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### Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

## Observations and recommendations on cross-cutting issues related to peacekeeping operations

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

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## Abbreviations

AMISOM	African Union Mission in Somalia
BINUCA	United Nations Integrated Peacebuilding Office in the Central African Republic
BNUB	United Nations Office in Burundi
ICAO	International Civil Aviation Organization
ICT	Information and communications technology
IPSAS	International Public Sector Accounting Standards
MINURCAT	United Nations Mission in the Central African Republic and Chad
MINURSO	United Nations Mission for the Referendum in Western Sahara
MINUSTAH	United Nations Stabilization Mission in Haiti
MONUC	United Nations Organization Mission in the Democratic Republic of the Congo
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
UNAMI	United Nations Assistance Mission for Iraq
UNAMID	African Union-United Nations Hybrid Operation in Darfur
UNDOF	United Nations Disengagement Observer Force
UNEP	United Nations Environment Programme
UNFICYP	United Nations Peacekeeping Force in Cyprus
UNIFIL	United Nations Interim Force in Lebanon
UNISFA	United Nations Interim Security Force for Abyei
UNITAR	United Nations Institute for Training and Research
UNLB	United Nations Logistics Base at Brindisi, Italy
UNMIK	United Nations Interim Administration Mission in Kosovo
UNMIL	United Nations Mission in Liberia
UNMIS	United Nations Mission in the Sudan
UNMISS	United Nations Mission in South Sudan
UNMIT	United Nations Integrated Mission in Timor-Leste
UNMOGIP	United Nations Military Observer Group in India and Pakistan
UNOCA	United Nations Regional Office for Central Africa
UNOCI	United Nations Operation in Côte d'Ivoire

UNOMIG	United Nations Observer Mission in Georgia
UNSMIL	United Nations Support Mission in Libya
UNSMIS	United Nations Mission in Syria
UNSOA	United Nations Support Office for the African Union Mission in Somalia
UNTSO	United Nations Truce Supervision Organization
WFP	World Food Programme

## I. Introduction

1. The present report contains the observations and recommendations of the Advisory Committee on Administrative and Budgetary Questions on cross-cutting issues relating to the financing of peacekeeping operations. In section II below, the Committee addresses matters arising from the reports of the Secretary-General on peacekeeping operations, including, where relevant, reference to recommendations or observations of the Board of Auditors. The report of the Committee on the report of the Board of Auditors on the accounts of the United Nations peacekeeping operations for the financial period ended 30 June 2012 is contained in document A/67/782. The observations and recommendations of the Committee on the reports of the Secretary-General on special measures for protection from sexual exploitation and abuse (A/67/766) and on progress in the implementation of the global field support strategy (A/67/633 and A/67/723, annexes I and II) are contained in sections III and IV below, respectively. The list of the documents related to peacekeeping that were considered by the Committee during its winter 2013 session is provided in annex I to the present report.

## II. Reports of the Secretary-General on the financing of peacekeeping operations

### A. General observations and recommendations

2. In paragraph 1 of his report on the overview of the financing of peacekeeping operations (A/67/723), the Secretary-General states that the Organization is engaged on four continents in 15 active peacekeeping operations whose mandates span the full range of activities under Chapters VI, VII and VIII of the Charter of the United Nations. The Secretary-General indicates in paragraph 2 that while the overall number of operations has decreased with the closure of UNMIT in Timor-Leste at the end of 2012, the tempo of operations will remain high and that the Organization will need to maintain the capacity to deploy rapidly to additional post-conflict environments.

3. Table 1 of the Secretary-General's report provides an overview of the resources allocated for peacekeeping missions since 2007/08 and the projected resources sought for the 2013/14 period. The total envelope of resources for all peacekeeping missions and UNSOA (including UNLB and the support account) has increased from \$6.3 billion in 2007/08 to a projected \$7.2 billion in 2013/14. Table 9 shows that the projected budget level for 2013/14 represents a reduction of \$112.1 million, or 1.5 per cent when compared to the 2012/13 period.

