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Agenda item 167

Financing of the United Nations Mission in South Sudan

Budget performance for the period from 1 July 2019 to 30 June 2020 and proposed budget for the period from 1 July 2021 to 30 June 2022 of the United Nations Mission in South Sudan

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

Approved resources for 2019/20	\$1,183,447,300
Expenditure for 2019/20	\$1,182,499,200
Unencumbered balance for 2019/20	\$948,100
Appropriation for 2020/21	\$1,178,515,100
Projected expenditure for 2020/21 ^a	\$1,146,082,800
Projected underexpenditure for 2020/21 ^a	\$32,432,300
Proposal submitted by the Secretary-General for 2021/22	\$1,128,148,100
Adjustment recommended by the Advisory Committee for 2021/22	(\$9,064,200)
Recommendation of the Advisory Committee for 2021/22	\$1,119,083,900
^a Estimates as at 31 March 2021.	





I. Introduction

1. During its consideration of the financing of the United Nations Mission in South Sudan (UNMISS), the Advisory Committee met online with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 13 April 2021. The comments and recommendations of the Committee on cross-cutting issues related to peacekeeping operations are contained in its report (A/75/822), 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 2019 to 30 June 2020 can be found in its related report (A/75/829).

II. Budget performance report for the period from 1 July 2019 to 30 June 2020

- 2. By its resolution 73/323, the General Assembly appropriated an amount of \$1,183,447,300 gross (\$1,158,475,600 net) for the maintenance of UNMISS for the period from 1 July 2019 to 30 June 2020. Expenditures for the period totalled \$1,182,499,200 gross (\$1,156,835,200 net), reflecting a budget implementation rate of 99.9 per cent. The resulting unencumbered balance of \$948,100, in gross terms, represents 0.1 per cent of the overall level of resources approved for the financial period and is a combination of: (a) lower-than-budgeted expenditures under operational costs, owing primarily to lower-than-budgeted requirements for air operations related to the coronavirus disease (COVID-19) pandemic (\$9,699,700, or 2.9 per cent) and military and police personnel (\$3,473,800, or 0.6 per cent); and (b) higher-than-budgeted expenditures under civilian personnel (\$12,225,400, or 4.2 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 Mission for 2019/20 (A/75/627).
- 3. During 2019/20, a total of \$9,589,400 was redeployed from group III (operational costs) and \$2,636,000 from group I (military and police personnel) to group II (civilian personnel) for: (a) international staff, owing mainly to an increase in the post adjustment multiplier and to higher common staff costs; (b) national staff, due mainly to a higher actual monthly danger pay rate and to higher common staff costs; and (c) United Nations Volunteers, owing mainly to an increase in programme support costs payable to UNDP. The redeployment of funds from groups I and III was possible because of lower requirements under the military contingents and formed police units classes and the air operations class, respectively (ibid., para. 73).
- 4. Upon enquiry, the Advisory Committee was informed that, as regards the decrease in the unliquidated obligations from the 2018/19 period (\$275,168,000) to the 2019/20 period (\$168,270,800), of the \$275,168,000 in unliquidated obligations recorded as at 30 June 2019, \$231,498,800 (84 per cent) was under the military and police personnel category, owing primarily to obligations raised but payments not yet processed in respect of standard cost reimbursements to troop- and police-contributing counties, as well as for contingent-owned equipment (major equipment and self-sustainment) to troop-contributing countries. The unliquidated obligations as at 30 June 2020 under the military and police personnel category amounted to \$109,602,200, reflecting a reduction of approximately \$121.9 million, which was an indication of improvements in the processing of such payments during the 2019/20 period.

Matters pertaining to the report of the Board of Auditors

5. In considering the reports of the Secretary-General on the financing of UNMISS, the Advisory Committee also had before it the report of the Board of

Auditors on the accounts of the United Nations peacekeeping operations for the financial period ended 30 June 2020 (A/75/5 (Vol. II)). In its report, the Board made observations and recommendations pertaining to UNMISS, including on: (a) the extension of temporary appointments; and (b) weapons and ammunition management (see also para. 33 below). The Advisory Committee concurs with the Board of Auditors on the recommendations regarding administrative and budgetary matters and trusts that they will be implemented in a timely manner.

III. Information on performance for the current period

- 6. With respect to current and projected expenditures for the period from 1 July 2020 to 30 June 2021, the Advisory Committee was informed that, as at 31 March 2021, expenditures amounted to \$946,812,000 against a total appropriation of \$1,178,515,100. At the end of the current financial period, the estimated total expenditures would amount to \$1,146,082,800, resulting in a projected unencumbered balance of \$32,432,300.
- 7. The Advisory Committee was informed that claims for the reimbursement of troop costs had been settled up to September 2020, leaving an outstanding balance of \$59,728,000 as at 31 December 2020. Contingent-owned equipment had been certified and paid up to 30 September 2020, leaving an outstanding balance of \$45,360,000 as at 31 December 2020.
- 8. The Advisory Committee was informed that, as at 15 March 2021, a total of \$10,192,851,000 had been assessed on Member States since the inception of UNMISS. Payments received amounted to \$9,924,558,000, leaving an outstanding balance of \$268,293,000. As at 15 March 2021, the cash available to the Mission amounted to \$221,725,000, which was sufficient to cover the three-month operating reserve of \$194,303,000 (excluding 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.
- 9. The Advisory Committee was informed that, as at 28 February 2021, an amount of \$2,433,000 had been paid to settle 65 death and disability claims since the inception of the Mission and 8 claims were pending. The Advisory Committee trusts that the outstanding claims will be settled expeditiously.

IV. Proposed budget for the period from 1 July 2021 to 30 June 2022

A. Mandate and planning assumptions

10. The mandate of UNMISS was established by the Security Council in its resolution 1996 (2011). The most recent extension of the mandate of the Mission until 15 March 2022 was approved by the Security Council in its resolution 2567 (2021). The planning assumptions and mission support initiatives of UNMISS for 2021/22 are summarized in section I.B of the report of the Secretary-General on the proposed budget (A/75/762). In the report, the Secretary-General indicates that substantial progress towards peace has been made over the past two years and that the changed environment precipitated a report of the Secretary-General to the Security Council on the future planning of the protection of civilians sites (S/2019/741) that entailed substantial consultations by UNMISS with the Revitalized Transitional Government of National Unity, and humanitarian and protection partners. The report indicates that

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the result of the recommendations and further joint planning culminated in the redesignation and transfer of the administration of three protection of civilians sites, in Bor, Juba and Wau, to the Revitalized Transitional Government and that the two remaining sites, in Malakal and Bentiu, are on track for transfer by the end of the 2020/21 period. The report indicates that UNMISS has reconfigured the way it delivers its protection of civilians mandate and that the redesignation has removed the need for substantial formed police numbers (see A/75/762, paras. 7–13).

