international groupings formed in support of a settlement to the conflict in the Syrian Arab Republic, all relevant Syrian parties and civil society organizations and entities of the United Nations, as well as international non-governmental organizations (NGOs) and other organizations, to end the violence and to support the sustained and unimpeded delivery of humanitarian assistance.
151. The Special Envoy will brief the General Assembly and the Security Council, as appropriate, to maintain international support for the Geneva process.
152. With regard to the external factors, the overall plan for 2020 is based on the following planning assumptions:
 - (a) All domestic, regional and international stakeholders cooperate with the Special Envoy;
 - (b) Notwithstanding United Nations efforts to resume peace negotiations among the parties, the security situation remains highly volatile in 2020, posing a grave threat to regional and international peace and security;
 - (c) The conflict will continue to severely affect civilians, especially women and children, prolonging the high levels of civilian casualties and other human rights violations. Lack of accountability for grave human rights violations will hamper genuine reconciliation among the parties.
153. The Office integrates a gender perspective in its operational activities, deliverables and results, as appropriate. The Special Envoy will enhance engagement with the Syrian Women’s Advisory Board and the Syrian parties at the intra-Syrian talks in order to increase the participation of women representatives in the political process and advocate having more women in leadership roles.
154. With regard to cooperation with other entities, in line with his mandate, the Special Envoy and his Office will continue to partner with donor countries and international NGOs to facilitate the work of the Civil Society Support Room and the Syrian Women’s Advisory Board.
155. With regard to inter-agency coordination and liaison, cooperation will continue with the agencies, funds and programmes of the United Nations operating in the Syrian Arab Republic and the region and with the resident coordinator and the United Nations country team in the Syrian Arab Republic through the Office of the Special Envoy in Damascus. In addition, agencies working in the Syrian

Arab Republic are represented within the headquarters of the Inter-Agency Task Force on the country, which ensures the coordination and coherence of United Nations political, humanitarian, human rights and other efforts in the country.

Evaluation activities

156. The following self-evaluations are planned for 2020:
- (a) Implementation of the delegation of authority for Department of Political and Peacebuilding Affairs-led special political missions;
 - (b) The Office plans to conduct at least one internal self-evaluation on its functioning and its internal processes.

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



1. Objective

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

2. Alignment with the Sustainable Development Goals

158. The objective is aligned with Sustainable Development Goal 5, which is to achieve gender equality and empower all women and girls. Progress towards the attainment of the objective will help to ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
159. The objective is also aligned with Sustainable Development Goal 16, which is to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. Progress towards the attainment of the objective will help to significantly reduce all forms of violence and related death rates in the country and ensure responsive, inclusive, participatory and representative decision-making at all levels.

3. Highlighted result in 2018

Strengthened international consensus regarding a new constitution as an initial element of a broader political process in the Syrian Arab Republic

By early 2018, following eight rounds of intra-Syrian talks held in Geneva, the international community was divided over a proposal to convene a meeting on constitutional issues. The Syrian parties in the talks were also divided. Establishing a process for drafting a new constitution is one of the agenda items of the political process, which also includes establishing credible and inclusive governance in the Syrian Arab Republic and paving the way for free and fair elections, including in the diaspora, under United Nations supervision. With these objectives, the Special Envoy convened a special round 9 meeting of the intra-Syrian talks in Vienna and identified key points upon which he assessed there to be no objection. On the basis of unambiguous agreements emerging from those talks, the Special Envoy attended the meeting on constitutional issues, held in Sochi, Russian Federation.



The Special Envoy of held consultations with the Ministers for Foreign Affairs of the Islamic Republic of Iran, the Russian Federation and Turkey in Geneva on 18 December 2018.
Source: UN Photo

Throughout 2018, the Special Envoy continued his efforts to explore the possibility of establishing a constitutional committee that would be genuinely credible, inclusive and balanced in order to enjoy United Nations and international legitimacy.

In order for a new constitution to be drafted, in accordance with Security Council resolution [2254 \(2015\)](#), a safe, calm and neutral environment must be established inside the Syrian Arab Republic. In connection to this, the Special Envoy supported efforts by the Russian Federation and Turkey to stabilize the situation in the Idlib de-escalation area in north-western Syrian Arab Republic. The Special Envoy also pressed for progress on full, safe and unhindered humanitarian access and on the issue of detainees, abductees and missing persons, and supported efforts to address concerns regarding housing, land and property.

Furthermore, the Special Envoy continued to engage Syrian civil society and women representatives. Throughout 2018, the Office held regular meetings with Syrian civil society organizations, the Syrian Women's Advisory Board and other civil society groups to ensure inclusivity and gender mainstreaming in the political process.

Result and evidence

The deliverables contributed to the result, which is the establishment of building blocks for the political process.

Evidence of the result includes the adoption of the final statement of the meeting held in Sochi, in which the participants supported 12 living intra-Syrian essential principles developed in the intra-Syrian talks, indicated the will to form a constitutional committee on the basis of the points that had been identified in the intra-Syrian talks and appealed for the good offices and facilitation of the Special Envoy to finalize and convene a constitutional committee under United Nations auspices in Geneva, as circulated as a document of the Security Council ([S/2018/121](#)).

Evidence of the result also includes the memorandum of understanding between the Russian Federation and Turkey on the stabilization of the situation in the Idlib de-escalation area in north-western Syrian Arab Republic. Evidence further includes the support of and constructive statements made by Member States and the active engagement by men and women of Syrian civil society through the Civil Society Support Room and the Syrian Women's Advisory Board.

The result demonstrates progress made in 2018 towards the collective attainment of the objective.

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160. The planned result for 2018, namely, progress towards an inclusive Syrian-led political process in a safe environment that provides for a political transition and aims to address effectively the legitimate aspirations and concerns of the Syrian people, as referred to in the estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council for 2018, was achieved, as evidenced by the number of meetings held with representatives of the Government of the Syrian Arab Republic and the opposition, and the active engagement of key Member States and other actors.

4. Highlighted planned result for 2020

Advancement of the implementation of the road map as outlined for advancing the political process in the Syrian Arab Republic

In 2018, efforts were made to make progress in achieving an inclusive and credible political process in a safe environment that provides for a political transition and that is intended to address effectively the legitimate aspirations and concerns of the Syrian people.

Challenge and response

The challenge is to expand support for the development and emplacement of key elements of the political process, as requested by Member States, including the establishment of a balanced, inclusive and credible constitutional committee in accordance with Security Council resolution [2254 \(2015\)](#).

In response, for 2020, the Special Envoy will strengthen international support for the Geneva process and focus his good offices work to build consensus and advance the implementation of the political process in line with Security Council resolutions, including [2254 \(2015\)](#). In particular, the Special Envoy will seek to deepen a sustained dialogue with the Government of the Syrian Arab Republic and the opposition on building trust and confidence towards a safe, calm and neutral environment; to see concrete action taken on detainees, abductees and missing persons; to engage a wide range of Syrians, especially women, and involve them in the process; to convene a credible, balanced and inclusive constitutional committee as soon as possible; and to help the international parties to deepen their own dialogue towards the common purpose of a credible and sustainable political settlement of the Syrian conflict that can enjoy international legitimacy.

Result and evidence

The planned deliverables are expected to contribute to the result, which is progress towards an inclusive political process in a safe, calm and neutral environment that is intended to address effectively the legitimate aspirations and concerns of the Syrian people, progress towards the cessation of violence and improved access for humanitarian assistance to people most in need, and progress towards an improvement in the human rights situation.

Evidence of the result, if achieved, will include specific steps taken towards the implementation of the road map as outlined in Security Council resolution [2254 \(2015\)](#) for the political process in the Syrian Arab Republic. This will include credible negotiations among the Syrian parties and the Special Envoy, a reduction in violence and improved conditions on the ground, and continued support from the international community.

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

Performance measures

2018	2019	2020
Strengthened international consensus regarding a new constitution, in accordance with Security Council resolution 2254 (2015) , as an initial element of a broader political process in the Syrian Arab Republic	Discussions on key elements of the political process in the Syrian Arab Republic	Steps taken towards the implementation of the road map as outlined in resolution 2254 (2015) for the political process in the Syrian Arab Republic

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

5. Deliverables for the period 2018–2020

162. Table 17 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 17
Deliverables for the period 2018–2020, by category and subcategory

	2018 planned	2018 actual	2019 planned	2020 planned
Quantified deliverables				
A. Facilitation of the intergovernmental process and expert bodies				
Substantive services for meetings (number of three-hour meetings)	116	89	64	64
B. Generation and transfer of knowledge				
Seminars, workshops and training events (number of days)	8	10	8	8
Non-quantified deliverables				
C. Substantive deliverables				
Good offices				
Consultation, advice and advocacy				
D. Communication deliverables				
External and media relations				

6. Most significant relative variances in deliverables

Variances between the actual and planned figures in 2018

163. The variance in substantive services for meetings was driven mainly by the reduction in the number of meetings of the Task Force on the Ceasefire and the Task Force on Humanitarian Access of the International Syria Support Group, owing to the change from a weekly to biweekly meeting schedule. The reduced number of meetings of the Task Force on the Ceasefire is also due to the decrease in military activity on the ground. The reduced number of meetings of the Task Force on Humanitarian Access results from a decision of the members of the Support Group. Both Task Forces held additional ad hoc meetings, as the situation on the ground required.
164. The variance in seminars, workshops and training events was driven mainly by the need to rotate and expand the Syrian Women's Advisory Board with the addition of seven members. In total, there were seven meetings of the Advisory Board and three meetings of the Civil Society Support Room to engage all Syrian stakeholders on topics relating to the political process.

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

Resource requirements (regular budget)

Table 18
Financial resources
 (Thousands of United States dollars)

Category of expenditure	2018	2019	2020		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	8 253.1	8 372.8	8 654.2	—	281.4
Operational costs	6 698.3	7 827.4	7 581.1	—	(246.3)
Total (net of staff assessment)	14 951.4	16 200.2	16 235.3	—	35.1

Table 19
Positions

	<i>Professional and higher categories</i>									<i>General Service and related categories</i>		<i>Total international</i>	<i>National staff</i>		<i>United Nations Volunteers</i>	<i>Total</i>
	<i>USG</i>	<i>ASG</i>	<i>D-2</i>	<i>D-1</i>	<i>P-5</i>	<i>P-4</i>	<i>P-3</i>	<i>P-2</i>	<i>Subtotal</i>	<i>Field/ Security Services</i>	<i>General Service^a</i>		<i>National Officer</i>	<i>Local level</i>		
Approved 2019	1	1	1	3	8	16	12	1	43	10	7	60	–	31	–	91
Proposed 2020	1	1	1	3	8	14	14	–	42	10	8	60	–	31	–	91
Change	–	–	–	–	–	(2)	2	(1)	(1)	–	1	–	–	–	–	–

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

^a Other level, unless otherwise specified.

165. The proposed resource requirements for 2020 for the Office of the Special Envoy of the Secretary-General for Syria amount to \$16,235,300 (net of staff assessment) and would provide for salaries and common staff costs (\$8,654,200) for the continuation of 91 positions (1 Under-Secretary-General, 1 Assistant Secretary-General, 1 D-2, 3 D-1, 8 P-5, 14 P-4, 14 P-3, 10 Field Service, 8 General Service and 31 Local level), as well as operational costs (\$7,581,100) comprising costs for consultants and consulting services (\$198,000), official travel (\$1,576,900), facilities and infrastructure (\$3,902,600), ground transportation (\$563,300), communications and information technology (\$484,000) and other supplies, services and equipment (\$856,300).
166. For 2020, while it is proposed that the total number of positions for the Office remain unchanged, proposed changes to the staffing structure are as follows:
 - (a) Reclassification of one position of Public Information Officer from the P-4 to the P-3 level;
 - (b) Reclassification of one position of Associate Public Information Officer (P-2) to Public Information Assistant (General Service (Other level));
 - (c) Reclassification and reassignment of one position of Special Assistant (P-4) in the immediate Office of the Special Envoy to a Planning Officer (P-3) in the Office of the Chief of Staff;
 - (d) Reassignment of one position of Security Assistant (Local level) from the Security Office as a Vehicle Technician in the Administrative and Logistics Unit.
167. Vacancy rates of 31.0 per cent and 6.0 per cent have been applied to international and national positions, respectively.
168. The variance (increase) between the resources proposed for 2020 and the approved budget for 2019 is attributable mainly to the application of a lower vacancy rate for international and national positions, based on recent incumbency patterns.

Extrabudgetary resources

169. In 2019, extrabudgetary resources in the estimated amount of \$800,000 would provide for four positions of Political Affairs Officer (3 P-4 and 1 P-3) and for post-agreement planning activities and backstopping requirements at Headquarters in New York.
170. For 2020, extrabudgetary resources in the estimated amount of \$900,000 would be provided from the trust fund of the Department of Political and Peacebuilding Affairs for the continuation of four positions of Political Affairs Officer (3 P-4 and 1 P-3) and activities related to the implementation of Security Council resolution [2254 \(2015\)](#), technical support for the Astana process, meetings among international and regional stakeholders, meetings of Syrian representatives and for other unforeseen or expanded activities of the Office.

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

(\$1,496,400)



Foreword

I have taken up my duties as Special Envoy of the Secretary-General for the Horn of Africa at an exciting time. Change is in the air throughout the region, spearheaded by the historic reconciliation of Eritrea and Ethiopia in 2018 and by the engagement of the Intergovernmental Authority on Development (IGAD) in promoting peace and prosperity for its member States.