4. The Advisory Committee notes that the overview report now incorporates cross-cutting information and comparative detail, as requested by the Committee in previous years. **The Committee recognizes an improvement in the quality of the overview report and the extent of the analysis provided.**

#### Results-based-budgeting frameworks

5. In its review of individual mission budget performance reports for 2011/12 and budget proposals for 2013/14, the Advisory Committee continues to note shortcomings in the presentation of results-based-budgeting frameworks for

peacekeeping operations. For example, the Committee noted a continued lack of clarity in the indicators of achievement relating to human rights activity in MINUSTAH (A/67/780/Add.5, para. 16) and pointed out that missions should not include indicators for which they cannot be held accountable. In the case of UNAMID, the Committee noted that certain indicators were not realistic or achievable from the outset of the Mission (A/67/780/Add.7, para. 5). **The Advisory Committee reiterates its view that certain expected accomplishments and related indicators of achievement could be improved in order to better reflect what could realistically be achieved by the mission itself and activities for which the mission could be held accountable (A/66/718, para. 10).** In addition, the Committee notes that the report of the Secretary-General containing additional requirements for MONUSCO for the 2013/14 period amounting to \$90.5 million did not comply with the Organization's results-based-budgeting framework (see A/67/780/Add.6, para. 15).

### **Board of Auditors**

6. In considering the proposals of the Secretary-General for peacekeeping operations for the 2013/14 period, the Advisory Committee has taken into account the recommendations of the Board of Auditors on United Nations peacekeeping operations for the period 1 July 2011 to 30 June 2012 (A/67/5 (Vol. II), chap. II). The audit was carried out through visits to Headquarters and to 16 active field missions together with an examination of 27 completed missions. The Committee's comments on the implementation of the Board's recommendations are contained in its report on that subject (A/67/782).

7. In the present report, the Advisory Committee makes specific reference to the Board's observations on preparation for the introduction of IPSAS in peacekeeping operations (see paras. 8-11 below), asset management (see paras. 106-107 below) and budget formulation for fuel consumption (see paras. 128-129 below) and official travel (see paras. 144-145 below). Reference to the Board's observations on the implementation of the global field support strategy is also made in paragraphs 180 to 246 of the present report. **The Advisory Committee continues to stress the value of the findings of the Board of Auditors. The Committee also reiterates the need for the implementation of the recommendations of the Board within the time frames specified by the Secretary-General. The Committee recalls its view that the observations and recommendations of the Board provide important insights in terms of resource and management issues pertaining to peacekeeping. It continues to draw on the findings of the Board to inform its consideration of individual mission budget proposals and cross-cutting issues affecting peacekeeping operations.**

### **Implementation of International Public Sector Accounting Standards and Umoja**

8. Peacekeeping operations aim to prepare IPSAS-compliant financial information starting on 1 July 2013. In its report on the peacekeeping operations for the period ended 30 June 2012, the Board of Auditors acknowledges the efforts made towards implementation; however, it notes deficiencies in progress management in certain missions and a lack of firm commitment and accountability of top mission management for IPSAS implementation (A/67/5 (Vol. II), chap. II). The Board also found that several major tasks were behind schedule and that where missions' progress was behind schedule, there was no formal feedback or guidance

from Headquarters on how to get implementation back on track (ibid., para. 21). In response, the Secretary-General indicated that a field IPSAS implementation monitoring team was being established at the Regional Service Centre in Entebbe, Uganda, with monitoring, quality control and supporting responsibilities. In addition, a field support suite was being deployed to address issues concerning the recording of mission real estate and infrastructure assets (ibid., para. 23). Performance indicators for the achievement of IPSAS implementation tasks have also been included in the performance compacts of the Special Representatives of the Secretary-General (A/67/741, para. 22).

9. Upon enquiry, the Advisory Committee was informed that implementation was largely proceeding as planned. Activities included staff training, systems development, data collection and cleansing, the development of asset valuation methodologies and issuance of standard operating procedures. Furthermore, the Committee was informed that in the months immediately prior to the 1 July 2013 start date, there would be an increased focus on monitoring implementation including through the application of key performance indices, in-situ mission visits by the monitoring team and the issuance of accounting instructions by the Accounts Division at Headquarters.