B. Resource requirements

11. The proposed budget in the amount of \$1,128,148,100 for the 2021/22 period represents a decrease of \$50,367,000, or 4.3 per cent, compared with the resources of \$1,178,515,100 approved for the 2020/21 period (see table below).

Financial resources

(Thousands of United States dollars; budget year is from 1 July to 30 June)

	4	F 1:4	4	Expenditure	Contonional	Varia	псе
Category	Apportionment (2019/20)	Expenditure (2019/20)	Apportionment (2020/21)	31 March 2020/21	Cost estimates (2021/22)	Amount	Percentage
Military and police personnel	563 067.2	559 593.4	538 695.1	447 707.4	528 924.6	(9 770.5)	(1.8)
Civilian personnel	291 075.7	303 301.1	313 776.6	237 778.3	311 466.9	(2 309.7)	(0.7)
Operational costs	329 304.4	319 604.7	326 043.4	261 326.3	287 756.6	(38 286.8)	(11.7)
Gross requirements	1 183 447.3	1 182 499.2	1 178 515.1	946 812.0	1 128 148.1	(50 367.0)	(4.3)

Note: Detailed information on the financial resources proposed and an analysis of variances is provided in sections II and III of the proposed budget for the Mission for 2021/22 (A/75/762).

1. Military and police personnel

Category	Authorized 2020/21 ^a	Proposed 2021/22	Variance
Military observers	242	242	-
Military contingent personnel	16 758	16 758	_
United Nations police	733	733	_
Formed police unit personnel	1 280	1 280	_

^a Representing the highest level of authorized strength.

- 12. The proposed resources for military and police personnel for 2021/22 amount to \$528,924,600, reflecting a decrease of \$9,770,500, or 1.8 per cent, compared with the apportionment for 2020/21, owing mostly to the reduction in the proposed average number of military contingent personnel and personnel of formed police units, and related requirements, reflecting the adaptation of the Mission's footprint in response to the redesignation of protection of civilians sites and a shift towards more proactive deployment of troops and patrolling to areas outside of the protection of civilians sites. The decrease is offset in part by the application of a higher net daily rate for mission subsistence allowance (see A/75/762, paras. 119–122).
- 13. The table below provides a summary of the delayed deployment factors for military and police personnel for the 2019/20 and 2020/21 periods, as well as those proposed for the 2021/22 period.

Delayed deployment factor

Category	Actual 2019/20	Budgeted 2020/21	Actual 28 February 2021	Actual average 28 February 2021	Actual 31 March 2021	Actual average 31 March 2021	Proposed 2021/22
Military and police pers	onnel						
Military observers	9.5	5.0	13.6	13.6	10.3	13.2	5.0
Military contingents	13.1	12.1	12.5	13.5	12.8	13.4	17.3
United Nations police	9.2	4.0	35.6	25.8	33.7	26.7	4.0
Formed police units	13.0	10.9	10.5	11.5	10.4	11.3	46.9

- 14. Upon enquiry, the Advisory Committee was informed that, following the process that began in July 2020, four of the five UNMISS protection of civilians sites (located in Wau, Bor, Juba and Bentiu) had since been redesignated to internally displaced persons camps and that the remaining site in Malakal was expected to be redesignated shortly (see para. 10 above). As part of that redesignation, the Mission's previous responsibility for the security of the sites and protection of the persons living therein had become the responsibility of the host Government. The Committee was informed that there was therefore no longer a need to retain the same formed police presence going forward. The Committee was also informed that security risk assessments had been conducted in every site prior to their redesignation and that various security assessments had pointed to persisting communal violence and criminality in the communities, therefore leading to an enactment of an ongoing expansion of the Mission footprint outside of the protection of civilians sites and an adjustment of the United Nations police posture in that context. The Advisory Committee notes the explanation provided for the reduction in police strength, the proposed delayed deployment factor for formed police units and the security risk assessments carried out. Nevertheless, the Committee recommends that further information regarding the proposed reductions in the formed police presence and the related security considerations should be provided to the General Assembly during the consideration of the present report.
- 15. As regards mission subsistence allowance, the Secretary-General indicates that increased requirements are attributable mainly to the application of a higher net daily rate of \$125 compared with a net daily rate of \$114 applied in the approved resources for the 2020/21 period, to reflect provisions for shared accommodation arrangements (see A/75/762, paras. 119–121). Upon enquiry, the Advisory Committee was provided with information regarding the total proposed requirements of \$19,664,400 for mission subsistence allowance under military contingents, and informed that the application of the higher net daily rate of \$125 in the proposed 2021/22 budget reflected the current reality in the Mission and would avoid the shortfalls experienced in previous budget periods. The Committee was also provided with information the ongoing construction of accommodation based on a replacement plan and that, at present, approximately 60 per cent of hard-wall accommodations and 75 per cent of prefabricated accommodations were occupied through a shared arrangement by military observers and staff officers.
- 16. The Advisory Committee was informed that almost all United Nations police and Government-provided personnel currently shared accommodations, with only a relatively small number of the overall uniformed personnel occupying one unit of accommodation, and that it was largely a matter of choice based on the available entitlements. As the current practice indicated that most of the personnel preferred the shared accommodations arrangement, the Mission did not see the need to construct more accommodation units. The Committee was further informed that the proposed

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budget for UNMISS for the 2021/22 period assumed similar shared accommodation arrangements would continue and that military observers, staff officers, United Nations police and Government-provided personnel were entitled to choose whether to share accommodations. The Committee was informed that the Mission had not carried out a cost analysis exercise between shared accommodations with higher mission subsistence allowance and single accommodations with lower mission subsistence allowance. The Advisory Committee trusts that a cost-benefit analysis between shared accommodations with higher mission subsistence allowance and single accommodations will be provided in the context of the next budget submission.

