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### Financing of the African Union-United Nations Hybrid Operation in Darfur

## **Budget performance for the period from 1 July 2018 to 30 June 2019 and financing for the period from 1 July to 31 December 2020 of the African Union-United Nations Hybrid Operation in Darfur**

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

#### **I. Introduction**

1. The Advisory Committee on Administrative and Budgetary questions has considered the report of the Secretary-General on the budget performance for the period from 1 July 2018 to 30 June 2019 ([A/74/627](#)) and a note by the Secretary-General on the financing of the African Union-United Nations Hybrid Operation in Darfur (UNAMID) ([A/74/810](#)) containing a request for authority to enter into commitments with assessment in the total amount of \$241,896,600 gross (\$234,977,400 net) for the maintenance of the Operation for the period from 1 July to 31 December 2020. During its consideration of the documents, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 30 April 2020. The comments and recommendations of the Committee on cross-cutting issues related to peacekeeping operations are contained in its report ([A/74/737](#)) and those pertaining to the findings and recommendations of the Board of Auditors on the United Nations peacekeeping operations for the period from 1 July 2018 to 30 June 2019 can be found in its related report ([A/74/806](#)).

#### **II. Budget performance for the period from 1 July 2018 to 30 June 2019**

2. The General Assembly, by its resolution [73/278 A](#), appropriated the amount of \$715,522,700 gross (\$696,344,600 net) for the maintenance of the Operation for the period from 1 July 2018 to 30 June 2019, inclusive of the amount of \$385,678,500



previously authorized under the terms of its resolution [72/259](#) B. The total amount has been assessed on Member States. Expenditures for the period totalled \$714,977,600 gross (\$693,797,000 net), reflecting a budget implementation rate of 99.9 per cent. The resulting unencumbered balance of \$545,100, in gross terms, represents 0.1 per cent of the appropriation, reflecting the combined effect of: (a) lower-than-budgeted expenditures under operational costs (\$18,363,100, or 10.6 per cent); and (b) higher-than-budgeted expenditures under military and police personnel (\$5,010,100, or 1.5 per cent) and under civilian personnel (\$12,807,900, or 6.3 per cent). A detailed analysis of variances is provided in section IV of the report of the Secretary-General on the budget performance of the Operation for the period from 1 July 2018 to 30 June 2019 ([A/74/627](#)).

3. The budget performance report indicates that, during the 2018/19 period, a total amount of \$17,819,600 was redeployed from group III, operational costs, to group I, military and police personnel (\$5,011,600); and group II, civilian personnel (\$12,808,000) (*ibid.*, para. 82). In his report, the Secretary-General indicates that the redeployment to group I, military and police personnel, was aimed at covering higher-than-planned requirements for military contingents due mainly to the payment of \$12 million for the formal resolution of a legal matter in respect of a rations contract (*ibid.*, para. 82). Upon enquiry, the Advisory Committee was informed that the legal matter was related to a claim made by a vendor regarding events which occurred between 2009 and 2013.

### **III. Information on the current period from 1 July 2019 to 30 June 2020**

4. In its resolution [74/261](#) B, the General Assembly appropriated an amount of \$514,505,600 for the maintenance of UNAMID for the period from 1 July 2019 to 30 June 2020, inclusive of an amount of \$388,198,700, previously authorized for the period from 1 July 2019 to 31 March 2020 under its resolutions [73/278](#) B and [74/261](#) A.

5. With respect to current and projected expenditures for the period from 1 July 2019 to 30 June 2020, the Advisory Committee was informed that, as at 31 March 2020, expenditures amounted to \$366,574,400. At the end of the current financial period, the estimated total expenditures would amount to \$509,233,800, leaving an unencumbered balance of \$5,271,800.

6. With regard to the deployment of military personnel, who comprise military observers and military contingent personnel, the information provided to the Advisory Committee shows that, as at 31 March 2020, the actual deployment of 4,348 personnel was higher than the strength of 4,050 personnel authorized by the Security Council in its resolution [2429](#) (2018). In the context of its previous report on UNAMID ([A/73/755/Add.10](#)), the Committee had been informed that, in line with Security Council resolution [2479](#) (2019), the repatriation of a battalion of 325 military contingent personnel, originally scheduled for 30 June 2019, had been deferred until 23 March 2020 for security reasons (see [A/74/746](#), para. 13). Upon enquiry, the Committee was informed on 29 April 2020 that, owing to the travel restrictions imposed as a result of the coronavirus disease (COVID-19) pandemic, the repatriation of that battalion had not taken place and a new repatriation date had not yet been set.