10. With respect to Umoja, the Organization's enterprise resource planning project, the Secretary-General in his overview report indicates that UNIFIL will be used as a pilot for the roll-out of Umoja, with the implementation of the foundation phase in that mission in July 2013. Additional deployments of the system are planned for other field missions through 2014. Extensive preparatory activities, such as business process re-engineering and alignment, are anticipated. The Secretary-General stresses that crucial project activities, such as training, will require a significant effort given the scale of operations in the field. In addition, the Secretary-General points out that work is under way to establish interfaces between legacy systems used in peacekeeping missions in order to meet Umoja automation and data requirements (A/67/723, paras. 158-159). It is expected that this development work will be completed in advance of initial implementation of the Umoja foundation phase. Further detail on the different aspects of the piloted implementation is contained in the proposed 2013/14 budget for UNIFIL (A/67/747, paras. 15-16). The Advisory Committee's detailed observations and recommendations on the implementation of Umoja are contained in its report (A/67/565).

**11. In view of the 1 July 2013 implementation date for IPSAS, together with the introduction of the pilot project for the Umoja foundation phase in UNIFIL, the Advisory Committee recommends that the General Assembly be provided with an update by the Secretariat on the status of IPSAS and Umoja-Foundation I preparedness at the time of its consideration of the 2013/14 peacekeeping budget proposals. The Committee trusts that work to ensure appropriate interfaces between legacy systems operating in field missions is nearing completion. In this connection, the Committee expects that all in-house applications currently under development, including the air transportation management system, the electronic fuel management system and the electronic rations management solution, will be compatible with Umoja processes (see paras. 120, 139 and 143 below).**

### **Transformation of financial functions in field operations**

12. Paragraphs 169 to 176 of the Secretary-General's overview report outline a planned transformation of financial functions in peacekeeping missions during the 2013/14 period to coincide with the implementation of IPSAS and Umoja in field missions. The Secretary-General points out that increasing expectations for more cost-effective resource management, as well as the implementation of IPSAS and Umoja, require greater alignment between financial management and accounting functions in field operations. For five peacekeeping operations (MONUSCO, UNAMID, UNSOA, UNISFA and UNMISS), this will be facilitated by the transfer of financial functions to the Regional Service Centre in Entebbe.<sup>1</sup> Separately, six other missions (MINURSO, MINUSTAH, UNDOF, UNFICYP, UNIFIL and UNMIK) will pilot an approach whereby existing budget and finance units are merged under a single chief finance and budget officer in each mission. The Advisory Committee notes from its review of individual mission budget proposals that this consolidation of functions will not yield notable savings in posts in the 2013/14 period. The Secretary-General indicates, rather, that the intention is to create a critical mass of expertise and capacity needed to carry out tasks and to ensure greater interdependency between financial management and accounting information (A/67/723, para. 176). **The Advisory Committee supports efforts to improve financial management and accounting functions in peacekeeping missions and trusts that the resulting structural changes will be kept under close review to ensure that the intended outcome of more efficient resource management is achieved. The Committee also expects that the Secretary-General will pursue the possibility of post savings through these structural changes.**

## **B. Financial management and budget presentation**

### **Budget performance for the period 1 July 2011 to 30 June 2012**

13. In table 2 of his overview report (A/67/723), the Secretary-General indicates that for the period from 1 July 2011 to 30 June 2012, expenditure of \$7.56 billion was made against a total appropriation for the period of \$7.86 billion, with an unencumbered balance of \$301.9 million. This reflects an overall budget implementation rate of 96.2 per cent, representing a continued improvement over prior periods. The Advisory Committee notes that three missions (MONUSCO, UNAMID and MINUSTAH) accounted for \$234.9 million, or 78 per cent, of the total variance for 2011/12. If the three missions are excluded, the average implementation rate rises to 98.3 per cent throughout the remaining 13 missions. The Committee was informed, upon enquiry, that the implementation rates over the last three years from 2009/10 throughout ongoing peacekeeping operations had ranged from 79.2 per cent for MINURCAT in 2009/10 to 100 per cent for UNDOF in 2009/10, and that the average implementation rate throughout peacekeeping missions had been 96.0 per cent in 2011/12.

<sup>1</sup> The Advisory Committee has also been informed that four independent consultants had been engaged for the 2013/14 period as part of the Regional Service Centre's reinforced capacity for implementation of IPSAS in its client missions.