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

2. Civilian personnel

Category	Approved 2020/21	Proposed 2021/22	Variance	
Posts				
International staff	923	900	(23)	
National staff ^a	1 442	1 447	5	
Temporary positions ^a				
International staff	32	16	(16)	
National Professional Officers	10	_	(10)	
United Nations Volunteers				
International United Nations Volunteers	447	447	_	
National United Nations Volunteers	3	3	_	
Government-provided personnel	88	88	-	
Total	2 945	2 901	(44)	

^a Including National Professional Officers and national General Service Staff.

18. The proposed resources for civilian personnel for 2021/22 amount to \$311,466,900, reflecting a decrease of \$2,309,700 (0.7 per cent) compared with the apportionment for 2020/21. The Secretary-General indicates that this decrease is under: (a) international staff, owing to the proposed abolishment of 20 posts, the application of a higher vacancy rate of 5.4 per cent, compared with a vacancy rate of 5.0 per cent applied in the approved resources for the 2020/21 period, and the transfer of three Global Procurement Support Section international staff posts to the budget of the Regional Service Centre in Entebbe, Uganda; (b) national staff, owing to the transfer of five Global Procurement Support Section national staff posts to the budget of the Regional Service Centre in Entebbe; (c) general temporary assistance, owing mainly to the proposed abolishment of 16 international temporary positions and to the proposed conversion of 10 National Professional Officer temporary positions to posts in the Joint Mission Analysis Centre; and, (d) government-provided personnel. The decreases are offset in part by increased requirements under: (a) national staff, attributable mainly to the application of the latest salary scales for local staff in South Sudan effective 1 November 2019, which were promulgated in December 2020, the proposed conversion of 10 National Professional Officer temporary positions to posts in the Joint Mission Analysis Centre, the full-year impact of 16 national staff posts which were established at 50 per cent deployment in the approved resources for the 2020/21 period, and the application of a higher monthly danger pay rate for national staff (see para. 26 below); and (b) United Nations Volunteers, owing to the application of a higher monthly average rate for volunteer living allowance (see A/75/762, paras. 123–127).

UNMISS civilian staffing review

- 19. The Secretary-General describes in paragraph 43 of the budget proposal the considerations for the evaluation of the staffing complement of the Mission's constituent components. In paragraph 45, the Secretary-General indicates that the results of the first phase of the civilian staffing review are reflected in the planning assumptions for the proposed budget for the 2021/22 period and that the comprehensive evaluation, which is substantially advanced, will be completed in the second quarter of 2021 following the Security Council's decision on the UNMISS mandate renewal and will inform the proposed budget for the 2022/23 period. Upon enquiry, the Advisory Committee was informed that the 2020 civilian staffing review was the only civilian staffing review conducted by UNMISS in the past 5 years and focused upon the Mission's strategic priorities in conjunction with mission-wide workforce planning exercise conducted in preparation for the 2021/22 proposed budget.
- 20. The Advisory Committee was also informed that the staffing reductions (see para. 21 below) were part of a comprehensive staffing review to align the proposed resources with the strategic priorities of the Mission for the year and that, where the Mission identified an opportunity for improved performance through structural reorganization with existing resources, it had proposed the same. The Committee was also informed that the present proposals sought to build upon earlier approved staffing changes and that proposed revisions to the Support component were a result of continuous efforts by the Mission to best reflect the prevailing priorities and to anticipate changes, identify synergies, eliminate redundancies and inefficiencies and enhance and adapt structures and functions to operational realities and emerging developments in the operating environment. The Advisory Committee commends UNMISS for undertaking its first staffing review, reiterates the importance of building national capacity and trusts that the forthcoming second phase of the staffing review will present higher numbers of posts and positions proposed for nationalization.

Recommendations on posts and positions

- 21. For 2021/22, a total of 2,901 civilian posts and positions are proposed, compared with approved 2,945 posts and positions for 2020/21. Details with respect to the staffing proposals are provided in section I.E of the report of the Secretary-General and including the following post actions:
- (a) Abolishment of 36 posts and positions comprising: (i) 16 general temporary assistance positions of Security Officer (Field Service) in the Security and Safety Section (see A/75/762, para. 102); and (ii) 20 posts across the mission components (1 P-5, 2 P-4, 6 P-3; 11 Field Service) (ibid., paras. 59, 64–65, 74, 76, 78, 84, 87, 89–91, 97–98 and 100);
- (b) Transfer of all 8 Global Procurement Support Section posts from UNMISS (1 P-3; 2 Field Service; 3 National Professional Officer; and 2 national General Service) from UNMISS to the budget of the Regional Service Centre in Entebbe (ibid., para. 93);
- (c) Conversion of 10 Associate Information Analyst positions (National Professional Officer) funded under general temporary assistance to posts in the Joint Mission Analysis Centre (ibid., paras. 69–71);
- (d) The reclassification of one post of Human Resources Officer from P-3 to P-4 in the Human Resources Section (ibid., para. 86);
- (e) The reassignment and reclassification of one post of Contingent-owned Equipment Officer (Field Service) to a Logistics Officer (Field Service (Principal

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- level)) in the Mission Support Centre and one post of Supply Officer (P-4) to Chief Property and Inventory Management Section (P-5) in the Property and Inventory Management Section (ibid., paras. 79 and 92);
- (f) Reassignment of five posts (4 Field Service, 1 national General Service) (ibid., paras. 73, 79, 99 and 101);
- (g) Redeployment of seven posts (1 P-5, 3 P-4, 1 National Professional Officer, 1 Field Service, 1 national General Service) (ibid., paras. 59, 80, 81, 83 and 85);
- (h) Realignment of 20 posts included within the consolidation of the Protection of Civilians Unit and the Relief, Reintegration and Protection Section under the Protection, Transition and Reintegration Section (ibid., para. 59; table 2 and para. 64), the realignment of the HIV/AIDS Unit to the Health Services Section (ibid., paras. 66 to 68) and the realignment of the Welfare Unit from the Office of the Director of Mission Support to Service Delivery (ibid., para. 76).