7. The Advisory Committee was also informed that, as at 12 February 2020, a total of \$16,388,500,000 had been assessed on Member States in respect of the Operation since its inception. Payments received as at the same date amounted to \$16,073,488,000, leaving an outstanding balance of \$315,012,000. As at 13 April 2020, the cash available to UNAMID amounted to \$106,388,000, including \$75 million borrowed from active peacekeeping operations, which is sufficient to

cover the three-month operating reserve of \$90,794,000, as well as the next scheduled payments for reimbursements to troop- and police-contributing countries. **The Advisory Committee recalls that the General Assembly has repeatedly urged all Member States to fulfil their financial obligations as set out in the Charter of the United Nations on time, in full and without conditions.**

8. The Advisory Committee was informed that, as at 31 December 2019, the outstanding balance for contingent-owned equipment amounted to \$56,534,700. The Committee was also informed that there were 13 pending death and disability claims. **The Advisory Committee trusts that those claims will be settled expeditiously.**

## IV. Proposed requirements for the period from 1 July to 31 December 2020

### A. Mandate and planning assumptions

9. The mandate of UNAMID was established by the Security Council in its resolution 1769 (2007). The most recent extension of the mandate, until 31 October 2020, was authorized by the Council in its resolution 2495 (2019). In its resolution 2517 (2020) of 30 March 2020, the Council decided that the Operation should maintain its current troop and police ceilings, as well as all its team sites, until 31 May 2020. In the same resolution, the Council expressed its intention to decide, by 31 May 2020, courses of action regarding the responsible drawdown and exit of UNAMID, and to adopt a new resolution at the same time, establishing a follow-on presence.

10. The Secretary-General indicates that the proposed resources for the six-month period are based on the existing mandate of UNAMID, while keeping in mind the likelihood of the drawdown and exit of the Operation. In that context, the Operation will maintain its current ceiling of 4,050 military personnel and 2,500 police personnel, as well as its 14 locations (12 team sites, one temporary operating base and the Operation headquarters). The planning assumptions are contained in paragraphs 10 to 32 of the Secretary-General's note (A/74/810). Upon enquiry, the Advisory Committee was informed that, should the Security Council decide by 31 May 2020 on the Operation's drawdown and liquidation, a detailed budget proposal for the 2020/21 period would be prepared for the consideration of the General Assembly during the main part of its seventy-fifth session. The Mission would then implement its plan for the further drawdown of uniformed personnel and assets and the closure of the 14 locations (*ibid.*, paras. 10, 14, 15 and 29).

### B. Resource requirements

#### Financial resources

(Thousands of United States dollars)

Category	Expenditure (2018/19)	Apportionment (2019/20)	50 per cent of apportionment (2019/20)	Cost estimates (1 July to 31 December 2020)	Variance amount	Variance percentage
Military and police personnel	343 272.5	226 194.8	113 097.4	113 235.5	138.1	0.1
Civilian personnel	216 654.0	161 913.4	80 956.7	78 412.3	(2 544.4)	(3.1)
Operational costs	155 051.1	126 397.4	63 198.7	50 248.8	(12 949.9)	(20.5)
<b>Gross requirements</b>	<b>714 977.6</b>	<b>514 505.6</b>	<b>257 252.8</b>	<b>241 896.6</b>	<b>(15 356.2)</b>	<b>(6.0)</b>

11. The Secretary-General indicates that the estimated requirement for the maintenance of UNAMID for the six-month period from 1 July to 31 December 2020 amounts to \$241,896,600, reflecting a reduction of \$15,356,200, or 6 per cent, compared with half of the appropriation for the 12-month period from 1 July 2019 to 30 June 2020.

## 1. Military and police personnel

	<i>Authorized, as at 31 March 2020<sup>a</sup></i>	<i>Actual deployment as at 31 March 2020</i>	<i>Planned deployment from 1 July to 31 December 2020</i>
Military observers	49	36	49
Military contingents	4 001	4 312	4 001
United Nations police	760	532	760
Formed police units	1 740	1 632	1 740
<b>Total</b>	<b>6 550</b>	<b>6 512</b>	<b>6 550</b>

<sup>a</sup> Represents the highest level of authorized/proposed strength.

12. The estimated resources for military and police personnel amount to \$113,235,500, reflecting an increase of \$138,100, or 0.1 per cent, compared with half of the apportionment for the 12-month period from 1 July 2019 to 30 June 2020. The requirement provides for the following categories of uniformed personnel: military observers (\$834,100), military contingents (\$71,937,900), United Nations police (\$12,066,600) and formed police units (\$28,396,900). The Secretary-General indicates that the requirement reflects the application of delayed deployment factors of 31 per cent for military observers and United Nations police officers and 6 per cent for formed police unit personnel (A/74/810, paras. 38–44).