In my first weeks in this role, I have seen this striking sense of hope and opportunity first-hand. I have also heard from all my interlocutors that the promise of progress must now be translated into tangible improvements in the daily lives of the people who call this part of the world home. They all deserve to live their lives in safety and to look to the future with confidence.

Today, that is sadly far from the reality of many in this region. Conflict remains present in several countries, causing displacement and immense hardship and preventing development from taking hold. Recurring seasonal crises, such as droughts and floods, strike millions of people annually. In addition, climate change is already profoundly changing people's livelihoods and ways of life, forcing many to leave their homes.

The international community must stand by the countries of the Horn of Africa as they seize the momentum for change and address some of their most pressing political and economic challenges. In a country such as South Sudan, where a fragile peace is finally in place after five devastating years of war, we must remain engaged in supporting the full implementation of agreements. In other parts of the region, we will work to support peaceful solutions to lingering bilateral disputes and foster closer regional cooperation and integration.

I look forward to representing the United Nations in this effort, in close collaboration with our partners at IGAD and the African Union, and with the support of my Office.

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

Overall orientation

Mandates and background

171. On 24 October 2018, the Secretary-General informed the Security Council ([S/2018/955](#) and [S/2018/979](#)) of his intention to expand the remit of the Special Envoy for the Sudan and South Sudan to cover the Horn of Africa region, defined for this purpose to comprise the members of the Intergovernmental Authority on Development (IGAD).
172. The Office of the Special Envoy for the Horn of Africa is responsible for supporting IGAD, in line with the framework for cooperation between the United Nations and IGAD signed in Djibouti on 17 November 2015, and other relevant regional organizations in promoting peace and security throughout the Horn of Africa. This involves primarily enhancing subregional capacities for conflict prevention and mediation and addressing cross-cutting issues. On this basis, the Office is tasked with carrying out good offices roles and special assignments on behalf of the Secretary-General.
173. The Office retains its responsibilities related to the maintenance of good and peaceful neighbourly relations between South Sudan and the Sudan, established initially pursuant to the exchange of letters between the Secretary-General and the President of the Security Council ([S/2011/474](#) and [S/2011/475](#)). This includes cooperation with the African Union High-level Implementation Panel in efforts to implement Security Council resolution [2046 \(2012\)](#), in which the Council called upon South Sudan and the Sudan to reach an agreement on critical issues, including modalities for implementing provisions under the Comprehensive Peace Agreement between the Government of the Republic of the Sudan and the Sudan People's Liberation Movement/Sudan People's Liberation Army that remain outstanding and key post-separation arrangements critical for the establishment of good neighbourly relations between the parties.

Alignment with the Charter of the United Nations and the Sustainable Development Goals

174. The mandate of the Office guides it in producing the respective deliverables, which contribute to the attainment of the objective. The objective of the Office is aligned with the Organization's purpose to maintain international peace and security, 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 a number of Sustainable Development Goals, as reflected in paragraphs 185 and 186.

Recent developments

175. In the Horn of Africa region, the atmosphere shifted over the course of 2018 with the rapprochement between Eritrea and Ethiopia, ending 20 years of military stand-off. This has been followed by other bilateral and multilateral peace overtures, including the agreement signed between Eritrea and Somalia, as well as one by Eritrea, Ethiopia and Somalia, the initial high-level contact between Djibouti and Eritrea and the contribution of IGAD to resolving the conflict in South Sudan. Sanctions imposed on Eritrea were also lifted by the Security Council in November 2018 in recognition of the progress made in the region.
176. There are also encouraging signs that the conflict that began in South Sudan in 2013 may finally be coming to an end. The high-level revitalization forum initiated and convened by IGAD to revive the peace process resulted in the conclusion of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan, signed by the Government of President Salva Kiir and a majority of the main opposition groups. The Agreement is based on a power-sharing mechanism at the national and state levels. Armed confrontation and violence have significantly reduced since the

Agreement was signed, and IGAD and South Sudan's partners are now focused on monitoring the implementation of the Agreement.

177. In the Sudan, political tensions at the beginning of 2019 overshadowed efforts to implement the Roadmap Agreement for Ending the Conflicts in Sudan, which sets out a path to resolving the conflicts in Darfur and the Two Areas of Blue Nile and South Kordofan States.

Strategy and external factors for 2020

178. The strategic focus of the Office for 2020 will be on strengthening the link between early warning and early response and on increasing capacity to respond to and resolve conflicts, including through mediation and improving information-sharing and knowledge management, to learn from good practices in the region and beyond.
179. With regard to the external factors, the overall plan for 2020 is based on the following planning assumptions:
 - (a) The current positive momentum for peace and security in the Horn of Africa continues, presenting opportunities to address long-standing sources of tension;
 - (b) IGAD member States remain open to the good offices function performed by the Special Envoy and to the support available through the United Nations to enhance subregional capacities, in particular in the area of mediation and conflict prevention;
 - (c) South Sudanese parties, with the support of the region, progressively show a commitment to the implementation of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan;
 - (d) The relationship between South Sudan and the Sudan remains open and constructive, enabling direct negotiations between the two countries on outstanding bilateral issues;
 - (e) IGAD and the African Union continue to be fully engaged in the maintenance of peace and security in the region, in a strong partnership with the United Nations, paying special attention to South Sudan and the Sudan.
180. The Office integrates a gender perspective in its operational activities, deliverables and results, as appropriate. Much of the Horn of Africa region's potential hinges on the full involvement of women and young people in its efforts towards stability and prosperity. With this in mind, the Office will promote more inclusive models of resolving conflict and addressing the root causes of crises, which take into account the needs of women and young people. Such models may include ensuring that women and young people are included in all mediation and reconciliation efforts taking place in the region and that women benefit fully from any capacity-building support provided or facilitated by the Office.
181. With regard to cooperation with other entities, in order to capitalize on the opportunities for closer cooperation on peace and security in the Horn of Africa, the Office will continue to work closely with IGAD, its member States and with other organizations, such as the African Union and the European Union. The Office will also work closely with the African Union High-level Implementation Panel to support the bilateral negotiations between South Sudan and the Sudan to resolve outstanding issues, including finding a settlement to the issue of the final status of Abyei.
182. In addition, the Office will continue to work closely with the African Union, IGAD, the African Union troika and other member States supporting political cooperation in the region in general, and the peace processes in South Sudan and the Sudan in particular, as well as the maintenance of peaceful neighbourly relations between the two countries.

Evaluation activities

183. The following self-evaluation is planned for 2020: implementation of the delegation of authority for Department of Political and Peacebuilding Affairs-led special political missions.

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



1. Objective

184. The objective, to which the Office contributes, is to establish and maintain good and peaceful neighbourly relations between the countries of the Horn of Africa region, including between Sudan and South Sudan.

2. Alignment with the Sustainable Development Goals

185. The objective is aligned with Sustainable Development Goal 5, which is to achieve gender equality and empower all women and girls. Progress towards the attainment of the objective will help to end all forms of discrimination against all women and girls; eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation; ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life; and adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.
186. The objective is aligned with Sustainable Development Goal 16, which is to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. Progress towards the attainment of the objective will help significantly to reduce all forms of violence and related death rates.

3. Highlighted result in 2018

Renewed hope for peace in war-torn South Sudan

In 2018, the Office participated in the IGAD-led negotiations to end the civil war in South Sudan, which had broken out in 2013, causing a major humanitarian crisis and displacing more than 4 million people.

Over the course of the negotiations, the Special Envoy, using his good offices on behalf of the Secretary-General, undertook shuttle diplomacy between South Sudan and countries in the Horn of Africa region to engage political parties, armed factions, civil society organizations and members of the diplomatic community, stressing the importance of an inclusive approach to achieving peace.



Celebration in Juba of the signing of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan by the main stakeholders in South Sudan and endorsed by several key civil society actors, including women's and youth groups. The support from the region for and broad buy-in of the

Result and evidence

The deliverables contributed to the result, which is the signing of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan by the main stakeholders in South Sudan and endorsed by several key civil society actors, including women's and youth groups. The support from the region for and broad buy-in of the

Revitalized Agreement has increased the likelihood that it will be successfully implemented and tangibly improve the lives of many South Sudanese men, women and children.

Evidence of the result includes a reduction in violence in most parts of the country since the signing of the Revitalized Agreement and the establishment of numerous mechanisms called for in the Agreement to review security arrangements, constitutional amendments, border issues and other essential elements of the settlement. These mechanisms include the National Pre-Transition Committee and the Joint Defence Board.

The approach of the Special Envoy to the conflict in South Sudan reflects the Office's broader efforts to use proactive engagement with the parties to the conflict and Member States to resolve conflicts and promote normal and peaceful relations between South Sudan and the Sudan. This work was carried out in close collaboration with IGAD and the African Union, which led the international community's efforts towards peace and security in the Horn of Africa. The collaboration took many forms, including advice and analysis to IGAD and African Union officials on obstacles to the peace processes and close engagement with international partners to link regional initiatives with action taken by other actors.

The result demonstrates progress made in 2018 towards the collective attainment of the objective.

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187. A planned result for 2018, which is the consolidation of peace and stability within the Sudan and South Sudan, as referred to in the estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council for 2018, was partially achieved, as evidenced by the signing of the Revitalized Agreement on the Resolution of the Conflict in South Sudan, which will require full engagement by the parties in the implementation process.

4. Highlighted planned result for 2020

Deepened partnership with the Horn of Africa region through collaboration with the Intergovernmental Authority on Development

In 2018, the rapid changes occurring in the Horn of Africa created a window of opportunity to strengthen support to the region in addressing the root causes of conflict and crises. The rapprochement between Eritrea and Ethiopia and the active engagement of the region to resolve the conflict in South Sudan demonstrate the possibilities of progress in resolving long-standing tensions. This new atmosphere has opened the door for partnerships that are intended to reduce tensions and vulnerability and increase resilience and economic opportunities.

Challenge and response

The challenge is for the Office to offer support to the systematic sharing of information and analysis, with the goal of preventing conflict. In response, for 2020, the Office will promote processes and action aimed at collecting, recording and disseminating information, analysis and good practices from throughout the region and encourage knowledge-sharing among Member States and their international partners. This information-sharing will focus on activities that help to forestall the outbreak of conflict or to reduce its impact. The Office will continue to deepen its partnership with IGAD in support of regional integration and multilateral cooperation. This would be underpinned by coordinated support from the United Nations system to IGAD to ensure that its member States have access to the information, analysis and expertise of the United Nations in the areas of early warning, mediation, conflict prevention and other issues relevant to the region. The Special Envoy will play a central role in coordinating and facilitating this support.

Result and evidence

The planned deliverables are expected to contribute to the result, which is closer cooperation among the countries of the Horn of Africa in the interest of peace and security.

Evidence of the result, if achieved, will include joint action taken to prevent conflict and accelerate regional initiatives to reduce vulnerability and address the root causes of crises.

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

Performance measures

2018	2019	2020
The Intergovernmental Authority on Development (IGAD) and its member States leverage United Nations support on knowledge management, analysis of good practices and advice on conflict response on the basis of early warning information in a number of areas	IGAD establishes a system of knowledge management and capacity-building for response to conflict on the basis of systematically shared early warning information by the United Nations	IGAD capacity to address cross-border and cross-cutting issues is strengthened, creating the conditions for joint action taken by IGAD member States on the prevention of conflict and on regional initiatives to reduce vulnerability and address the root causes of crises

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

5. Deliverables for the period 2018–2020

189. Table 20 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 20

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

Category	2018 planned	2018 actual	2019 planned	2020 planned
Quantified deliverables				
A. Facilitation of the intergovernmental process and expert bodies				
Substantive services for meetings (number of three-hour meetings)	2	2	2	2
Non-quantified deliverables				
C. Substantive deliverables				
Good offices				
Consultation, advice and advocacy				

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

Resource requirements (regular budget)

Table 21

Financial resources

(Thousands of United States dollars)

Category of expenditure	2018	2019	2020		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	1 259.4	1 261.8	1 260.7	—	(1.1)
Operational costs	210.1	234.6	235.7	—	1.1
Total (net of staff assessment)	1 469.5	1 496.4	1 496.4	—	—

Table 22

Positions

	Professional and higher categories									General Service and related categories			National staff				Total
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/ Security Services	General Service	Total inter- national	National Professional Officer	Local level	United Nations Volunteers		
Approved 2019	1	—	—	1	—	2	1	—	5	—	—	5	2	2	—	9	
Proposed 2020	1	—	—	1	—	2	1	—	5	—	—	5	2	2	—	9	
Change	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	

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

190. The proposed resource requirements for 2020 for the Office of the Special Envoy for the Horn of Africa amount to \$1,496,400 (net of staff assessment) and would provide for salaries and common staff costs (\$1,260,700) for the continuation of nine positions (1 Under-Secretary-General, 1 D-1, 2 P-4, 1 P-3, 2 National Professional Officer and 2 Local level), as well as operational costs (\$235,700) comprising costs for official travel (\$154,600), facilities and infrastructure (\$11,400), ground transportation (\$8,300), communications and information technology (\$51,100), medical (\$3,300) and other supplies, services and equipment (\$7,000).
191. For 2020, it is proposed that the number and levels of positions for the Office remain unchanged. Vacancy rates of 20.0 per cent and 17.5 per cent have been applied to international and national positions, respectively.

Extrabudgetary resources

192. In 2019, the Office projects that extrabudgetary resources in the estimated amount of \$169,000 will be available for consultancy services and temporary administrative support. No extrabudgetary resources are projected for the Office for 2020.

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

(\$4,400,400)



Foreword

Six years after the signing of the Peace, Security, and Cooperation Framework for the Democratic Republic of the Congo and the Region, no major wars have erupted in the Great Lakes region of Africa. The frequent cycles of conflict and attendant massive humanitarian crises that plagued the region for decades have been significantly reduced, although not eliminated.