Vacancy rates

22. The table below provides a summary of the vacancy rates for civilian personnel for 2019/20 and 2020/21, as well as those proposed for 2021/22. The Advisory Committee notes the lack of justification for the application of rates that differ from the actual vacancy rates during the current period, as at 31 March 2021, as follows: (a) for international staff, a vacancy rate of 5.4 per cent is projected, when the actual average is 7.8 per cent and the actual is 6.8 per cent; (b) for National Professional Officers, a vacancy rate of 4.0 per cent is projected, when the actual average is 5.6 per cent and the actual is 5.0 per cent; (c) for national General Service staff, a vacancy rate of 4.0 per cent is projected, when the actual average is 4.6 per cent and the actual is 4.8 per cent; (d) for international United Nations volunteers, a vacancy rate of 13.0 per cent is projected, when the actual average is 13.6 per cent and the actual is 15.7 per cent; and (e) for temporary international staff, a vacancy rate of 0.0 per cent is projected, when both the actual average and the actual rates are 6.3 per cent.

Vacancy rates for civilian personnel

(Percentage)

Category	Actual 2019/20	Approved 2020/21	Actual 28 February 2021	Actual average 28 February 2021	Actual 31 March 2021	Actual average 31 March 2021	Proposed 2021/22
International staff	6.6	5.0	7.5	7.9	6.8	7.8	5.4
National staff							
National Professional Officers	3.8	4.0	5.6	5.6	5.0	5.6	4.0
National General Service staff	3.2	4.0	4.6	4.5	4.8	4.6	4.0
United Nations Volunteers							
United Nations Volunteers (international)	10.6	13.0	15.0	13.4	15.7	13.6	13.0
United Nations Volunteers (national)	_	_	_	_	_	_	_
Temporary positions							
International staff	6.3	7.0	6.3	6.3	6.3	6.3	_
National staff	_	5.0	_	_	_	_	_
Government-provided personnel	6.4	2.6	42.0	31.8	38.6	33.0	52.3

23. The Advisory Committee reiterates its view that proposed vacancy rates should be based, as much as possible, on actual rates. In cases in which the proposed rates differ from the actual rates, clear justification should be provided systematically in the proposed budget and related documents (see A/74/737/Add.13, para. 18).

Vacant posts

- 24. Upon enquiry, the Advisory Committee was informed that 106 posts were vacant as at 26 March 2021, including 15 vacant for two years or longer (1 P-5, 4 National Professional Officer and 10 national General Service). The Committee was also informed that 10 posts were in various stages of recruitment, including in preliminary or advanced stages of screening or candidate assessment, while no recruitment action had been taken with respect to 5 posts or where the status of recruitment was not defined, as follows: (a) 2 posts of Associate Political Affairs Officer (National Professional Officer), vacant since 14 April 2017 and 14 April 2018; (b) 1 post of Logistics Assistant (national General Service), vacant since 26 November 2016; (c) 1 post of Team Assistant (national General Service), vacant since 1 July 2018; and (d) 1 post of Supply Assistant (national General Service), vacant since 25 June 2018.
- 25. The Advisory Committee recalls that the General Assembly has reiterated its concern about the high number of vacancies in civilian staffing, and reiterates its request to the Secretary-General to ensure that vacant posts are filled expeditiously (see General Assembly resolution 74/293, para. 24). In the same resolution, the Assembly also requested the Secretary-General to review those posts that have been vacant for 24 months or longer and to propose in his next budget submission either their retention, with clear justification of need, or their abolishment (ibid., para. 26). In the absence of a justification for retention, the Committee recommends the abolishment of the posts of Associate Political Affairs Officer (2 posts), one post of Logistics Assistant, one post of Team Assistant and one post of Supply Assistant.

Danger pay

- 26. The Advisory Committee was provided with information indicating an increase in proposed resources of \$43,200, or 0.3 per cent, for danger pay for international staff for the 2021/22 period, from \$13,915,600 to \$13,958,800. The Committee notes that, as at 28 February 2021, the expenditures amounted to \$6,965,900 against the apportionment of \$13,915,600, and were in the amount of \$12,749,800 against the apportionment of \$13,585,400 for the 2019/20 performance period. Taking into account also the likely continued impact of COVID-19, as well as the staffing proposals of UNMISS, the Advisory Committee recommends a reduction of 5 per cent (\$697,900) to the proposed resources under danger pay of international staff.
- 27. Subject to its recommendations in paragraphs 25 and 26 above, the Advisory Committee recommends the approval of the Secretary-General's proposals for civilian staff. Any related operational costs should be adjusted accordingly.

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3. Operational costs

(Thousands of United States dollars; budget year is 1 July to 30 June)

		E 1.		Expenditure	Cost	Variance	
	Apportionment (2019/20)	Expenditure (2019/20)	Apportionment (2020/21)	31 March 2021	estimates (2021/22)	Amount	Percentage
Category		(1)	(2)		(3)	(4)=(3)-(2)	(5)=(4)÷(2)
Civilian electoral observers	_	_	_	_	_	_	_
Consultants and consulting services	365.9	326.2	834.2	271.6	802.2	(32.0)	(3.8)
Official travel	3 838.6	2 779.4	3 727.7	790.0	3 083.9	(643.8)	(17.3)
Facilities and infrastructure	108 155.6	114 235.1	104 139.7	75 574.8	87 363.4	(16 776.3)	(16.1)
Ground transportation	12 968.3	11 853.8	12 217.1	10 971.7	12 731.9	514.8	4.2
Air operations	114 556.5	98 532.6	115 892.5	91 907.3	96 757.0	(19 135.5)	(16.5)
Marine operations	2 064.7	1 951.6	1 087.3	993.3	1 192.9	105.6	9.7
Communications and information technology	28 953.9	32 021.0	29 249.3	27 118.9	30 507.3	1 258.0	4.3
Medical	1 958.7	6 964.0	1 739.6	2 200.3	1 746.2	6.6	0.4
Special equipment	_	_	_	_	_	_	_
Other supplies, services and equipment	54 942.2	49 450.4	55 156.0	49 599.4	51 071.8	(4 084.2)	(7.4)
Quick-impact projects	1 500.0	1 490.6	2 000.0	1 899.0	2 500.0	500.0	25.0
Total, Operational costs	329 304.4	319 604.7	326 043.4	261 326.3	287 756.6	(38 286.8)	(11.7)