## 2. Civilian personnel

	<i>Planned<sup>a</sup> deployment for March 2020</i>	<i>Actual deployment 31 March 2020</i>	<i>Proposed deployment from 1 July to 31 December 2020</i>
<b>Posts</b>			
International staff	530	462	527
National staff			
National Professional Officers	124	124	124
National General Service staff	754	744	748
<b>Temporary positions</b>			
International staff	16	16	16
National Professional Officers	1	1	1
National General Service staff	80	79	80
United Nations Volunteers	68	65	68
Government-provided personnel	6	6	6
<b>Total</b>	<b>1 579</b>	<b>1 497</b>	<b>1 570</b>

<sup>a</sup> Represents the budgeted average monthly deployment.

13. The estimated resources for civilian personnel amount to \$78,412,300, reflecting a reduction of \$2,544,400, or 3.1 per cent, compared with half of the apportionment for the 12-month period from 1 July 2019 to 30 June 2020. The proposed resources would include requirements for international staff (\$53,762,000),

national staff (\$18,744,400), United Nations Volunteers (\$1,995,400), general temporary assistance positions (\$3,778,400) and Government-provided personnel (\$132,100).

14. This requirement would provide for 1,570 civilian personnel, including 527 international staff, 124 National Professional Officers, 748 national General Service staff, 97 general temporary assistance positions (16 international staff, 1 National Professional Officer and 80 national General Service staff), 68 international United Nations Volunteers and 6 Government-provided personnel. Upon enquiry, the Advisory Committee was informed that the proposed complement of civilian personnel reflects a reduction of 9 posts, including 3 international posts (1 Procurement Officer (P-3) and 2 Procurement Assistants (Field Service)) and 6 national General Service staff posts (5 Procurement Assistants and 1 Administrative Assistant), compared with the approved complement of civilian personnel for 2019/20.

15. **The Advisory Committee reiterates the need for capacity-building activities to support national staff during the mission downsizing and trusts that steps will be taken by UNAMID to assist national staff in developing skills and finding employment opportunities following the closure of the Mission (see also [A/74/746](#), para. 40, [A/74/592](#), para. 14, and [A/73/755/Add.10](#), para. 26).**

#### *Vacancy rates*

16. The table below provides a summary of the vacancy rates for civilian personnel experienced for the 2018/19 and 2019/20 periods, as well as those proposed for the period from 1 July to 31 December 2020. The Advisory Committee notes from the proposed resources that information on vacancy factors applied in the cost estimates for 2020/21 continues to reflect a common statement for most peacekeeping operations, rather than detailed explanations for the specific rates applied for each category of the civilian personnel of the Mission. In particular, the Committee notes the lack of justification for the application of rates that differ from the actual vacancy rates experienced during the current period.

Category	Actual 2018/19	Approved 2019/20	Actual average 31 March 2020	Actual 31 March 2020	Proposed 1 July to 31 December 2020
<b>Posts</b>					
International staff	10.2	9.0	8.7	12.8	12.0
National staff					
National Professional Officer	6.9	—	0.8	—	—
National General Service staff	2.9	2.0	1.5	1.3	1.0
<b>United Nations Volunteers</b>					
International volunteers	5.4	7.0	4.4	4.4	4.0
National volunteers	—	—	—	—	—
<b>Temporary positions</b>					
International staff	6.3	—	—	—	—
National Professional Officers	—	—	—	—	—
National General Service staff	6.3	—	1.3	1.3	1.0
Government-provided personnel	—	—	—	—	—

17. **The Advisory Committee reiterates its view that proposed vacancy rates should be based, as much as possible, on actual rates. In cases where proposed**

rates differ from the actual rates, clear justification should be provided systematically in the proposed budget and related documents (see also [A/73/755/Add.11](#), para. 19).

### 3. Operational costs

18. The estimated resources for operational costs amount to \$50,248,800, reflecting a reduction of \$12,949,900, or 20.5 per cent, compared with half of the appropriation for the 12-month period from 1 July 2019 to 30 June 2020. The resources would include requirements for air operations (\$16,486,400), other supplies, services and equipment (\$14,853,100), facilities and infrastructures (\$8,746,800), communications and information technology (\$6,893,400), ground transportation (\$1,375,200), official travel (\$1,193,000), medical (\$670,600) and consultants and consulting services (\$30,300) ([A/74/810](#), paras. 52–54, 56, 58 and 59).