More than ever, differences among Member States are now increasingly addressed through dialogue and collaboration, just as initiatives to promote regional cooperation are beginning to deliver results through the sustained support provided by the United Nations, regional organizations and international partners. However, much more needs to be done to address the lingering root causes and drivers of conflict in order to consolidate the gains achieved and to ensure the transition of the region from perennial fragility to durable stability, in line with the objectives of the Sustainable Development Goals.

As we embark on another year of supporting the implementation of this crucial Framework, it is important to emphasize that your support ensures that the signatory Member States receive the much-needed assistance in comprehensively addressing the outstanding threats to peace and security, which continue to diminish the quality of life for vulnerable members of the population, especially women and young people.

The Great Lakes remains one of the most volatile and complex regions on the African continent. It holds great potential for the development and economic well-being of not only its inhabitants, but also for the entire world. To achieve its full potential would require sustained support from the United Nations and the global community. Investing in efforts to achieve sustainable peace and development in the region is an investment for a sustainable future for humankind.

Thank you for your support and collaboration in achieving these lofty and mutually rewarding goals for the region.

(Signed) Huang Xia
Special Envoy of the Secretary-General for the Great Lakes Region

Overall orientation

Mandates and background

193. The Office of the Special Envoy of the Secretary-General for the Great Lakes Region was established in 2013 with the mandate to support the implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region, which was signed by Angola, Burundi, the Central African Republic, the Congo, the Democratic Republic of the Congo, Rwanda, South Africa, South Sudan, Uganda, the United Republic of Tanzania and Zambia in Addis Ababa on 24 February 2013. The Framework outlines key national, regional and international action required to end the cycles of conflict in eastern Democratic Republic of the Congo. The mandate is defined in Security Council resolution [2098 \(2013\)](#).
194. While there has been significant progress in the implementation of the Peace, Security and Cooperation Framework, key challenges remain, including the continuing activities of armed groups that perpetuate mistrust among some countries of the region. The Security Council, in its resolution [2348 \(2017\)](#), requested the Special Envoy to continue his regional and international engagement, including through the promotion of timely, credible and inclusive national elections.

Alignment with the Charter of the United Nations and the Sustainable Development Goals

195. The mandate of the Office guides it in producing the respective deliverables, which contribute to the attainment of the objective. The objective of the Office is aligned with the Organization's purpose to maintain international peace and security, 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 a number of Sustainable Development Goals, as reflected in paragraphs 213 and 214.

Recent developments

196. In 2018, on the occasion of the fifth anniversary of the signing of the Peace, Security and Cooperation Framework, the United Nations and the African Union co-hosted a seminar in Addis Ababa on 26 and 27 February 2018 to review the implementation of the Framework. Representatives of signatory countries, guarantor institutions, international partners and civil society noted the progress made, including through the neutralization and weakening of some negative forces; cooperation on security, economic and judicial matters; and greater ownership of the Framework by the signatory countries. This notwithstanding, important challenges remain, including persisting conflict and political crises, the continued presence of armed groups, illegal cross-border activities and continuing displacement. The need to address persisting mistrust between the core countries of the region was emphasized at the 2018 seminar as vital in efforts to promote greater regional cooperation on the outstanding issues.
197. Further to the outcome of the February 2018 seminar, the Special Envoy, in all his engagements, encouraged frank dialogue among leaders to resolve their differences and address any issue that could jeopardize good relations and weaken the bonds of friendship and solidarity among neighbours. The ninth high-level meeting of the Regional Oversight Mechanism, which was chaired by the President of Uganda, Yoweri Museveni, in Kampala on 8 October 2018, provided an opportunity for such a conversation. Discussions during the meeting revealed deep concern by Member States about the local and regional implications of negative forces as the main cause of mistrust among the core countries of the region.

198. In its final communiqué, the Regional Oversight Mechanism recognized the need for a new approach, beyond the existing measures, to enhance regional cooperation against the threat posed by negative forces. It mandated President Museveni to convey to the President of the Democratic Republic of the Congo, Joseph Kabila, the outcomes of the discussions at the ninth high-level meeting of the Mechanism and to consult with the Chairs of the African Union, the International Conference on the Great Lakes Region and the Southern African Development Community (SADC) on next steps in joint engagement in this area. The Mechanism also requested the President of the Congo, Denis Sassou Nguesso, as the Chair of International Conference, to consider taking initiatives to strengthen the bonds of friendship and cooperation among the core countries of the region, building on the previous initiatives that he had taken in that regard. Consultations by the Special Envoy, in cooperation with the other guarantors of the Peace, Security and Cooperation Framework (i.e., the African Union, the International Conference and SADC) are ongoing in this regard.
199. Meanwhile, the security situation in the region remains of concern, marked by unresolved conflicts in the Central African Republic, the Democratic Republic of the Congo and South Sudan, with significant cross-border implications, persistent activities by illegal armed groups in eastern Democratic Republic of the Congo and reports of security-related incidents in some border areas. In the Democratic Republic of the Congo, notwithstanding steady progress in the implementation of the electoral calendar, tensions persisted over the implementation of the political agreement of 31 December 2016 and the modalities for conducting the elections scheduled for 23 December 2018, which were finally held one week later. In Burundi, tensions between the Government and the opposition persist and human rights violations continue to be reported throughout the country.
200. A positive development in 2018 was strengthened cooperation among the Democratic Republic of the Congo, Rwanda and Uganda, with the support of the guarantor institutions of the Peace, Security and Cooperation Framework, towards the repatriation of disarmed combatants of the Forces démocratiques de libération du Rwanda and their dependants, as well as former combatants of the Mouvement du 23 mars. This took place in the framework of the follow-up mechanism for their repatriation, which was launched in April 2018 further to the decision made at the eighth meeting of the Regional Oversight Mechanism, held in Brazzaville on 19 October 2017. The efforts of the follow-up mechanism, facilitated by the Office, led to the voluntary repatriation in 2018 of 112 persons, including 98 former combatants of the Forces démocratiques de libération du Rwanda and their dependants, as well as 14 former combatants of the Mouvement du 23 mars.
201. Progress was also made in promoting the role of women in peace and political processes, including through the conduct of joint solidarity missions, facilitated by the Office and the Advisory Board of the Women's Platform for the Peace, Security and Cooperation Framework, to Burundi, the Central African Republic, the Democratic Republic of the Congo and South Sudan. The missions, led by women leaders from the United Nations, the African Union and the International Conference on the Great Lakes Region, recommended specific action to promote gender equality, including agreement on achieving a 30 per cent quota of women represented in peace and political processes. The latter was endorsed by the Regional Oversight Mechanism.
202. In support of addressing the root causes of conflict in the region, efforts have also continued to combat impunity through strengthened judicial cooperation among the countries of the region and to address especially protracted cases of displacement, notably between the Democratic Republic of the Congo and Rwanda and the Democratic Republic of the Congo and Uganda.

Strategy and external factors for 2020

203. In 2020, building on progress achieved to date, the Office will focus on deepening and expanding its political engagement, including the good offices undertaken by the Special Envoy on behalf of the Secretary-General to address the challenges encountered in the implementation of the Peace, Security and Cooperation Framework. Emphasis will be placed on building confidence and promoting enhanced cooperation among the core countries of the region, which include Burundi, the

Democratic Republic of the Congo, Rwanda and Uganda, which are critical in ensuring overall regional stability. This will include initiatives to facilitate cooperation on the neutralization of armed groups in eastern Democratic Republic of the Congo. Support for a political dialogue on ways to transform natural resources in the Great Lakes region into drivers of shared prosperity will also be a focus of the Office in order to help to address the mistrust among some countries of the region over the illegal exploitation of natural resources.

204. Recognizing the importance of political stability, notably in Burundi and the Democratic Republic of the Congo, for the region, the Special Envoy will continue to engage stakeholders at the national, regional and international levels to create conditions conducive to ensuring peaceful and inclusive political and electoral processes in the region.
205. The Office will also support and guide programmatic efforts undertaken by the United Nations and with other partners in the region to prevent conflict and address its root causes. These include priority initiatives to strengthen the role of women, young people and civil society in peace and political processes, support for the work of the Great Lakes Judicial Cooperation Network and support for regional economic cooperation and integration.
206. With regard to the external factors, the overall plan for 2020 is based on the following planning assumptions:
 - (a) Continued political will among the signatory countries of the Peace, Security and Cooperation Framework to implement national and regional commitments for enhanced regional cooperation and the stabilization of eastern Democratic Republic of the Congo;
 - (b) The situation in the region allows for continued political dialogue among countries in the region;
 - (c) Continued support and focus on the Great Lakes region by Member States and international partners/community, including coordinated action and coherent messaging to signatory countries.
207. The Office integrates a gender perspective in its operational activities, deliverables and results, as appropriate. Good offices and planned fact-finding, monitoring and investigation missions will include specific gender-related activities, such as high-level meetings on gender and solidarity missions by women leaders to the countries of the region. With regard to seminars, workshops, fellowships and training events, gender-related aspects will be included in the agenda of the events.
208. With regard to cooperation with other entities, the Office will cooperate with and support signatory countries of the Peace, Security and Cooperation Framework on priority political, security and socioeconomic initiatives aimed at ensuring the implementation of the regional commitments under the Framework. In efforts to promote the alignment of regional and international approaches on peace and security in the region, the Special Envoy will engage regional and international partners. The Special Envoy will encourage joint and/or harmonized initiatives of the guarantor institutions of the Framework, namely, the United Nations, the African Union, the International Conference on the Great Lakes Region and SADC, and contribute to the International Contact Group for the Great Lakes Region. In support of the economic pillars of the Framework, the Office will cooperate with the World Bank Group, the African Development Bank, the European Union and other relevant partners to follow up on the Private Sector Investment Conference for the Great Lakes Region and encourage programmes pertaining to economic integration and natural resources management.
209. The Office will work closely with the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo, which will continue to support the Government of the Democratic Republic of the Congo in the achievement of its national commitments under the Peace, Security and Cooperation Framework. The Special Envoy will focus on promoting the implementation of the regional commitments and on ensuring the harmonization of regional and international approaches and action in support of peace and security in the region. The Special Envoy will also liaise with other United Nations missions and offices in the region, including United

Nations Mission in South Sudan, MINUSCA, the Office for the Coordination of Humanitarian Affairs and the United Nations Office to the African Union to ensure complementarity of action.

210. With regard to inter-agency coordination and liaison, the Office will collaborate with the United Nations country teams in the signatory countries to the Peace, Security and Cooperation Framework, including through providing guidance and advice on cross-border programmatic work in the context of the Great Lakes Regional Strategic Framework 2016–2017. In addition, the Office will collaborate with UN-Women and other relevant organizations to empower women and girls in the region.

Evaluation activities

211. The following self-evaluation is planned for 2020: implementation of the delegation of authority for Department of Political and Peacebuilding Affairs-led special political missions.

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



1. Objective

212. The objective, to which the Office contributes, is to advance the effective implementation of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region.

2. Alignment with the Sustainable Development Goals

213. The objective is aligned with Sustainable Development Goal 5, which is to achieve gender equality and empower all women and girls. Progress towards the attainment of the objective will help to end all forms of discrimination against all women and girls; eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation; ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life; and adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.
214. The objective is also aligned with the Sustainable Development Goal 16, which is to promote peaceful and inclusive societies for sustainable development, including providing access to justice for all and the building of effective, accountable and inclusive institutions at all levels. Progress towards the attainment of the objective will help to significantly reduce all forms of violence and related death rates; promote the rule of law at the national and international levels and ensure equal access to justice for all; and ensure responsive, inclusive, participatory and representative decision-making in the region.

3. Highlighted result in 2018

2018: former foreign combatants finally return home

Progress was achieved through the support provided for improved and strengthened cooperation among the countries of the region on the repatriation of foreign disarmed combatants and their dependants located in eastern Democratic Republic of the Congo, Rwanda and Uganda. A voluntary disarmament process launched in May 2014 under the auspices of SADC and the International Conference on the Great Lakes Region had achieved limited progress, given that most ex-combatants refused to be repatriated. Notwithstanding engagement by the United Nations, together with the other guarantor institutions of the Peace, Security and Cooperation Framework, namely, the African Union, the International Conference and SADC, the transit camps remained full, hosting, in addition to ex-combatants, more than 200 women and 600 children. Given the persistent threat of foreign armed groups in the Democratic Republic of the Congo and their impact on stability in the Great Lakes region, the signatory countries to and guarantors of the Framework, during the eighth meeting of the Regional Oversight Mechanism, on 19 October 2017, called for the complete repatriation without pre-conditions of the disarmed combatants of the Forces démocratiques de libération du Rwanda and of former elements of the Mouvement du 23 mars.

The Office facilitated a follow-up mechanism launched on 24 April 2014, comprising the representatives of the Governments of the Democratic Republic of the Congo, Rwanda and Uganda, as well as the guarantor institutions of the Peace, Security and Cooperation Framework, including the United Nations, to accelerate the repatriation of foreign disarmed combatants. In 2018, the Office used its good offices and supported several field missions of the follow-up mechanism to the Democratic Republic of the Congo, Rwanda and Uganda to raise the awareness of former Forces démocratiques de libération du Rwanda and Mouvement du 23 mars combatants and their dependants on the voluntary return process. As a result, 98 disarmed former Forces démocratiques de libération du Rwanda combatants and their dependants and 81 disarmed former Mouvement du 23 mars combatants participated in the voluntary repatriation process.