- 28. The proposed decrease for 2021/22 reflects reduced requirements, inter alia, under consultants and consulting services, official travel, facilities and infrastructure, air operations, and other supplies, services and equipment, offset by higher requirements under ground transportation, marine operations, communications and information technology, medical, and quick impact projects (see A/75/762, sects. II and III).
- 29. While noting the overall reduced level proposed for the operational costs for 2021/22, the Advisory Committee is not convinced that the provided justifications fully support the requirements listed below. Taking also into account underexpenditures and the likely continued impact of COVID-19, the Committee provides comments and recommends adjustments as follows:
- (a) Consultants and consulting services: the proposed resources of \$802,200 reflect a decrease of \$32,000 (3.8 per cent). As at 31 March 2021, total expenditure for 2020/21 amounted to \$271,600 against an apportionment of \$834,200. Upon enquiry, the Advisory Committee was informed that the requirements were attributable mainly to consultancy services to complement the Mission's capacity with external expertise in terms of supporting the implementation of the Revitalized Agreement and the peace process at the national and subnational levels. The Advisory Committee trusts that the Mission will exercise all efforts to utilize in-house capacity instead of consultants and recommends a reduction of 10 per cent (\$80,200) to the proposed resources under consultants and consulting services;
- (b) Official travel: the proposed resources of \$3,083,900 reflect a decrease of \$643,800 (17.3 per cent). As at 31 March 2021, total expenditure for 2020/21 amounted to \$790,000 against an apportionment of \$3,727,700. Upon enquiry, the Advisory Committee was informed that that the reduced requirements were the result of less travel due to an increased number of online meetings and training and that

lessons learned with respect to the coronavirus pandemic had been applied. The Advisory Committee reiterates that greater use should be made of virtual meetings and online training tools and that travel for workshops, conferences or meetings should be kept to a minimum and, if proposed, detailed justifications should be provided. The Committee also emphasizes that travel should be budgeted in full accordance with the provisions of ST/SGB/2009/9 and ST/AI/2013/3. The Committee recommends a reduction of 15 per cent (\$462,600) to the proposed resources under official travel;

- (c) Petrol, oil and lubricants: The Advisory Committee notes from information received that, for 2021/22, the overall reductions under petrol, oil and lubricants reflect lower fuel unit costs budgeted, while a higher volume (litres) of fuel consumption is proposed under ground transportation, air operations and marine operations, compared with those for 2020/21, and a marginally lower volume (litres) of fuel consumption is proposed under facilities and infrastructure. The Advisory Committee recommends a reduction of 5 per cent (\$2,644,400) to the total provision of \$52,887,900 proposed for petrol, oil and lubricants under facilities and infrastructure (\$31,801,700), ground transportation (\$3,932,500), air operations (\$17,017,300) and marine operations (\$136,400);
- (d) Facilities and infrastructure: the proposed resources of \$87,363,400 reflect a decrease of \$16,776,300 (16.1 per cent). As at 31 March 2021, total expenditure for 2020/21 amounted to \$75,574,800 against an apportionment of \$104,139,700. The Advisory Committee notes the relatively low implementation under several budget lines, including: acquisition of engineering supplies (\$487,800 against an apportionment of \$2,773,800); acquisition of generators and electrical equipment (\$538,500 against an apportionment of \$2,437,500); acquisition of furniture (\$463,500 against an apportionment of \$1,384,000); maintenance services (\$3,811,900 against an apportionment of \$9,978,000); and security services (\$9,101,600 against an apportionment of \$11,925,300). Taking into consideration the underexpenditure in certain budget lines, and considering that the COVID-19 pandemic will continue to have an impact on global supply chains in 2021/22 and the ability of the Mission to receive required materials and supplies, the Advisory Committee recommends a reduction of 10 per cent to the proposed resources under facilities and infrastructure under the following budget lines: acquisition of engineering supplies (\$297,300); acquisition of generators and electrical equipment (\$224,400); acquisition of furniture (\$139,000); maintenance services (\$960,700); and security services (\$1,191,800). Furthermore, the Committee trusts that the Mission will improve its project planning, including with a multi-year acquisition plan, which will help to justify the resource requirements;
- (e) Communications and information technology: the proposed resources of \$30,507,300 reflect an increase of \$1,258,000 (4.3 per cent). As at 31 March 2021, total expenditure for 2020/21 amounted to \$27,118,900 against an apportionment of \$29,249,300. Upon enquiry, the Advisory Committee was informed that the increased requirements reflected: (a) an increase in the projected provision of Internet services via fibre to Mission headquarters at United Nations House and the logistics base in Tomping (\$300,000) and the expansion of the bandwidth capacities at field offices away from Headquarters (\$500,000); (b) an increase in the prorated share of UNMISS for Umoja implementation support costs, which have been standardized for each computing device (\$540,600); and (c) increased provisions with respect to geographical information systems for the development of medium- and high-resolution satellite imagery maps (\$200,000). The Advisory Committee considers that the proposed increase in the resources for communications and information

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technology is not fully justified and therefore recommends a reduction of 50 per cent (\$629,000) to the proposed increase in resources;

(f) Other supplies, services and equipment: the proposed resources of \$51,071,800 reflect a decrease of \$4,084,200 (7.4 per cent). As at 31 March 2021, total expenditure for 2020/21 amounted to \$49,599,400 against an apportionment of \$55,156,000. The proposed resources for 2021/22 under other freight and related costs amount to \$9,365,000, with an expenditure of \$6,800,600 as at 28 February 2021, against an apportionment of \$11,180,000 and an expenditure of \$5,420,500 for the 2019/20 period against an apportionment of \$12,316,500. In view of the expected impact of the COVID-19 pandemic during the 2021/22 period and its impact on global freight services, and the underexpenditure in 2019/20, the Advisory Committee recommends a reduction of 15 per cent (\$1,404,800) to the proposed resources for global freight services under other supplies, services and equipment.