#### *Programmatic and transitional activities*

19. The Secretary-General indicates that an amount of \$6,704,800 is proposed for the period from 1 July to 31 December 2020 to support other programmatic activities, including \$5,236,600 to enable the United Nations country team, with the support of UNAMID, to continue to undertake programmatic activities as part of the State liaison functions. In addition, an amount of \$1,468,200 is proposed to support other programmatic activities in the greater Jebel Marra area ([A/74/810](#), paras. 60 and 61). The Advisory Committee notes that the amount of \$6,704,800 for other programmatic activities reflects a reduction of \$9,862,450, or 59.5 per cent, compared with half of the apportionment for the 12-month period from 1 July 2019 to 30 June 2020. **The Advisory Committee notes the significant reduction in the proposed resources for other programmatic activities compared with the apportionment for the 2019/20 period and trusts that this reduction will not compromise the effort to achieve sustainable solutions to the conflicts in Darfur and the transition to a follow-on presence.**

20. In this regard, the Secretary-General indicates that the whole-of-system transition concept for the Operation will continue to focus on providing sustainable solutions to the critical drivers of conflict, through four substantive areas identified as critical to preventing relapse and enabling the Government, the United Nations country team, civil society partners and international actors to prepare for the Operation's envisaged exit. These priority areas will continue to be jointly planned and delivered through the State liaison functions in the four Darfur state capitals of El Fasher, Ed Daein, El Geneina and Nyala, with a focus on critical areas and camps for internally displaced persons. In addition, State liaison functions will be established in Golo and Zalingei as part of the expansion envisaged in Security Council resolution [2495 \(2019\)](#). The expansion of the State liaison functions to the greater Jebel Marra area is intended to strengthen the country team's presence and its ability to support the Government's capacity ([A/74/810](#), paras. 10 and 13).

21. The Advisory Committee recalls that, to strengthen the coordination of the transition planning, UNAMID has established a joint transition cell with the United Nations country team and developed a comprehensive joint transition action plan in March 2019 (see [A/74/562](#), para. 9, and [A/74/592](#), para. 23). **The Advisory Committee trusts that updated information on the transitional activities will be provided to the General Assembly at the time of its consideration of the present report.**

*Waste disposal*

22. The requirement for utilities and waste disposal services, under facilities and infrastructure is estimated at \$269,100 for the period from 1 July to 31 December 2020. **The Advisory Committee stresses again the importance of compliance with the United Nations environmental and waste management policy and procedures, as requested by the General Assembly in paragraph 31 of its resolution 70/286. Furthermore, the Committee reiterates that lessons learned from the closed peacekeeping operations with respect to environmental clearance activities should be applied by UNAMID (see A/74/746, para. 42; see also A/74/592, para. 22).**

*Lessons learned*

23. The Secretary-General indicates that UNAMID, in close collaboration with Headquarters and building on lessons learned from previous peacekeeping mission transitions and closures, in particular the United Nations Mission for Justice Support in Haiti (MINUJUSTH), is determining the measures needed for an effective transition (A/74/810, para. 27). **The Advisory Committee trusts that the Secretary-General will continue to review and update the guide for senior leadership on field entity closure,<sup>1</sup> including best practice and lessons learned during the closure of UNAMID on the disposal of waste during the liquidation of the Mission, as well as on the transition to a non-peacekeeping presence and cooperation with the United Nations country team for the planning, funding and implementation of programmatic activities.**

24. **In view of the uncertainty regarding the decision on the Mission drawdown, closure, liquidation and transition and the challenges faced by UNAMID, including those related to the impact of the COVID-19 pandemic, the Advisory Committee considers that the Secretary-General's request to enter into commitment in an amount not exceeding \$241,896,600 for the maintenance of UNAMID for the period from 1 July to 31 December 2020 should be granted.**

## V. Conclusion

25. The actions to be taken by the General Assembly in connection with the financing of the African Union-United Nations Hybrid Operation in Darfur for the period from 1 July 2018 to 30 June 2019 are indicated in paragraph 102 of the Secretary-General's report (A/74/627). **The Advisory Committee recommends that the unencumbered balance of \$545,100, as well as other revenues amounting to \$11,711,200 with respect to the period ended 30 June 2019, be credited to Member States.**

26. The actions to be taken by the General Assembly in connection with the financing of the African Union-United Nations Hybrid Operation in Darfur for the period from 1 July to 31 December 2020 are indicated in paragraph 62 of the Secretary-General's note (A/74/810). **Taking into account its observations and recommendations above, the Advisory Committee recommends that the General Assembly:**

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<sup>1</sup> The guide for senior leadership on field entity closure (effective date 1 January 2019, review date 1 January 2022) was promulgated in early 2019, building on the lessons learned in the closure and liquidation of the missions in Côte d'Ivoire, Haiti and Liberia.

- (a) **Authorize the Secretary-General to enter into commitments in an amount not exceeding \$241,896,600 for the maintenance of the Operation for the six-month period from 1 July to 31 December 2020;**
  - (b) **Assess the amount in subparagraph (a) above.**
-