United Nations Special Envoy Djinnit (with AU, ICGLR, and Rwandan representatives) at the launch of the follow-up mechanism, 24 April 2018. Source: UN Photo

Result and evidence

The deliverables contributed to the result, which is the political commitment/agreement on steps taken by the Democratic Republic of the Congo, Rwanda and Uganda to repatriate remaining former combatants of the Forces démocratiques de libération du Rwanda. Evidence of the result includes that, following bilateral arrangements, between 20 and 27 November 2018, the Democratic Republic of the Congo repatriated all remaining 1,634 former Forces combatants and their dependents to Rwanda, where they were received at the Mutobo demobilization and reintegration camp.

The result demonstrates progress made in 2018 towards the collective attainment of the objective.

215. A planned result for 2018, which is progress in the implementation of the commitments under the Peace, Security and Cooperation Framework according to the established benchmarks and the Special Envoy's road map, was achieved, as evidenced by the repatriation of disarmed Forces démocratiques de libération du Rwanda combatants from the Democratic Republic of the Congo to Rwanda and through the sustained momentum regarding the repatriation of ex-Mouvement du 23 mars members from Rwanda and Uganda. The bilateral agreement between the Democratic Republic of the Congo and Rwanda built on the momentum generated by the follow-up mechanism of the Framework and the good offices and other confidence-building efforts undertaken by the Special Envoy and his Office, including support for the effective functioning of the governing institutions, such as the Regional Oversight Mechanism and the Technical Support Committee of the Framework.

4. Highlighted planned result for 2020

2020: strengthened regional cooperation on negative forces

Notwithstanding the efforts of the armed forces of the Democratic Republic of the Congo, with the support of the United Nations, armed groups in eastern Democratic Republic of the Congo continue to pose a significant threat to peace and stability in the Great Lakes region. Their activities not only harm the civilian population and stunt economic development, but also fuel mistrust among the countries in the region, with accusations being frequently traded about undue interference and support for armed groups. Furthermore, the prevailing situation has created an environment conducive to illegal activities, such as the illicit exploitation of and trade in natural resources. The presence of armed groups has also hampered efforts by humanitarian partners to reach people in need of life-saving support.

Challenge and response

Against this backdrop, the challenge is, as requested by the signatory countries of the Peace, Security and Cooperation Framework at the ninth Regional Oversight Mechanism meeting, held on 8 October 2018, to mobilize support to operationalize and strengthen International Conference on the Great Lakes Region mechanisms, including the Joint Follow-up Mechanism on the Allied Democratic Forces based in Kasese, Uganda. The Framework signatory countries further stressed the need for a new approach, beyond the existing measures, to ensure greater regional cooperation for the full neutralization of negative forces without delay.

In response, for 2020, the Office will undertake a series of initiatives to achieve, as a key result, greater cooperation on negative forces among the countries concerned in the region, notably Burundi, the Democratic Republic of the Congo, Rwanda and Uganda. In so doing, it will adopt a two-pronged approach, which includes support for the strengthening of existing confidence-building mechanisms and exploring additional measures to neutralize negative forces through regional cooperation.

In terms of strengthening existing mechanisms, in close cooperation with the International Conference on the Great Lakes Region, in 2019, the Office is carrying out a needs assessment of the Joint Follow-Up Mechanism on the Allied Democratic Forces and the Expanded Joint Verification Mechanism established as part of regional efforts to neutralize negative forces. The assessment will help to identify areas for reinforcement of these mechanisms. In 2020, the Office will support the implementation of the recommendations arising from the needs assessment.

Through the follow-up mechanism on the repatriation of disarmed combatants, the Office will continue to facilitate cooperation on the repatriation of the disarmed Mouvement du 23 mars combatants remaining in Rwanda and Uganda.

In efforts to combat impunity, which are critical in addressing mistrust, the Office will also provide support to the effective functioning of the Great Lakes Judicial Cooperation Network and the strengthening of the rule of law in the region through, among other things, the implementation of recommendations expected to emerge from a high-level regional conference on human rights, justice and impunity to be convened in 2019.

In terms of additional measures to neutralize negative forces through regional cooperation, the Office will aim to convene confidence-building meetings of the security and intelligence services of the countries concerned to improve information-sharing and develop a shared assessment of the situation on the ground as a basis for concerted action against armed groups.

Result and evidence

The planned deliverables are expected to contribute to the result, which is an environment conducive to stable relations among countries in the region, in the form of strengthened information-sharing and concerted regional cooperation, as well as greater political will to combat impunity. Evidence of the result, if achieved, will include participation by all the countries concerned in confidence-building meetings among security agencies; agreement on and implementation of specific regional initiatives on the negative forces; the effective implementation of and follow-up on the recommendations from the human rights, justice and impunity conference; and progress in prosecuting cross-border cases of serious human rights violations, as well as the full implementation of the recommendations from the high-level impunity conference.

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

Performance measures

2018	2019	2020
Call by signatory countries to the Peace, Security and Cooperation Framework for a new approach, beyond the existing measures, to ensure greater regional cooperation for the full neutralization of the negative forces without delay	<p>Initial confidence-building meeting among security agencies of the countries concerned</p> <p>Agreement on ways to strengthen respect for human rights in the Great Lakes region</p> <p>Operationalization of the Great Lakes Judicial Cooperation Network, including cooperation among judiciaries in between the meetings of the Network</p>	<p>Participation in regular confidence-building meetings among security agencies of the countries concerned and agreement on priority initiatives on the negative forces</p> <p>Effective implementation of and follow-up on the recommendations from the human rights, justice and impunity conference</p> <p>Progress in prosecuting cross-border cases of serious human rights violations</p>

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

5. Deliverables for the period 2018–2020

217. Table 23 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 23

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

Category	2018 planned	2018 actual	2019 planned	2020 planned
Quantified deliverables				
A. Facilitation of the intergovernmental process and expert bodies				
Parliamentary documentation (number of documents)	2	2	2	2
Substantive services for meetings (number of three-hour meetings)	3	3	4	4
B. Generation and transfer of knowledge				
Field and technical cooperation projects (number of projects)	2	2	4	3
Seminars, workshops and training events (number of days)	1	1	4	4
Non-quantified deliverables				
C. Substantive deliverables				
Good offices				
Consultation, advice and advocacy				
Fact-finding, monitoring and investigation missions				
D. Communication deliverables				
Outreach programmes, special events and information materials				
External and media relations				
Digital platforms and multimedia content				

6. Most significant relative variances in deliverables

Variances between the planned figures for 2020 and 2019

218. The variance in field and technical cooperation projects is driven by the transfer of projects from the Office to the United Nations agencies, funds and programmes, as the Great Lakes Regional Strategic Framework 2016–2017 gathers strength. The Office will begin to focus more on consultation, advice and advocacy for implementing relevant regional and national decisions and monitor, evaluate and generate reports on progress and challenges.

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

Resource requirements (regular budget)

Table 24

Financial resources

(Thousands of United States dollars)

Category of expenditure	2018	2019	2020		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	3 278.8	3 271.4	3 409.2	—	137.8
Operational costs	878.6	1 129.0	991.2	—	(137.8)
Total (net of staff assessment)	4 157.4	4 400.4	4 400.4	—	—

Table 25

Positions

	Professional and higher categories									General Service and related categories		Total inter-national	National staff			United Nations Volunteers	Total
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/Security Services	General Service ^a		National Professional Officer	Local level			
Approved 2019	1	—	1	1	4	6	4	—	17	1	1	19	1	7	—	—	27
Proposed 2020	1	—	1	1	4	6	4	—	17	1	1	19	1	7	—	—	27
Change	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—

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

^a Other level, unless otherwise specified.

219. The proposed resource requirements for 2020 for the Office of the Special Envoy of the Secretary-General for the Great Lakes Region amount to \$4,400,400 (net of staff assessment) and would provide for the salaries and common staff costs (\$3,409,200) for the continuation of 27 positions (1 Under-Secretary-General, 1 D-2, 1 D-1, 4 P-5, 6 P-4, 4 P-3, 1 Field Service, 1 General Service, 1 National Professional Officer and 7 Local level), as well as operational costs (\$991,200) comprising costs for consultants and consulting services (\$32,900), official travel (\$342,800), facilities and infrastructure (\$60,500), ground transportation (\$52,400), air operations (\$70,100), communications and information technology (\$179,900), medical (\$8,600) and other supplies, services and equipment (\$244,000).

220. In 2020, while it is proposed that the number and levels of the positions for the Office remain unchanged, it is proposed that one position of Political Affairs Officer (P-3) be redeployed from Kinshasa to Nairobi. In March 2016, the Secretary-General launched the Great Lakes Regional Strategic Framework 2016–2017 to align the development agenda of the United Nations with the mandate of the Special Envoy to enhance the effectiveness and coherence of the Organization's peace and security intervention in the region. The implementation of the Strategic Framework requires the strengthening of the capacity of the Office of the Chief of Staff for effective liaison and coordination with the United Nations development subregional platform and the United Nations country teams in the region. In order to provide this capacity, it is proposed that the position of Political Affairs Officer, currently based in Kinshasa, be relocated to Nairobi. Vacancy rates of 19.3 per cent and 6.0 per cent have been applied to international and local level positions, respectively, while the assumption of full incumbency has been applied to National Professional Officer positions.
221. While there is no overall variance in the proposed resources for 2020, additional requirements for civilian personnel costs result from the application of lower vacancy rates for international and national positions, which are offset in full by lower operational requirements resulting from the discontinuation of rental charges by the United Nations Office at Nairobi for the office premises of the Office of the Special Envoy; increased reliance on in-house resources in lieu of consultancy services; and reduced requirements for mobile phone services and the increased utilization of web-based telecommunication services.

Extrabudgetary resources

222. In 2019, the Office projects that it will mobilize extrabudgetary resources in the estimated amount of \$1.0 million. Extrabudgetary resources have been utilized to support the Office in its implementation of the Peace, Security and Cooperation Framework through various projects under the different thematic areas. In 2020, the Office projects that \$1.0 million in extrabudgetary resources will also be mobilized, to be utilized for the implementation of the Framework through various projects under the different thematic areas. Extrabudgetary resources would also be used to cover the cost of two positions: Coordination Officer (P-3) and Budget Officer (National Professional Officer).

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

(\$18,423,000)



Foreword

In December 2018, the parties to the Yemeni conflict came together in Sweden for consultations for the first time since 2016. The agreement reached in Sweden has generated momentum for the intra-Yemeni peace process and provided hope for a tangible improvement in the lives of the Yemeni people. It was an important step towards peace.

There remains, however, much work to be done. The parties must now reach an agreement on the political and security arrangements to end the war, form a government of national unity and guarantee the completion of the political transition. In doing so, they will require support from the United Nations, the broader international community and, most important, their fellow Yemenis.

I have been struck by the deep and urgent desire for a political solution among all Yemenis whom I have met. I have also seen during my visits to Yemen the dire effect of the conflict on the civilian population and State institutions. Yemen is already the world's largest humanitarian crisis, and the prospect of famine draws ever closer. The activities of extremist groups are a constant reminder of the broader risks to the stability of Yemen and the region posed by the continuation of this conflict. While keeping a final negotiated political settlement to end the conflict firmly in sight, we must also look for opportunities through the peace process to ease the suffering of the Yemeni people and preserve the functioning of State institutions.

An agreement to end the conflict would set the stage for the resumption of the political transition that began in 2011, but in a political landscape that has undergone significant change during the subsequent years of conflict. Yemenis will revisit some very challenging questions, including the constitution, elections, the Southern Question and a process of accountability and reconciliation. We must work with a broad cross-spectrum of Yemenis to be prepared for these difficult conversations. I have been fortunate enough to be guided by many learned and experienced Yemenis, most notably Yemeni women, and will continue to make the peace process as inclusive as possible at every step.

I strongly believe that all this is possible with the backing of the international community, which has already provided crucial support to the United Nations. The swift endorsement by the Security Council of the outcomes of the Sweden consultations through its resolutions [2451 \(2018\)](#) and [2452 \(2019\)](#) was an important signal of their commitment to peace in Yemen. We will need to galvanize our efforts further to push towards a peace agreement to end the conflict.

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

Overall orientation

Mandates and background

223. The Office of the Special Envoy of the Secretary-General for Yemen is responsible for exercising the good offices of the Secretary-General in order to enable the resumption of a peaceful, inclusive, orderly and Yemeni-led political transition process that meets the legitimate demands and aspirations of the Yemeni people, including women, for peaceful change and meaningful political, economic and social reform, as set out in the Initiative of the Gulf Cooperation Council and its implementation mechanism and the outcomes of the comprehensive National Dialogue Conference.
224. The mandate derives from the exchanges of letters between the Secretary-General and the President of the Security Council ([S/2012/469](#) and [S/2012/470](#); see also [S/2018/126](#) and [S/2018/127](#)) and Security Council resolutions [2014 \(2011\)](#), [2051 \(2012\)](#), [2140 \(2014\)](#), [2201 \(2015\)](#), [2204 \(2015\)](#), [2216 \(2015\)](#), [2451 \(2018\)](#) and [2452 \(2019\)](#).
225. The Office has a crucial role to play in mediating the political and security arrangements to end the current conflict between the Government of Yemen and the Houthis and in supporting the completion of the political transition, which began in 2011 and was interrupted by the current conflict.

Alignment with the Charter of the United Nations and the Sustainable Development Goals

226. The mandate of the Office guides it in producing the respective deliverables, which contribute to the attainment of the objective. The objective of the Office is aligned with the Organization's purpose to maintain international peace and security, 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 a number of Sustainable Development Goals, as reflected in paragraphs 241 and 242.