Mine detection and mine-clearing services

- 30. The Secretary-General indicates that the estimated resource requirements for mine detection and mine-clearing services for 2021/22 amount to \$30,042,800 (see A/75/762, paras. 112-113). Upon enquiry, the Advisory Committee was informed that the United Nations Mine Action Service (UNMAS) was solely responsible for all demining and explosive ordnance disposal activities in UNMISS, which it implemented through the United Nations Office for Project Services (UNOPS). The Committee was informed, inter alia, that the UNMISS and UNMAS component maintained a countrywide explosive ordnance disposal response capacity that conducted the clearance of known hazards and responded to new threats in a timely manner to minimize the dangers of unexploded ordnance to Mission personnel, enabling Mission mobility and the conditions needed for the delivery of humanitarian assistance. UNMAS was also responsible for the safe disposal of all degraded and expired ammunition that cannot be shipped out of the Mission, for repatriating troopand police-contributing countries.
- 31. As regards the roles of UNOPS and UNMAS, the Advisory Committee was informed that the procurement process for the majority of mine detection and mine clearance services contracts, which was conducted by UNOPS in accordance with the memorandum of understanding between the United Nations and UNOPS, resulted in multi-year contracts usually of a three year duration. UNOPS had retendered those services set to expire in 2020, resulting in lower contract costs, which were reflected in the budget estimates for the 2021/22 period. The Committee was informed that, while the retendering had been conducted by UNOPS, the personnel within the UNMISS and UNMAS component who were recruited through UNOPS tasked the contractor and conducted quality assurance and quality management of the contractor's work ensuring it was in line with the International Mine Action Standards. Furthermore, UNMAS endorsed the final detailed statement of requirements that underpinned the tendering process, ensured the quality and quantity of the deliverables, provided guidance on and ensures oversight of UNOPS performance, including the delivery by UNOPS subcontractors, against key performance indicators through multidisciplinary reviews at key stages of planning and programme delivery, and provided regular reports to UNMAS and UNOPS.
- 32. The Advisory Committee was provided with the table below on the resource requirements for mine detection and mine-clearing services at UNMISS between 2019 and 2022.

Mine detection and mine clearing services resources for UNMISS

(United States dollars)

Total	33 108 500	34 608 500	30 042 848
UNOPS fees (locally managed costs and indirect costs)	2 495 000	2 608 038	2 262 393
Operational expenses	500 315	853 174	910 750
Equipment	310 854	292 200	63 565
Third-party agreements	25 140 419	26 102 655	21 848 325
Travel and training	191 062	338 203	248 449
Personnel	4 470 850	4 414 230	4 709 366
Budget item	2019/20 (actual expenditure)	2020/21 (approved resources)	2021/22 (proposed resources)

- 33. As regards the logistical demolition of unserviceable ammunition (see para. 5 above), the Advisory Committee was informed that, given its technically demanding nature, that service was beyond the normal competence range of standard explosive ordnance disposal operators. Therefore, UNMISS had tasked UNMAS to conduct the disposal of degraded ammunition for UNMISS troop-contributing countries, with UNMISS demand for ammunition disposal extended across nine Mission locations during the 2019/20 period and involving 145 separate disposal operations. The Committee was also informed that UNOPS, on behalf of UNMAS, had subcontracted specialist ammunition disposal teams that were scaled and equipped for efficient operations in anticipation of an increase in the ammunition disposal requirement. The Advisory Committee includes the matters concerning mine action in its related report pertaining to the findings and recommendations of the Board of Auditors on the United Nations peacekeeping operations for the period from 1 July 2019 to 30 June 2020 (see A/75/829, paras. 27–34) and in its report on cross-cutting issues related to peacekeeping operations (A/75/822).
- 34. Subject to its observations and recommendations in paragraphs 27 and 29 above, the Advisory Committee recommends the approval of the Secretary-General's proposals for operational costs.

V. Other matters

Impact of the coronavirus disease (COVID-19) pandemic

35. The response of UNMISS to the COVID-19 pandemic during the 2019/20 period is described in paragraphs 56 to 60 of the performance report (A/75/627), including mandate implementation and the impact on substantive and other programmatic activities. In the report, the Secretary-General also indicates the impact and response in terms of protection of civilians (ibid., paras. 22, 26 and 31) and monitoring and investigating human rights violations (ibid., para. 42). Upon enquiry, the Advisory Committee was informed that UNMISS had enacted a number of measures, including: (a) collaboration between uniformed and civilian components and national security institutions to alleviate the risk of COVID-19 transmission in prisons and detention centres through sensitization activities on preventive measures, including training of health personnel and support to local initiatives to produce face masks and soap and other livelihood opportunities; (b) virtual engagements, stakeholder workshops and support to local authorities, State actors and communities through awareness-raising and multimedia campaigns and broadcasts, and through the provision of materials

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such as solar radios, soap and personal protection equipment to prevent the spread of COVID-19; (c) the delivery of medical and COVID-19 supplies to local health facilities; and (d) sensitization/training programmes for national police and fire brigade personnel and the provision of hygiene kits and personal protection equipment and hygienic materials.

- 36. The Advisory Committee was also informed of a number of other measures taken by the Mission, including: (a) emergency mitigation measures, including increased acquisition of medical equipment and supplies and the expansion of network connectivity to all Mission accommodations to enable telecommuting; (b) the construction of quarantine and isolation facilities across the country at all field locations as a result of quarantining/isolation requirements and dual incumbency for 14 days, the enhancement of UNMISS hospitals and clinics and the construction of additional accommodation for increased numbers of deployed medical staff; and (c) the modification of approaches regarding meetings, learning and training and the roll-out of COVID-19 awareness-raising and promotion campaigns across the Mission locations.
- 37. The Advisory Committee recalls that the General Assembly has noted with grave concern the threat to life, health, safety and security caused by the COVID-19 pandemic and the importance of ensuring the safety, security and health of peacekeeping personnel, maintaining the continuity of critical mandate delivery, including protection of civilians, minimizing the risk of mission activities causing the virus to spread and, where appropriate and within mandates, supporting national authorities, upon their request, in their response to COVID-19, in collaboration with the Resident Coordinator and other United Nations entities in the country (General Assembly resolution 74/293, para. 15). The Committee trusts that updated information will be provided in the next performance report and the next budget submission.