Recent developments

227. In 2018, the Special Envoy intensified his engagement with Yemeni, regional and international stakeholders with a view to decreasing hostilities and bringing the parties together for consultations on confidence-building measures and a framework for negotiations to end the conflict. In August 2018, he succeeded in securing a pause in military operations in and around the port city of Hudaydah, which allowed space for further diplomacy and reduced the likelihood of potentially disastrous military action in the city of Hudaydah in the longer term. The Special Envoy convinced the Government of Yemen and the Houthi movement of the possibility of a political solution and succeeded in bringing the parties together for formal consultations in Sweden in December 2018, the first face-to-face meeting since 2016.
228. The talks in Sweden concluded with the parties reaching several agreements on the city of Hudaydah and the ports of Hudaydah, Salif and Ra's Isa, which resulted in a governorate-wide ceasefire and a commitment by the parties to mutually redeploy forces in Hudaydah Governorate, secure the city and open humanitarian access routes; an executive mechanism on activating the prisoner exchange agreement; and a statement of understanding on Ta'izz. These three agreements, known collectively as the Stockholm Agreement ([S/2018/1134](#)), were endorsed by the Security Council through its resolution [2451 \(2018\)](#) and its approval of the establishment of United Nations Mission to Support the Hudaydah Agreement pursuant to resolution [2452 \(2019\)](#). The Office has begun to work with the parties and other local and international partners on the implementation of these agreements.
229. The broader humanitarian disaster and threats of instability and political fragmentation, however, remained ever-present. The scale of humanitarian need has risen dramatically owing to continued

armed conflict and economic collapse, including the lack of civil service salary payments, the decline in the value of the currency, the lack of basic services and fuel shortages. Violence has continued in numerous parts of Yemen and along the Saudi Arabia-Yemen border. During 2018, hostilities led to the deaths of hundreds of civilians, including children, and infrastructure continues to suffer considerable damage. The threat to Red Sea maritime navigation has also increased. In addition, the conflict has allowed attacks claimed by Al-Qaida in the Arabian Peninsula and the Islamic State of Iraq and the Levant to persist in several parts of Yemen.

230. The conflict has continued to change the economic and political landscape within Yemen. Most notably, in the south of the country, there were increasing tensions between pro-secession groups and the Government of Yemen, leading to a deadly outbreak of violence in Aden in January 2018. Tensions also rose in the southern governorates after the economic situation in the country declined sharply in August and September 2018. Relative stability in some areas has led to the emergence of new economic and political interest groups with an influential voice, including in Ma'rib and Mukalla.
231. Given the risk of fragmentation and the importance of a sustainable peace agreement, the Special Envoy has instituted a more inclusive approach to the peace process. The Special Envoy has held consultative meetings with various political groups and prominent independent Yemenis. Most notably, before and during the consultations in Stockholm, the Special Envoy consulted with an advisory group of Yemeni women, who provided him with technical advice on process design, the framework for negotiations and confidence-building measures. In addition, he has expanded consultations with southern pro-secession groups to promote their participation in the peace process so that their concerns can be reflected in the arrangements to end the war.

Strategy and external factors for 2020

232. In 2020, the Office will strengthen its mediation efforts among the parties through peace negotiations, consultations and shuttle diplomacy to reach an agreement on security and political arrangements for a transitional period, in order to end the conflict and resume the political transition on the basis of the Initiative of the Gulf Cooperation Council and its implementation mechanism, the National Dialogue Conference outcomes and relevant Security Council resolutions. The Office will also provide further political and technical support to the implementation of the Stockholm Agreement and further measures to build confidence among the parties and de-escalate the conflict at the local and national levels. In parallel, the Office will carry out preparations with a range of Yemeni and international stakeholders for the completion of the political transition, including the Southern Question, the finalization of the draft constitution, an electoral road map and the promotion of accountability and reconciliation.
233. To ensure inclusive participation in the peace process, the Office will explore methods of strengthening and adapting the role of the Women's Advisory Group in consultations and negotiations and will consolidate efforts to strengthen the participation of southern groups. To ensure greater capacity for outreach with a range of local identities and interest groups, the Office will also deepen its presence and relationships with Yemeni stakeholders in key economic and political hubs at the local level and strengthen outreach among influential Yemenis based outside the country.
234. It is expected that the engagement of the Security Council will remain active and high, including through the Special Envoy's regular reporting to the Council every 30 days. While the security conditions in Yemen are expected to remain challenging for United Nations staff, an increased number of staff will be deployed in Yemen, including enhancing capacity in Sana'a and Aden, while the office in Amman will continue to serve as a support hub and as a hub for outreach to Yemeni stakeholders and international community members based in regional Member States.
235. With regard to the external factors, the overall plan for 2020 is based on the following planning assumptions:

- (a) The parties to the conflict will continue to engage in the peace process in the form of successive rounds of peace talks;
 - (b) The parties, the Women's Advisory Group and southern groups will continue to exist in their current form and shape and their policies related to peace negotiations will remain consistent;
 - (c) The Office will continue to have access to key Yemeni stakeholders, albeit with some restrictions imposed by the parties and the security situation on the ground;
 - (d) Yemen will continue to face significant humanitarian and socioeconomic challenges, requiring large-scale humanitarian and development intervention.
236. The Office integrates a gender perspective in its operational activities, deliverables and results, as appropriate. It ensures that the peace process in Yemen is gender-sensitive and gender-inclusive and that Yemeni women can contribute substantively and formally to the peace process, peace agreement, transition and post-transition processes. The Office will ensure that the representation and leadership of Yemeni women is increased in the formal and informal stages of the peace process. The Office will ensure support for national and local initiatives that promote women's active citizenship and the incorporation of women's human rights in early recovery, conflict resolution and peace-building processes. Various projects and programmes will mainstream gender perspectives into all cross-mission policies and activities, including through relevant partnerships, in line with Security Council mandates under the women and peace and security agenda.
237. With regard to cooperation with other entities, in the implementation of the good offices mandate, the Special Envoy and his Office will continue to consult and coordinate closely with the relevant special political missions in the region and, when appropriate, the Office for the Coordination of Humanitarian Affairs, OHCHR and UN-Women. The Special Envoy and his Office engage closely with Member States and the Security Council, as well as international and regional organizations, including the Gulf Cooperation Council and other international partners. Furthermore, the Office will continue to pursue joint efforts with international financial institutions to facilitate joint response strategies for post-agreement planning, including recovery and peacebuilding activities. In line with Security Council resolution [2452 \(2019\)](#), the Office closely collaborates and coordinates with the United Nations Mission to Support the Hudaydah Agreement.
238. In terms of inter-agency coordination and liaison, the Office will continue its cooperation with the resident/humanitarian coordinator and the agencies, funds and programmes of the United Nations operating in Yemen. In addition, agencies working in Yemen are represented in the Inter-Agency Task Force on Yemen at Headquarters, which ensures the coordination and coherence of United Nations political, humanitarian, human rights and other efforts in Yemen. Work on the draft constitution, electoral reform and other transition tasks are to be conducted in close coordination with the resident coordinator and the United Nations country team.

Evaluation activities

239. The following self-evaluations are planned for 2020:
- (a) Implementation of the delegation of authority for Department of Political and Peacebuilding Affairs-led special political missions;
 - (b) Inclusivity in the peace process.

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



1. Objective

240. The objective, to which the Office contributes, is to achieve an agreement between the parties to end the conflict in Yemen and enable to the resumption of the political transition.

2. Alignment with the Sustainable Development Goals

241. The objective is aligned with Sustainable Development Goal 5, which is to achieve gender equality and empower all women and girls. Progress towards the attainment of the objective will help to ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life and adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.
242. The objective is also aligned with Sustainable Development Goal 16, which is to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. Progress towards the attainment of the objective will help to significantly reduce all forms of violence and ensure responsive, inclusive, participatory and representative decision-making at all levels.

3. Highlighted result in 2018

Consultations in Sweden produce a significant breakthrough

In 2018, the Special Envoy and his Office conducted months of shuttle diplomacy among the parties to the conflict, as well as broader consultations with Yemeni women's representatives, civil society groups and southern groups. In addition, the Special Envoy garnered the support of the international community through briefings to the Security Council and the group of 18 ambassadors with accreditation to Yemen, bilateral engagement with Member States and written briefings and analyses provided by the Office to United Nations Headquarters. The agreements on prisoner exchange also benefited from the Office's effective liaison with relevant humanitarian actors, and the Office supported and facilitated the United Nations country team role in providing advice on humanitarian access.



Closing session of the consultations in Sweden attended by the parties to the conflict, the Secretary-General, the Special Envoy for Yemen and the Swedish Minister for Foreign Affairs. Source: UN Photo

In December 2018, the Special Envoy convened the first formal consultations of the parties since 2016. In addition, a group of Yemeni women attended the consultations, at the invitation of the Special Envoy, to advise on the political consultations. The Special Envoy, building on his engagement with the parties, as well as the analysis and

advice provided by the group of Yemeni women and prepared by his Office, provided substantive and technical advice to the parties that facilitated the building of consensus, including the text of the agreements.

Result and evidence

The deliverables contributed to the result, which is the considerable momentum achieved for the peace process, with the parties engaged in formal consultations for the first time since 2016, and the achievement of the Stockholm Agreement. In addition, the deliverables contributed to the result through the parties reaching an agreement on the following: an agreement on the city of Hudaydah and the ports of Hudaydah, Salif and Ra's Isa; an executive mechanism on activating the prisoner exchange agreement; and a statement of understanding on Ta'izz, as set out in the Stockholm Agreement and endorsed by the Security Council in its resolution [2451 \(2018\)](#). The Agreement produced considerable momentum for the peace process and laid the groundwork for the establishment of a joint architecture and a common way forward that build confidence among the parties and have a tangible positive impact on the situation for Yemen and its people.

Evidence of the result includes the adoption of the Stockholm Agreement on 13 December 2018, as endorsed by the Security Council in its resolutions [2451 \(2018\)](#) and [2452 \(2019\)](#). The result demonstrates progress made in 2018 towards the collective attainment of the objective.

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243. A planned result for 2018, which is the strengthened cessation of hostilities, was partially achieved, as evidenced by the ceasefire and redeployment proposed under the Hudaydah Agreement and the establishment of the Redeployment Coordination Committee to oversee implementation.

4. Highlighted planned result for 2020

Building momentum towards a comprehensive political solution

In 2018, the parties reached consensus on several key issues during the Sweden consultations, producing significant momentum for the peace process.

Challenge and response

The Office faced challenges in its attempt to facilitate a final agreement on a series of political and security arrangements to end the conflict and resume the political transition, given that the mutual lack of trust among the parties remained a considerable constraint to progress. In addition, southern groups were unable to reach a consensus on their participation in the peace process.



The Special Envoy discusses the way forward on Ta'izz with parties at the Sweden consultations. Source: UN Photo

In response, for 2020, the Office will strengthen its focus with the parties and other Yemeni stakeholders on efforts to reach a consensus on the political and security arrangements to end the war and resume the political transition, as well as to consolidate advances already made in the peace process. This will include strengthened engagement to prepare for the completion of the political transition, including the resolution of the Southern Question, the finalization of the constitution, an electoral road map, the promotion of accountability and reconciliation, and the mechanisms to oversee and implement dialogue on these issues. The Office will support these efforts with intensified track-two diplomacy in partnership with NGOs, and expanded outreach at the local level through the Sana'a and Aden offices, in particular in Ta'izz, Ma'rib and Mukalla.

While the efforts to reach an agreement on transitional political and security arrangements are of paramount importance, the Office will also continue to pursue opportunities to build confidence among the parties, preserve State institutions, reduce violence and relieve humanitarian suffering. This will include the provision of political support to the implementation of the Stockholm Agreement and an increased focus on measures to improve

cooperation on institutional and economic issues that can benefit the broader population and preserve the State institutions in Yemen.

Result and evidence

The planned deliverables are expected to contribute to the result, which is the convening of a series of inclusive consultations and negotiations by the parties aimed at reaching an agreement on transitional political and security arrangements, including the formation of a government of national unity and guarantees on the resumption of an inclusive political transition. Evidence of the result, if achieved, will include joint outcome documents arising from the consultations and negotiations and the formation of relevant mechanisms to implement agreements reached.

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

Performance measures

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

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

5. Deliverables for the period 2018–2020

245. Table 26 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 26

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

	2018 planned	2018 actual	2019 planned	2020 planned
Quantified deliverables				
A. Facilitation of the intergovernmental process and expert bodies				
Substantive services for meetings (number of three-hour meetings)	5	8	12	12
Non-quantified deliverables				
C. Substantive deliverables				
Good offices				
Consultation, advice and advocacy				

6. Most significant relative variances in deliverables

Variances between the actual and planned figures in 2018

246. The variance in substantive services for meetings was driven by the number of briefings of the Special Envoy to the Security Council, owing to an unexpectedly high number of requests for briefings received from the President of the Security Council.

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

Resource requirements (regular budget)

Table 27

Financial resources

(Thousands of United States dollars)

Category of expenditure	2018	2019	2020	Variance	
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	10 118.7	10 982.8	11 066.5	—	83.7
Operational costs	3 841.0	6 037.2	7 356.5	481.3	1 319.3
Total (net of staff assessment)	13 959.7	17 020.0	18 423.0	481.3	1 403.0

Table 28

Positions

	Professional and higher categories									General Service and related categories		Total international	National staff		United Nations Volunteers	Total
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/ Security Services	General Service ^a		National Professional Officer	Local level		
Approved 2019	1	–	1	1	6	15	11	–	35	25	1	61	8	26	–	95
Proposed 2020	1	–	1	2	6	15	12	–	37	26	1	64	8	29	–	101
Change	–	–	–	1	–	–	1	–	2	1	–	3	–	3	–	6

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

^a Other level, unless otherwise specified.