Cost recovery

- 38. The Advisory Committee was informed that, during the 2019/20 period, an amount of \$7.4 million had been recovered, as miscellaneous income, for support provided to United Nations and non-United Nations entities. Upon enquiry, the Committee was informed that the recovery of the costs for services provided to support non-UNMISS entities were recorded in the revenue accounts and that, since the revenues were directly associated with the actual cost of materials and/or services that the Mission incurred according to the reimbursable principle, the Mission had requested the allotment of those revenues for use. Based on the cost plans and a case-by-case review of the requests, an allotment of the funds is issued back to the Mission, and those revenues are posted to the Mission allotment account as the account suitable for the reallocation of the funds, unlike the Miscellaneous revenue account, the main purpose of which is for revenues that are not to be allotted to specific missions.
- 39. Upon enquiry, the Advisory Committee was informed that the Mission had signed memorandums of understanding with United Nations agencies, funds and programmes for the steady supply and provision of goods and/or services for a specific period of time or as an open-ended memorandum of understanding where the parties were expected to give a 30-day advance notice for contract termination. The Committee was also informed that the relevant sections and units of the Mission were considered the managers of those memorandums of understanding and were tasked with ensuring that non-UNMISS clients were billed regularly on the basis of the provisions of the memorandums of understanding. The main human resources elements involved in the support services were the staff members of the relevant sections that provided the services, whose tasks included reviewing the request for support, raising the service or sales orders, working on the billing process and ensuring implementation in accordance

with the memorandums of understanding. The Committee was further informed that the Mission provided support or services to its non-UNMISS clients on an ad hoc basis if resources were available and that the Mission utilized its existing systems contracts in providing support to non-UNMISS clients (e.g., rations and fuel), thereby taking into consideration the requirements of its clients on the basis of existing memorandums of understanding when renewing its contracts with vendors.

40. The Advisory Committee is of the view that greater consistency in the recording of information on costs recovered is required, as well as clarity as to where recoveries are recorded and whether any recoveries have been credited back to Member States. The Advisory Committee has made comments and recommendations on cost recovery in its report pertaining to the findings and recommendations of the Board of Auditors on the United Nations peacekeeping operations for the period from 1 July 2019 to 30 June 2020 (see A/75/829, paras. 35–38) and discusses the matter further in its report on cross-cutting issues related to peacekeeping operations (A/75/822).

Environmental initiatives

- 41. As the Secretary-General indicates in his report, a number of environmental projects are proposed for 2021/22, including implementing hybrid power grids in several field locations, the replacement of inefficient security and street lights with solar lights and the installation of elevated water tanks. The Mission also plans to mitigate the wastewater risk levels in a number of field office locations, improve wastewater management practices and implement improved solid waste management through the adoption of the reduce, recycle and reuse policy. Projects to reduce the Mission's environmental footprint include the acquisition of heavy-duty waste incinerators, shredders for plastic bottles and aluminium cans, and septic tanks, the improvement in wastewater management systems in the Malakal, Bor and Bentiu camps and the construction of elevated water tanks in the Tomping, Malakal and Bentiu camps for gravity flow water distribution. Furthermore, efficiency gains are expected as a result of the construction of wastewater management systems in Bentiu, Malakal and Bor, improving the performance and efficiency of wastewater treatment plants, which will result in reduced costs for maintenance services and spare parts (see A/75/762, paras. 40 and 105).
- 42. The Advisory Committee notes the environmental initiatives and trusts that detailed information on progress, including scopes, outputs and start and end dates of the activities, will be provided in future budget proposals. The Committee recalls that the General Assembly has noted the progress made in the implementation of the multi-year environmental strategy to reduce the footprint of peacekeeping operations, and requested the Secretary-General to enhance measures for the implementation of the strategy in all peacekeeping missions, in line with the five pillars of the strategy, in accordance with particular conditions on the ground and in full compliance with the relevant regulations, rules and guidelines, and to report thereon in the next overview report (see General Assembly resolution 74/293, para. 17). The Advisory Committee provides its observations on environmental activities in its report on cross-cutting issues related to peacekeeping (A/75/822).

Quick-impact projects

43. Information on quick-impact projects is provided in the proposed budget, in the amount of \$2,500,000, for a total of 50 quick-impact projects that are planned to build confidence in the Mission and its mandate, including: (a) 15 projects to mitigate protection concerns in areas with a high prevalence of intercommunal violence and areas of displacement, by supporting the rehabilitation and reconstruction of entities

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related to South Sudan rule-of-law institutions in order to foster peaceful coexistence and strengthen accountability; and (b) 35 projects to improve basic service infrastructure in areas of return for the eventual safe and voluntary return and reintegration of internally displaced persons and vulnerable populations and to build community resilience to avoid further displacement (see A/75/762, para. 117).

44. Upon enquiry, the Advisory Committee was informed that an external evaluation to identify lessons learned, areas for improvement and best practices would commence once the consultant was on the ground in April 2021. The evaluation would provide an independent assessment of the impact of the quick-impact projects in establishing and building community confidence in the Mission and creating an improved environment for the implementation of the mandate, particularly in the area of transition, reintegration and protection (see A/75/762, section V, page 70). The Advisory Committee welcomes the evaluation and is of the view that the mission should continue to improve overall planning and conduct regular assessments of the projects. The Committee considers that, building on the best practices and lessons learned of the assessments, resources should be deployed on the most impactful projects. The Committee trusts that updated and detailed information on the project planning and assessment of the implemented projects will be presented in the context of the next budget submission.

Programmatic activities

- 45. The General Assembly has underlined the important contribution that programmatic activities make to the implementation of the mandates of the Mission, including for the prevention and resolution of conflicts, and that all such activities must be directly linked to the mandates of the Mission. The Assembly has requested the Secretary-General to ensure that the Mission is responsible and accountable for the use of its programmatic funds, in line with relevant guidance and bearing in mind the specific context in which the Mission operates, and to include, in his next budget submission and performance report, detailed information on the programmatic activities of the Mission (see General Assembly resolution 74/293, paras. 18–19).
- 46. The Secretary-General indicates that an amount of \$4,321,600 is proposed for the 2021/22 period for the implementation of a range of programmatic activities, such as supporting the facilitation of the safe, voluntary and dignified return of displaced populations, confidence-building measures, community stabilization projects, violence reduction, human rights, rule-of-law/security institutions, and children and women's protection activities (see A/75/762, para. 114). The Advisory Committee is of the view that an implementation plan with medium- to long-term projects for the implementation of programmatic activities should be developed. The Committee also considers that the projects should be assessed regularly and based on the best practices and lessons learned, and that resources should be deployed to the most impactful projects. The Committee trusts that detailed information of the projects assessment and lessons learned will be presented in the context of the next budget submission.
- 47. On a related matter, the Advisory Committee was informed that, since the current 2020/21 period, the Mission had recorded the programmatic activities that were implemented by national non-governmental organizations and civil society organizations separately under the budget line "Implementing partners and grants" and the budget class for "Other supplies, services and equipment" in the "Operational costs" group. The Committee notes that programmatic activities are recorded under the budget class for "Other supplies, services and equipment" while quick-

¹ See the guidelines on quick-impact projects, Department of Peacekeeping Operations/Department of Field Support, No. 2017.17.

impact projects are recorded under a separate budget class. The Committee makes further observations on the recording of programmatic activities in its report on cross-cutting issues related to peacekeeping operations (A/75/822).

Inter-mission cooperation

- 48. In his report, the Secretary-General indicates that UNMISS will continue to work closely with various entities to ensure an inclusive, peaceful, participatory and credible implementation of the Revitalized Agreement, promote partnerships for more coordinated international and regional support for the implementation of the Revitalized Agreement and the peace process and ensure a consistent United Nations system-wide approach in South Sudan. He also indicates that the Mission will continue to cooperate with the United Nations Interim Security Force for Abyei in support of fully operationalizing the Joint Border Verification and Monitoring Mechanism through logistics, security, operations and communications support (see A/75/762, paras. 48–49). The Secretary-General also indicates that the system-wide coordination and integrated planning and programming will remain one of the key priorities for UNMISS during the 2021/22 period as the Mission seeks to enhance coherence and impact across the United Nations system by pursuing complementarity between mandated activities and the implementation of the United Nations Cooperation Framework 2019–2021 (ibid., para. 52).
- 49. Upon enquiry, the Advisory Committee was informed that, on 23 December 2020, the President of the Security Council had approved the proposal of the Secretary-General, in his letter dated 22 December 2020 (S/2020/1291), in which he recommended the temporary redeployment for a two-month period (subsequently extended for a further two months) of two infantry companies and two military utility helicopters from UNMISS to assist the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) in reinforcing security in critical areas, while maintaining security in Bangui. Furthermore, any forces temporarily redeployed would continue to be counted against the authorized ceiling on military and civilian personnel of UNMISS and would not count against the ceiling of MINUSCA. The Committee was informed that the direct reimbursement costs payable to troopcontributing countries for the deployment of uniformed personnel and associated contingent-owned equipment to MINUSCA would continue to be borne by UNMISS and that there would be no financial impact upon the budget of UNMISS for the 2020/21 period as the direct costs of deployment would continue to be borne by UNMISS. The Committee was furthermore informed that the incremental costs of relocating the uniformed personnel and assets to MINUSCA were borne by MINUSCA as the recipient/beneficiary mission, as were sustenance, logistical and administrative support costs. However, the Committee was further informed that UNMISS had engaged other commercial operators to provide services, in lieu of the redeployed military aviation assets, and those unplanned costs would be met from within approved resources. Noting the extended temporary deployment of enhancements from UNMISS to MINUSCA, the Advisory Committee trusts that more clarification on the costsharing arrangements under inter-mission cooperation between the two missions will be provided to the General Assembly during its consideration of the present report. The Advisory Committee discusses matters concerning inter-mission cooperation in its report on cross-cutting issues related to peacekeeping operations (A/75/822).

Gender halance

50. Information provided to the Advisory Committee upon enquiry indicates that, as at 30 June 2020, the percentage of female staff at UNMISS was as follows: 36 per cent at the P-5 level and above; 28 per cent at the P-1 to P-4 levels; 27 per cent in the Field

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Service category; 27 per cent for National Professional Officers; 13 per cent for national General Service; 40 per cent for international United Nations Volunteers; and 50 per cent for national United Nations Volunteers. The Committee was also informed that the Mission planned to achieve an increase in the average annual percentage of female international staff from 28 per cent in 2019/20 to 37 per cent in 2021/22, and was provided with the percentage of newly recruited female staff in UNMISS for the periods 2018/19, 2019/20 and 2020/21 (as at 6 April 2021), presented in the table below.

Newly recruited female staff

(Percentage)

Personnel category	2018/19	2019/20	2020/21 (as at 6 April 2021)
International staff	35.1	44.9	48.6
National staff	17.8	13.9	45.8
Total	7.5	31.8	47.8

51. The Advisory Committee was informed that the Mission intended to achieve an increase in female representation by, inter alia, routinely applying recruitment measures, especially where rosters did not have sufficient prequalified female candidates, improving rosters by targeting specific posts/grades and occupations where women were significantly underrepresented, publishing post-specific job openings and undertaking outreach activities to attract qualified female candidates. The Committee was also informed that efforts by the hiring managers had been augmented by parameters for intervention established by the Mission gender parity strategy, yet the Mission still faced a number of practical challenges, including the downsizing/closure of several field missions over the past four years, which had seen the incumbency levels at UNMISS rise and a reduction in the level of natural staff turnover, as fewer opportunities arise elsewhere for staff mobility. The Advisory Committee notes the underrepresentation of women among UNMISS staff and trusts that the mission will pursue further efforts to enhance the representation of female staff, and that information thereon will be provided in future reports. The Advisory Committee discusses gender balance further in its report on crosscutting issues related to peacekeeping operations (A/75/822).

VI. Conclusion

- 52. The actions to be taken by the General Assembly with respect to the financing of UNMISS for the period from 1 July 2019 to 30 June 2020 are indicated in section VI of the performance report (A/75/627). The Advisory Committee recommends that the unencumbered balance of \$948,100 for the period from 1 July 2019 to 30 June 2020, as well as other income/adjustments amounting to \$11,830,200 for the period ended 30 June 2020, be credited to Member States.
- 53. The actions to be taken by the General Assembly with respect to the financing of UNMISS for the period from 1 July 2021 to 30 June 2022 are indicated in section IV of the proposed budget (A/75/762). Taking into account its observations and recommendations above, the Advisory Committee recommends that the proposed resources be reduced by \$9,064,200 from \$1,128,148,100 to \$1,119,083,900. Accordingly, the Committee recommends that the General Assembly appropriate the amount of \$1,119,083,900 for the maintenance of the Mission for the 12-month period from 1 July 2021 to 30 June 2022.