247. The proposed resource requirements for 2020 for the Special Envoy of the Secretary-General for Yemen amount to \$18,423,000 (net of staff assessment) and would provide for the salaries and common staff costs (\$11,066,500) for the continuation of 95 positions (1 Under-Secretary-General, 1 D-2, 1 D-1, 6 P-5, 15 P-4, 11 P-3, 25 Field Service, 1 General Service, 8 National Professional Officer and 26 Local level) and for the proposed establishment of 6 positions (1 P-5, 1 P-3, 1 Field Service and 3 Local level) and the reclassification of one position from P-5 to D-1, as well as operational costs (\$7,356,500) comprising official travel (\$705,200), facilities and infrastructure (\$3,298,400), ground transportation (\$801,400), air operations (\$1,347,600), communications and information technology (\$662,100), medical (\$143,800) and other supplies, services and equipment (\$398,000).

248. For 2020, the presence of the Office on the ground would be strengthened in order to increase support for the work of the Special Envoy, including by intensifying the engagement with Yemeni counterparts based in Yemen, and in the light of the agreement reached in Stockholm and its provisions. The following are proposed changes to the staffing structure for the Office:
- (a) Establishment of one position of Senior Political Affairs Officer (P-5) in the Political Affairs Section in Aden who will also act as the Head of Office in Aden and be supported by the proposed position for one Administrative Officer (Field Service), in order to strengthen field presence in Aden;
 - (b) Establishment of one position of Field Interpreter (P-3) in the immediate Office of the Special Envoy in Amman in order to provide simultaneous interpretation services to the Special Envoy, as and when required, and for interpretation services during meetings with high-level national and regional government officials, civil society organizations and other individuals or entities. The incumbent would also provide support for the translation of confidential and sensitive documents related to the meetings;
 - (c) Establishment of one position of Administrative Officer (Field Service) in the Office of the Chief of Mission Support in Aden who will provide support to the proposed Senior Political Affairs Officer (P-5) in his/her capacity as the Head of Office in Aden;
 - (d) Establishment of one position of Driver (Local level) in the Movement Control, Transport and Aviation Unit in Sana'a in order to provide transportation support services within the mission area;
 - (e) Establishment of two positions of Drivers (Local level) in the Movement Control, Transport and Aviation Unit in Aden in order to provide transportation support services within the mission area;
 - (f) Reclassification and reassignment of the position of Senior Political Affairs Officer (P-5) in Amman to Chief of Staff (D-1);
 - (g) Reassignment of the position of Chief of Mission Support (P-5) to the Chief of Operations and Resource Management (P-5);
 - (h) Redeployment of seven positions, as follows: one position of Public Information Officer (P-4) from Sana'a to Amman; one position of Chief Logistics Officer (P-4) from Amman to Sana'a; one position of Administrative Officer (Field Service) from Sana'a to Amman; one position of Property Management Assistant (Field Service) from Amman to Sana'a; one position of Movement Control Assistant (Field Service) from Amman to Sana'a; one position of Environmental Affairs Officer (National Professional Officer) from Amman to Sana'a; and one position of Team Assistant (Local level) from Sana'a to Aden.
249. For international positions, vacancy rates of 15.0 per cent and 50.0 per cent have been applied to continuing and new positions, respectively. For national positions, vacancy rates of 20.0 per cent and 35.0 per cent have been applied to continuing and new positions, respectively.
250. The variance (increase) between the resources proposed for 2020 and the approved budget for 2019 is attributable mainly to increased operational requirements resulting from: (a) higher costs for maintenance and security services; (b) the acquisition of armoured vehicles in connection with security requirements; and (c) higher costs for telecommunications and network services and public information services.

Extrabudgetary resources

251. In 2019, the Office projects that extrabudgetary resources in the amount of \$1,333,600 will be utilized to support the Office in: (a) negotiating the security aspects of an agreement and the establishment of effective transitional security arrangements; (b) strengthening the gender capacity of the Office to support the leadership role and active and meaningful engagement of Yemeni

women; and (c) providing continued support to the constitution-making process. Any unutilized balance for 2019 would be carried over to 2020 and utilized in support of the Office.

252. In 2020, the Office projects that extrabudgetary resources in the amount of \$1,033,600 will be utilized to support the efforts of the Office to reach credible and sustainable agreements aimed at ending the conflict in Yemen and allowing for the resumption of a peaceful, inclusive, orderly and Yemeni-led political transition process, and to strengthen the gender capacity of the Office. Additional extrabudgetary resources may be mobilized in order to continue to support the Office in 2020.

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

(\$7,237,000)



Foreword

The year 2020 will likely be a defining moment for peace in Burundi. A genuine dialogue will pave the way for inclusive, credible elections that are respectful of democratic principles and the rule of law. In order to work towards this milestone, I will endeavour to ensure that a dialogue process culminating in an agreement takes place in an environment conducive to the participation of all relevant stakeholders, including women and young people. To this end, along with my Office, I plan to intensify interaction with the East African Community-led mediation and with the Burundian stakeholders.

A successful agreement comprising a comprehensive road map for the 2020 elections will require the establishment of a follow-up mechanism to oversee the implementation of the road map. My Office would be expected to play a major role, along with national and regional partners, in this regard. My Office will also provide technical, and substantive support to the holding of workshops and confidence-building initiatives in Burundi and elsewhere for political actors and the parties concerned to set out the parameters necessary for peaceful and inclusive elections. My Office would coordinate United Nations political engagement in Burundi.

Since my appointment, I have had the opportunity to meet regularly Burundian stakeholders, including from the Government, opposition leaders and civil society representatives based inside and outside the country. The objective of these meetings has been to convince these prominent figures of the importance of their presence in the dialogue process.

While the Government was not able to take part in the fifth session of the inter-Burundian dialogue, I am committed to continuing my efforts to further engage with all stakeholders. My Office is uniquely placed to support the process and is determined to ensure a peaceful resolution of the crisis in Burundi with the participation of all Burundian stakeholders, including women, and assist the Burundian people in building on the gains of the Arusha Peace and Reconciliation Agreement for Burundi.

(Signed) Michel **Kafando**
Special Envoy of the Secretary-General for Burundi

Overall orientation

Mandates and background

253. The Office of the Special Envoy of the Secretary-General for Burundi is responsible for engaging with stakeholders to the political crisis, including the Government, opposition political parties, civil society organizations, religious leaders and others in support of an inclusive dialogue process and peaceful resolution to the crisis; coordinating and working with the East African Community-led mediation and providing technical and substantive support in this regard; and working with all Burundian parties to develop confidence-building measures to foster an environment conducive to dialogue in the areas of security and the rule of law. The mandates of the Office are set out in Security Council resolutions [2248 \(2015\)](#), [2279 \(2016\)](#) and [2303 \(2016\)](#).
254. Steady progress has been made in providing support to the East African Community-led dialogue process. The Office is a member of the Joint Technical Working Group that assists the Facilitator. The absence of a peaceful resolution to the political crisis, in particular in the context of scheduled general elections, will result in continued calls for engagement by the Office in 2020.

Alignment with the Charter of the United Nations and the Sustainable Development Goals

255. The mandate of the Office guides it in producing the respective deliverables, which contribute to the attainment of the objective. The objective of the Office is aligned with the Organization's purpose to maintain international peace and security, 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 a number of Sustainable Development Goals, as reflected in paragraphs 267 and 268.

Recent developments

256. On 7 June 2018, a new constitution was promulgated. Subsequently, on 3 August, leaders of registered political parties met in Kayanza, Burundi, to adopt a road map for the 2020 elections. Signatories to the document declared that it would pave the way for democratic elections in 2020 and contribute to the return of exiled politicians who were not under prosecution by the Burundian judiciary and allow for the registration of the returnees whose names were missing from the electoral registers compiled prior to the constitutional referendum of May 2018. Representatives of some opposition parties attended the Kayanza meeting but declined to sign the document, stating that it was not consensual.
257. On 29 August 2018, Parliament confirmed the nomination of the new members of the National Independent Electoral Commission. Some members of the internal opposition denounced the composition of the new members of the Commission as lacking impartiality and objected to not having been consulted on the appointments.
258. On 14 September 2018, the Chair of the Conseil national pour le respect de l'Accord d'Arusha pour la paix et la réconciliation au Burundi et la restauration de l'état de droit addressed a letter to the Facilitator in which he listed issues and requirements that could enable the success of the upcoming dialogue session, including: (a) compliance with the principle of inclusivity through the participation of all parties and members of the Conseil, including those who have arrest warrants filed against them; (b) high-level representation of the Government of Burundi; (c) the presence of the mediator in the talks; (d) improved conditions for refugees in the United Republic of Tanzania; and (e) the continued engagement of the African Union and the United Nations as partners with the East African Community in its facilitation.

259. On 24 October 2018, the Facilitator opened the fifth session of the inter-Burundian dialogue, in the absence of the Government, the ruling party and its allied parties. The session was attended by 41 representatives of political parties and political actors from within and outside Burundi, including 2 former Heads of State and 6 key women political and civil society actors. While concluding the session on 29 October, the Facilitator announced that he would present a joint road map, which would collate the one developed by the participants in the fifth session with other ones, including the Government's road map of 3 August 2018. This consolidated road map would include the principles and minimum standards that the Facilitator considers to be matters of consensus in order to ensure the holding of credible elections in 2020. The document, along with the final report of the dialogue process, was expected to be discussed among East African Community Heads of State at its Ordinary Summit on 30 November 2018. The meeting, however, was cancelled owing to lack of quorum. A second attempt, scheduled for 27 December 2018, led to a further postponement, reportedly due to scheduling constraints. Eventually, the twentieth Ordinary Summit of the East African Community was held, on 1 February 2019. The East African Community decided to consult further on the dialogue process, and mandated President Museveni, the Mediator, to lead the consultations with the President of Kenya, Uhuru Kenyatta, and the President of the United Republic of Tanzania, John Pombe Joseph Magfuli.

Strategy and external factors for 2020

260. While significant progress has been made regarding the security situation in Burundi, the political crisis remains unresolved, notwithstanding the determined efforts of the Facilitator and five dialogue sessions. The stakeholders to the crisis, as well as the subregion, continue to require the support of the United Nations, in coordination with the African Union and the East African Community, to ensure a peaceful resolution to the crisis. The efforts of the Special Envoy and his Office therefore remain crucial to promoting a peaceful and prosperous future for Burundi and the region. In this regard, the Special Envoy will increase his interaction with the Mediator and the regional leaders, notably the Presidents of Kenya and the United Republic of Tanzania, as proposed at the twentieth Ordinary Summit of the East African Community, in February 2019.
261. With regard to the external factors, the overall plan for 2020 is based on the following planning assumption:
- (a) Progress towards sustainable peace in 2019 may be adversely affected by a delay in the East African Community-led dialogue process;
 - (b) The withdrawal of cooperation from the parties;
 - (c) A deterioration in the security situation, reducing the Office's ability to operate in Burundi.
262. The Office integrates a gender perspective in its operational activities, deliverables and results, as appropriate. The Office, in consultation with representatives of women's organizations, will advocate their participation in the dialogue and the peace process. For the Office, the participation of women includes increasing the number of women in the inter-Burundi dialogue process, including from the Office; the consideration of the concerns of women in the consensual road map; and their effective representation, of at least 30 per cent, in the institutions following the 2020 elections.
263. With regard to cooperation with other entities, the Office will ensure adequate support for regional and subregional initiatives related to Burundi that will allow for the development of a collective vision and approach on Burundian political issues. With regard to the political dialogue and the participation of women in political processes, the Office will create synergies with ongoing programmes and projects being implemented by UN-Women, among others, that are relevant to the implementation of its mandate. Lastly, broad cooperation with relevant institutions and organizations will ensure that respect for gender and human rights is mainstreamed into all activities. An increase in consultations will also be pursued in collaboration with the International Conference on the Great Lakes Region on the security situation in the region, with the Office of the Special Envoy for the Great Lakes Region on the impact of the Peace, Security and Cooperation Framework for the

Democratic Republic of the Congo and the region on the inter-Burundian dialogue, and with the African Union (Network of African Women in Conflict Prevention and Mediation) on women's political participation in the dialogue.

264. With regard to inter-agency coordination and liaison, the Office is working in close coordination and consultation with the United Nations agencies, funds and programmes in Burundi to pursue a collective approach to resolving the crisis.

Evaluation activities

265. The following self-evaluation is planned for 2020: implementation of the delegation of authority for Department of Political and Peacebuilding Affairs-led special political missions.

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



1. Objective

266. The objective, to which the Office contributes, is to advance a peaceful resolution of the crisis and bring long-term stability and security to Burundi.

2. Alignment with the Sustainable Development Goals

267. The objective is aligned with Sustainable Development Goal 5, which is to achieve gender equality and empower all women and girls. Progress towards the attainment of the objective will help to ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
268. The objective is also aligned with Sustainable Development Goal 16, which is to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. Progress towards the attainment of the objective will help to promote the rule of law at the national level and ensure equal access to justice for all.

3. Highlighted result in 2018

Adoption of a road map for the 2020 elections

In 2018, the Special Envoy used his good offices with various key stakeholders to promote a political and sustainable solution to the Burundian crisis. In this regard, on several occasions, he met in Burundi with government officials, the internal opposition parties and the external opposition in Brussels to persuade them to maintain their commitment to the East African Community-led inter-Burundian dialogue process.

The Special Envoy also interacted with the Facilitator of the inter-Burundi dialogue, the former President of the United Republic of Tanzania, Benjamin Mkapa, and with President Museveni in his capacity as Chair of the East African Community and the Mediator of the inter-Burundian dialogue, as well as with members of the international community in Burundi and elsewhere.



*The Special Envoy and the Facilitator of the inter-Burundian dialogue.
Source: UN Photo*

In addition to logistical support, the Office succeeded in providing political and technical advice to the East African Community-led dialogue process through the Joint Technical Working Group comprising the East African Community, the African Union and the United Nations. The Office held consultations and coordination meetings with national authorities, as well as with political parties and civil society organizations, towards an agreed road map for the 2020 elections. This included consultative meetings with civil society organizations, political leaders

and parties in and outside of Burundi, the international community, and technical and financial partners, with the aim of bringing about a peaceful solution to the current crisis.

The Office helped to organize the fifth session of the inter-Burundian dialogue, held in Arusha, United Republic of Tanzania, from 24 to 29 October 2018, which saw the participation of 41 key political actors and leaders, civil society organization representatives, including women, youth and religious leaders, and representatives of the media.

Result and evidence

The deliverables contributed to the result, which is the finalization of the Facilitator's report of the inter-Burundian dialogue process and his road map for the resolution of the conflict, which includes a road map towards the 2020 elections.

Evidence of the result includes the signing by both the internal- and external-based opposition of a consensual document "on the operational modalities" for the conduct of the 2020 elections. This marks the first time since the start of the inter-Burundian dialogue process, in March 2016, that all opposition parties agreed on a political framework for the 2020 elections and to an end to the political crisis in Burundi. The Facilitator's report and road map were presented to the East African Community Mediator for discussion and endorsement by the Heads of State during the twentieth East African Community Ordinary Summit, which was held on 1 February 2019.

The result demonstrates progress made in 2018 towards the collective attainment of the objective.

269. A planned result for 2018, which is progress in an inclusive inter-Burundian dialogue process that is nationally owned and internationally accepted and the governance and civilian oversight of the security sector and rule of law institutions in Burundi, was achieved, as evidenced by the publication of a consolidated road map at the initiative of the Facilitator, which included input from all parties to the crisis, which is expected to become the political framework for the 2020 elections and address the political crisis in Burundi. With regard to security reform/the rule of law, an informal consultative group composed of technical financial partners and other international actors was established.

4. Highlighted planned result for 2020

Implementation of the road map towards the 2020 elections

In 2018, a consolidated road map drawn up by the Facilitator was submitted to the East African Community Mediator and the Heads of State. The road map has yet to be accepted by all parties.

Challenge and response

The challenge is for the Office to use its good offices to expand the limited participation of exiled political parties and some members of civil society organizations in the dialogue. Another challenge is to maintain engagement with leaders of the region, given that there is a need for the region to remain committed to the process.

In response, for 2020, the Special Envoy intends to intensify his good offices efforts through contact, meetings and interaction with all stakeholders, including the Government of Burundi, opposition parties, both nationally and those in exile, and leaders of the region, as well as the African Union and the guarantors to the process, including South Africa and others, in order to ensure an inclusive political process and reinforce support from the region.

Result and evidence

The planned deliverables are expected to contribute to the result, which is the broader participation in the inter-Burundian dialogue processes of all stakeholders and ensuring the much-needed and continued engagement from leaders of the region in support of the efforts by the East African Community Mediator towards achieving lasting peace in Burundi.

Evidence of the result, if achieved, will include the development and signing of a consensual road map in 2019 by both the Government of Burundi and the opposition and its full implementation for the holding of democratic, credible elections in 2020.

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

Performance measures

2018	2019	2020
Submission by the parties to the Facilitator of different road maps for the 2020 elections	Development and signing of a single consensual road map for the 2020 elections by all parties	Implementation of the consensual road map for democratic, credible elections in 2020

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

5. Deliverables for the period 2018–2020

271. Table 29 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 29

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

	2018 planned	2018 actual	2019 planned	2020 planned
Quantified deliverables				
A. Facilitation of the intergovernmental process and expert bodies				
Parliamentary documentation (number of documents)	4	2	4	4
Substantive services for meetings (number of three-hour meetings)	4	4	4	4
Non-quantified deliverables				
C. Substantive deliverables				
Good offices				
Consultation, advice and advocacy				

6. Most significant relative variances in deliverables

Variances between the actual and planned figures in 2018

272. The variance in parliamentary documentation was driven by fewer than expected Security Council meetings, owing to only two requests by the Council for reports of the Secretary-General, compared with four reports that were anticipated.

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

Resource requirements (regular budget)

Table 30

Financial resources

(Thousands of United States dollars)

Category of expenditure	2018	2019	2020	Variance	
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	4 269.5	3 991.4	4 340.6	—	349.2
Operational costs	2 314.1	3 016.4	2 896.4	—	(120.0)
Total (net of staff assessment)	6 583.6	7 007.8	7 237.0	—	229.2

Table 31

Positions

	Professional and higher categories									General Service and related categories		National staff				Total
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/ Security Services	General Service ^a	Total international	National Professional Officer	Local level	United Nations Volunteers	
Approved 2019	1 ^b	—	1	2	4	5	2	—	15	7	1	23	2	5	—	30
Proposed 2020	1 ^b	—	1	2	4	5	2	—	15	7	1	23	2	5	—	30
Change	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—

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

^a Other level unless otherwise specified.

^b The Under-Secretary-General is on a when-actually-employed contract.

273. The proposed resource requirements for 2020 for the Office of the Special Envoy of the Secretary-General for Burundi amount to \$7,237,000 (net of staff assessment) and would provide for salaries and common staff costs (\$4,340,600) for the continuation of 30 civilian positions (1 Under-Secretary-General, on a when-actually-employed basis, 1 D-2, 2 D-1, 4 P-5, 5 P-4, 2 P-3, 7 Field Service, 1 General Service, 2 National Professional Officer and 5 Local level), as well as operational costs (\$2,896,400), including consultants and consulting services (\$69,500), official travel (\$449,600), facilities and infrastructure (\$1,424,500), ground transportation (\$117,900), communications and information technology (\$492,600), medical (\$56,900) and other supplies, services and equipment (\$285,400).
274. In 2020, it is proposed that the number and levels of positions for the Office remain unchanged. A vacancy rate of 17.0 per cent has been applied to international positions, while the assumption of full incumbency has been applied to national positions.
275. The variance (increase) between the resources proposed for 2020 and the approved budget for 2019 is attributable mainly to increased requirements for civilian personnel costs resulting from a lower vacancy rate for international positions and the assumption of full incumbency of national positions and higher percentages of common staff costs for international and national positions.

Extrabudgetary resources

276. No extrabudgetary resources were available in 2019 or are projected for the Office for 2020.

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

(\$1,073,000)



Foreword

When I was asked to take on the assignment as the Special Envoy of the Secretary-General on Myanmar, I responded positively in a heartbeat. Why? Because I believed that I could be helpful in supporting the Government and the people of Myanmar in their quest for a peaceful and prosperous country where human rights for all will be protected and promoted.

At the same time, I was fully aware of the multidimensional challenges that the country was facing. While Myanmar has undergone a major transition towards democracy, especially during the 2015 elections, renewed tensions in Rakhine State in October 2016 and August 2017 have unfolded into one of the world's largest refugee crises, with regional implications. The refugees in Bangladesh must be able to exercise their right to a safe, voluntary and dignified return to their areas of origin or choice. Meanwhile, national reconciliation, which hinges on the peace process between the Government and ethnic armed organizations, is increasingly fragile and marked by frequent clashes. There is also a need for greater domestic and foreign investment in Myanmar, given that the country urgently requires inclusive development, and for accountability and the rule of law. I will continue to work on all these elements, which are parts of my mandate.

Since I took up the position in May 2018, I have visited Myanmar six times and Bangladesh four times, as well as capitals of key, interested Member States. As part of the good offices mandate, I will continue to play a bridging role among various actors within Myanmar, between Myanmar and Bangladesh, between Myanmar and the wider United Nations system, and between Myanmar and the international community at large. I should also like to add that, for the first time in its history, the United Nations was allowed to establish a formal presence of its good offices inside Myanmar. My Office has been operating in Nay Pyi Taw since late 2018 and is engaging closely with all parties in the capital, Yangon, in Rakhine State and in other places throughout the country.

I have been to various parts of Myanmar, including Rakhine and Kachin States, and to the large refugee camp in Cox's Bazar, Bangladesh. In these places, I met many refugees and internally displaced persons and observed first-hand their very difficult conditions. Many Rohingya in the internally displaced persons camps told me that conditions in the shelters were far from optimal and that restrictions on freedom of movement and access to basic services remained problematic. The accounts and stories of the refugees in Cox's Bazar were unimaginable, and I renewed my commitment to helping those in need. I have also been paying careful attention to the situation of women and children, especially girls, in these and other places. I had the opportunity to have extensive meetings with women internally displaced persons in Kachin and Shan States, who explained their challenges, including relating to gender-based violence. On a positive note, I see that, in the past few months, our concerted engagement has begun to yield incremental progress and that the Myanmar authorities have begun to take concrete steps.

The challenges are formidable and the responsibilities on my shoulders heavy. I am not deterred by them; on the contrary, I am, in fact, even more determined than in May 2018 to pursue the goals contained in my mandate, along with the partners in Myanmar and the international community.

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

Overall orientation

Mandates and background

277. The Office of the Special Envoy of the Secretary-General on Myanmar is responsible for providing the good offices of the Secretary-General and, as a priority, encouraging the authorities in Myanmar to ensure the safe, voluntary, dignified and sustainable return of the refugees to their place of origin or choice. As part of the efforts to help to promote inclusive political dialogue in the peace process, the Special Envoy also seeks to de-escalate tensions and address human rights and humanitarian issues arising from other areas inhabited by ethnic minorities, including in Kachin and northern Shan States. Broader assistance to the democratic transition in Myanmar will also be an integral part of the Special Envoy's work. The mandate is defined in General Assembly resolution [72/248](#) on the situation of human rights in Myanmar.
278. More than one and a half years have passed since the violence in Rakhine State forced hundreds of thousands of Rohingya and others to flee their homes, including across the border into Bangladesh. The conditions conducive to the safe, voluntary, dignified and sustainable return of the refugees in Cox's Bazar to their place of origin or choice in Myanmar has yet to be attained. Such efforts have been made even more challenging by the recent attacks by the Arakan Army on the Myanmar security forces and ensuing conflict between the two sides in northern Rakhine State. Failure to address the underlying causes of violence in Rakhine State will prolong the dire situation of some 1 million refugees living under temporary conditions with little signs of hope. Meanwhile, the peace process remains fragile, and the tensions between the civilian and military sides of the Government are expected to increase ahead of the general elections in 2020. The country's Independent Commission of Enquiry continues national efforts towards accountability.
279. Against this backdrop, Myanmar continues to face other, multiple challenges in political, human rights, humanitarian, legal, economic and social areas, and the good offices of the Secretary-General remain of critical importance in assisting the country in achieving a peaceful and prosperous future in which human rights for all will be protected and promoted.

Alignment with the Charter of the United Nations and the Sustainable Development Goals

280. The mandate of the Office guides it in producing the respective deliverables, which contribute to the attainment of the objective. The objective of the Office is aligned with the Organization's purpose to maintain international peace and security, 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 a number of Sustainable Development Goals, as reflected in paragraphs 293 and 294.

Recent developments

281. The third round of the 21st-Century Panglong Conference was held in July 2018 with the participation of the representatives of the Government of Myanmar and ethnic armed organizations. The aim of the Conference was to unite all ethnic nationalities and work towards building a democratic federal Myanmar through dialogue. The 17 ethnic armed organizations present at the event included 10 signatories and 7 other non-signatories to the nationwide ceasefire agreement of 15 October 2015. On the final day of the Conference, the Union Peace Dialogue Joint Committee approved 14 principles for inclusion in a Union peace accord, bringing the total agreed principles to 51. Of the 14 principles, 7 involve social matters, 4 concern political arrangements, 2 are about land and the environment and 1 focuses on the economy. The various comparative advantages of the United Nations system could provide technical assistance in these areas, and the Special Envoy,

through continued engagement, could help to facilitate such support. During 2018, the Government continued to reach out to non-signatory ethnic armed organizations to bring them into the nationwide ceasefire agreement process. The Office of the Commander-in-Chief of the Defence Services announced a ceasefire from 21 December 2018 to 30 April 2019, with the goal of enabling peace talks and national reconciliation with all ethnic armed organizations, including non-signatories to the nationwide ceasefire agreement. Fighting, however, continued in various ethnic areas.

282. On 30 October 2018, following the third meeting of the Myanmar and Bangladesh joint working group, it was announced that the repatriation process of some 2,260 refugees, or 150 per day, would commence on 15 November 2018. On 15 November, the Government of Bangladesh assembled buses in the Cox's Bazaar refugee camps to take the first returnees to the border. The return process, however, could not go forward, with refugees citing fear about the conditions in Myanmar. In one of the nearby camps, protests were organized by refugees against forced returns. As mentioned above, ongoing violence further complicated prospects for the dignified, safe, voluntary and sustainable return of refugees to Rakhine State. For refugees in Bangladesh, knowing that the United Nations and its partners are present at their places of return will be a positive incentive. In developing durable solutions for those displaced within Myanmar, it is vital that the current positive efforts by Myanmar to draft a national strategy on the closure of camps for internally displaced persons address the underlying issues in Rakhine State, including the question of citizenship and the restoration of freedom of movement. Even prior to the fighting with the Arakan Army, the level of access was a problem. The implementation of the tripartite memorandum of understanding of 6 June 2018 among Myanmar, UNDP and OHCHR to support the creation of the conditions for the return of the refugees from Bangladesh was insufficient. This must improve in order to address the fragility of all communities in Rakhine State. Any complementarity, especially at the regional level, by the Association of South-East Asian Nations, in support of the bilateral efforts between Bangladesh and Myanmar will be crucial. In support of this, the Special Envoy continued to encourage greater cooperation on the part of Myanmar towards the effective and holistic implementation of all recommendations of the Advisory Commission on Rakhine State. During her visits to Myanmar in the reporting period, the Special Envoy advocated a "zero tolerance for discrimination" campaign from the top down.
283. On 3 November 2018, the second by-election under the National League for Democracy Government was conducted for 13 seats in nine States and regions. The official results showed the National League for Democracy winning three Union Lower House seats (Yangon, Mandalay and Chin State) and three regional parliamentary seats (Bago, Mandalay and Magway Divisions). The army-backed main opposition Union Solidarity and Development Party succeeded in winning seats in Sagaing and Yangon regional parliaments, as well as a seat in the Union Upper House for Kachin State. The Shan Nationalities League for Democracy kept its seat in Shan State, while the parliamentary seat for Rathedaung was won by an independent candidate. Ahead of the general elections in 2020, tensions between the civilian Government and the military, as well as between the centre and ethnic areas, could increase and add to domestic political complexities. State Counsellor Daw Aung San Suu Kyi is evidently moving ahead carefully on democratic reform, as highlighted by her efforts on the constitutional amendment. The Special Envoy repeatedly underlined in her engagements with all stakeholders that it would be paramount that reform issues address institutionalized discrimination.

Strategy and external factors for 2020

284. In 2020, the Special Envoy will continue to consult widely with various international stakeholders and facilitate the coordination of a coherent international approach on the Rohingya crisis. While promoting intercommunal dialogue in Rakhine State, the Special Envoy and her Office will continue to seek political changes that would include legislation against hate speech and incitement to violence. The return of Rohingya from Bangladesh to Myanmar predicates on reconstruction and reconciliation efforts for all communities in a manner that promotes social cohesion in Rakhine State. Helping to strengthen national efforts on this front will remain and be a key part of the Special Envoy's activities.

285. As both the Secretary-General and the Special Envoy have publicly advocated, accountability is essential for genuine reconciliation among all ethnic groups. The Special Envoy engaged with the authorities in helping to strengthen a credible national accountability process, including through technical international support for the nationally formulated Independent Commission of Enquiry, which has responded positively to the Special Envoy's recommendation that it should engage with United Nations human rights entities such as OHCHR and the Human Rights Council-mandated fact-finding mission and independent investigative mechanism.
286. For a long-lasting solution that affirms shared values, promotes mutual respect and upholds human dignity, the implementation of the recommendations of the Advisory Commission on Rakhine State will be important, as highlighted above. In accordance with the United Nations joint response plan for the Rohingya humanitarian crisis in Bangladesh, there is also an urgent need for sustained support for refugees in Bangladesh because a failure on this front could lead to increased disillusionment and possible radicalization. As the Special Envoy has observed during her field visits to the refugee camps, it may also expose refugees to protection risks, including sexual and gender-based violence, trafficking and other forms of abuse. The Special Envoy continues to engage relevant authorities on possible prevention efforts.
287. In the context of national reconciliation, the peace process between the Government of Myanmar and ethnic armed organizations is increasingly fragile after the onset of an intensive military campaign against ethnic armed groups, with growing displacement and reported abuses. This highlighted the urgency for all parties to exercise restraint and avoid action that could reverse the important gains made in the peace process. The Special Envoy will continue to express her readiness to support this process and explore the future role of the United Nations in the peace process.
288. With regard to the external factors, the overall plan for 2020 is based on the following planning assumptions:
 - (a) The military leadership demonstrates its willingness to take steps to assuage the international concerns relating to the Rohingya community;
 - (b) National reconciliation in Myanmar continues to be contingent on the success of ongoing peace talks taking place at multiple levels with the signatories and non-signatories.
289. The Office integrates a gender perspective in its operational activities, deliverables and results, as appropriate. Efforts will be made to have more extensive meetings with internally displaced women in Kachin, Bamar and Shan to better understand the specific gender-related challenges, such as gender-based violence, exacerbated in part through overcrowding in the camps, pay discrimination for casual labour, access to specific women-oriented medical care and a lack of child-care and child-friendly spaces.
290. With regard to inter-agency coordination and liaison, the Office of the Special Envoy engages closely with agencies, funds and programmes of the United Nations, in particular, the Economic and Social Commission for Asia and the Pacific, which also provides the Special Envoy with administrative support. In the efforts towards repatriation and addressing the root causes in Rakhine State, in particular, the Office will work closely with the resident coordinators in Bangladesh and Myanmar, as well as United Nations system entities, such as UNDP, the Office for the Coordination of Humanitarian Affairs, UNHCR and OHCHR. The Office of the Special Envoy will also continue to extend cooperation to the Special Representative of the Secretary-General for Children and Armed Conflict and the Special Representative of the Secretary-General on Sexual Violence in Conflict, in joint efforts aimed at helping the Myanmar authorities and other interlocutors to address such relevant issues as child soldiers and sexual violence in conflict. The Special Envoy will continue the established practice of consulting with the United Nations country team when visiting Myanmar. These regular consultations, including with other senior United Nations officials, have been aimed at strengthening United Nations system-wide coherence and coordination.

Evaluation activities

291. The following self-evaluations are planned for 2020: implementation of the delegation of authority for Department of Political and Peacebuilding Affairs-led special political missions.

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



1. Objective

292. The objective, to which the Office contributes, is to ensure a safe, voluntary, dignified and sustainable return of the Rohingya refugees to their places of origin or choice.

2. Alignment with the Sustainable Development Goals

293. The objective is aligned with Sustainable Development Goal 5, which is to achieve gender equality and empower all women and girls. Progress towards the attainment of the objective will help to ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
294. The objective is aligned with Sustainable Development Goal 16, which is to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels in Myanmar. Progress towards the attainment of the objective will help to promote and enforce non-discriminatory laws and policies for sustainable development.

3. Highlighted result in 2018

Towards the creation of conditions conducive to safe, voluntary, dignified and sustainable returns

Renewed tensions in Rakhine State in October 2016 and August 2017 unfolded into one of the world's largest refugee crises, with regional implications. In 2018, the Special Envoy focused her efforts on the return process and an improvement in conditions and humanitarian access to all the affected areas. She and her Office repeatedly urged the Government of Myanmar to make progress on three points, namely, to end the military operations, to allow unfettered access for humanitarian support and to ensure the safe, voluntary, dignified and sustainable return of the refugees to their areas of origin. The Special Envoy advocated concrete steps that would instil confidence among refugees for safe and voluntary returns. To date, the authorities have responded positively to many of the Special Envoy's suggestions, including on the creation of an oversight body for the citizenship verification process and towards a more transparent process of informing refugees in Bangladesh of possible repatriation. They recently established a public complaints and appeals committee for the citizenship verification process. The Special Envoy's engagements will continue to be centred on seeking greater cooperation on the part of Myanmar towards the effective and holistic implementation of all recommendations of the Advisory Commission on Rakhine State.



*The Special Envoy on her field visit to an internally displaced persons camp in Rakhine State, where she engaged with Rohingya Muslims affected by violence.
Source: UN Photo*

The Office also engaged with interlocutors in Bangladesh and Myanmar to agree on the framework for the repatriation of those who had fled the violence, in accordance with international standards. The Special Envoy has repeatedly advocated with interlocutors in Bangladesh and Myanmar to involve UNHCR in these discussions.

Result and evidence

The deliverables contributed to the result, which is a memorandum of understanding between UNDP-UNHCR and the Government of Myanmar, signed on 6 June 2018. Evidence of the result includes the agreement by the Government to allow for assessments, including in northern Rakhine State, to be conducted by UNHCR and UNDP under the terms of the memorandum of understanding. In the context of the memorandum of understanding with the Government, UNHCR and UNDP were to conduct village assessments in northern Rakhine State in the locations approved by the Government during the second half of 2018. The access granted, however, was insufficient and required continuous engagement with the relevant authorities to improve.

The result demonstrates progress made in 2018 towards the collective attainment of the objective.

295. A planned result for 2018, which is progress in returns from Bangladesh, was achieved, as evidenced by the agreement between Myanmar and United Nations agencies on conditions of return that was signed, as illustrated above.

4. Highlighted planned result for 2020

Safe, dignified and voluntary repatriation

In 2018, the repatriation from Bangladesh to Myanmar that was supposed to begin on 15 November did not take place.

Challenge and response

The challenge, as highlighted by the Rohingya refugees themselves, the Secretary-General and the Special Envoy, as well as key stakeholders, including in the Security Council and General Assembly, is the absence of enabling conditions for these returns.

In response, for 2020, the Office will adopt a multidimensional approach, involving all stakeholders, in particular the Government of Myanmar, to promote social cohesion. This would include the catalytic role of the Office in organizing inter-faith events in Rakhine State. The Office will underline the need to support returns by reconstruction and reconciliation efforts for all communities in a manner that promotes social cohesion. In this connection, the Office would engage with the interested actors from the international community to support reconstruction efforts in Rakhine State. Other engagement would revolve around accountability towards genuine reconciliation and non-discriminatory public safety for all communities. In this context, efforts will be made to coordinate international efforts and strengthen intercommunal dialogue in Rakhine State and address other dimensions of the human rights of the Rohingya community, such as issues linked to citizenship, identity documents, work permits and birth registration, in close consultation with the Government and in coordination with the United Nations country team and the wider international community.

Result and evidence

The planned deliverables are expected to contribute to the result, which is the creation of a more conducive and enabling environment for the returns. Evidence of the result, if achieved, will include the beginning of the smooth and sustainable repatriation of refugees in a more enabling environment.

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

Performance measures

2018	2019	2020
No repatriation process	Creation of enabling conditions for a smooth repatriation process	Return of refugees in a more enabling environment

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

5. Deliverables for the period 2018–2020

297. Table 32 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 32

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

	2018 planned	2018 actual	2019 planned	2020 planned
Quantified deliverables				
A. Facilitation of the intergovernmental process and expert bodies				
Parliamentary documentation (number of documents)			1	1
Substantive services for meetings (number of three-hour meetings)	3	2	4	4
Non-quantified deliverables				
C. Substantive deliverables				
Good offices				
Consultation, advice and advocacy				
D. Communication deliverables				
External and media relations				

6. Most significant relative variances in deliverables

Variances between the actual and planned figures in 2018

298. The variance in substantive services for meetings was driven mainly by a planned interactive dialogue with the General Assembly that was not ultimately requested.

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

Resource requirements (regular budget)

Table 33

Financial resources

(Thousands of United States dollars)

Category of expenditure	2018	2019	2020		Variance
	Expenditure	Appropriation	Total requirements	Non-recurrent requirements	2020 vs. 2019 Increase/(decrease)
	(1)	(2)	(3)	(4)	(5)=(3)-(2)
Military and police personnel costs	—	—	—	—	—
Civilian personnel costs	245.6	861.4	722.1	—	(139.3)
Operational costs	256.9	358.9	350.9	—	(8.0)
Total (net of staff assessment)	502.5	1 220.3	1 073.0	—	(147.3)

Table 34

Positions

	Professional and higher categories								General Service and related categories		National staff					Total
	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Subtotal	Field/ Security Services	General Service	Total international	National Professional Officer	Local level	United Nations Volunteers	
Approved 2019	1 ^a	—	—	1	1	1	—	—	4	—	—	4	—	1	—	5
Proposed 2020	1 ^a	—	—	1	1	1	—	—	4	—	—	4	—	1	—	5
Change	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—

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

^a The Under-Secretary-General is on a when-actually-employed contract.

299. The proposed resource requirements for 2020 for the Office of the Special Envoy of the Secretary-General on Myanmar amount to \$1,073,000 (net of staff assessment) and would provide for salaries and common staff costs (\$722,100) for the continuation of five positions (1 Under-Secretary-General, 1 D-1, 1 P-5, 1 P-4 and 1 Local level), as well as operational costs (\$350,900) comprising costs for official travel (\$186,900), facilities and infrastructure (\$64,800), ground transportation (\$12,000), communications and information technology (\$18,000) and other supplies, services and equipment (\$69,200).
300. In 2020, it is proposed that the number and levels of positions for the Office remain unchanged. A vacancy rate of 5.0 per cent has been applied to the positions.
301. The variance (decrease) between the resources proposed for 2020 and the approved budget for 2019 is attributable mainly to the application of the revised salary scales and a lower percentage of common staff costs in the computation of international staff costs and the difference in prevailing United Nations operational exchange rates between the Burmese kyat and the United States dollar applied for national staff costs in the 2019 and 2020 budgets.

Extrabudgetary resources

302. In 2019, the Office projects that extrabudgetary resources estimated in the amount of \$558,000 will be used to support activities and relevant initiatives aimed at promoting the implementation of

General Assembly resolution [73/264](#), including the facilitation of intercommunal and interfaith dialogue in Rakhine State, as well as national reconciliation. To date, contributions have been received from the Governments of Norway, the Republic of Korea and Switzerland.

303. In 2020, extrabudgetary resources in the estimated amount of \$500,000 are projected for the Office in support of its efforts towards the further consolidation of democracy and to advance justice, peace and human rights.
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