14. The main factors affecting budget performance during 2011/12 are outlined in paragraphs 180 to 185 of the overview report (A/67/723). With regard to MONUSCO, the underutilization of funds was due primarily to fewer aircraft being deployed as a result of postponed provincial elections, the lower deployment of military contingents and the deferred establishment of the integrated mission headquarters. In the case of UNAMID, underexpenditure was the result of lower than planned aviation activities, the unserviceability or non-deployment of contingent-owned equipment and the rotation of contingents using United Nations air assets instead of commercial charter flights. Finally, the variance in MINUSTAH is explained by the partial drawdown of the Mission's post-earthquake surge capacities, the discontinuance of the hazardous duty station allowance for civilian staff and the reduction of the Mission's aviation fleet. Detailed information on the factors affecting the budget performance of individual missions is outlined in table 4 of the overview report.

15. In its report on the last overview report, the Advisory Committee stressed the need for a distinction to be made between savings, which reflect cost reductions relating to the implementation of efficiency measures, and underexpenditure resulting from delays in the implementation of programme activities, overbudgeting or the failure to fully analyse initiatives before seeking resources for their implementation. The Committee expressed its view that the budget implementation rate is not a good basis to judge mandate delivery or to demonstrate efficient resource use. It recommended therefore that future budget performance reports include details of savings resulting from the implementation of efficiency measures (A/66/718, paras. 18-19).

**16. The Advisory Committee notes some improvement in the overall budget implementation rate for 2011/12 but stresses again the need to achieve greater precision in the preparation of budgetary estimates in order to ensure greater financial discipline and control and a clear relationship to the realities on the ground. In this regard, the Committee notes that improved budgetary precision will have the added benefit of reducing the potential for avoidable redeployments of funds across budget groups.**

17. The comments of the Board of Auditors on weaknesses in peacekeeping budget formulation are contained in paragraphs 95 to 136 of its report (A/67/5 (Vol. II), chap. II). In its report on the findings of the Board, the Advisory Committee notes that the level of unliquidated obligations throughout all missions as at 30 June 2012 amounts to 13.5 per cent of total expenditure, down from 15.2 per cent at the end of the preceding period. The Committee concurs with the Board that the practice of raising obligations during the last month of the financial period may be an indicator of inadequate budget management. Moreover, it notes that the adoption of IPSAS will not allow this practice since the recognition of expenses under IPSAS will only take place after the underlying goods and services have been delivered (A/67/782, para. 22). **The Advisory Committee trusts that programme managers are being adequately trained in the implications of IPSAS for planning programme activity and the related recording and monitoring of expenditures.**

18. In this year's overview report, the Advisory Committee notes that the Secretary-General provides information on initiatives and efficiency gains implemented in 2011/12 in tables 6 and 7, although no financial data is disclosed. Comments on the cost reduction measures imposed in 2012/13, the efficiency gains

anticipated in 2013/14 and the distinction between savings and mandate-driven cost reductions are discussed in paragraphs 24 to 32 below.

### **Implementation of Advisory Committee recommendations**

19. In considering the proposals of the Secretary-General for peacekeeping operations for 2013/14, the Advisory Committee sought data on the status of those recommendations made by the Committee and subsequently endorsed by the General Assembly in its resolution 66/264. The Committee comments on those recommendations that have not been implemented and the explanations provided by the Secretariat for non-implementation or delays in implementation in the respective areas in the relevant sections of the current report. In particular, it draws attention to insufficient action with regard to the results of a global training needs assessment for all United Nations peacekeeping personnel (see paras. 76-77 below), the delays in the implementation of an electronic rations management system (see paras. 140-141 below), the establishment of key performance indicators and the collection of baseline data for the management of air operations (see paras. 113-117 below), the results of a review of the methodology for planning and budgeting aviation fuel (see paras. 128-131 below) and the introduction of an electronic fuel management system (see para. 139 below).

**20. The Advisory Committee recommends that the General Assembly seek consolidated information in future overview reports on the status of all the cross-cutting recommendations it has previously endorsed, together with anticipated timelines for their full implementation and, where applicable, detailed explanations justifying delays in the implementation of recommendations.**

### **Financial period from 1 July 2012 to 30 June 2013**

21. During its consideration of the proposed budgets for peacekeeping operations for 2013/14, the Advisory Committee was provided with information with regard to current and projected expenditure for the period from 1 July 2012 to 30 June 2013. Upon enquiry, the Committee was provided with consolidated information on peacekeeping operations, UNLB and the support account for peacekeeping operations, which is presented in the table below. The Committee notes that, overall, underexpenditure of \$61.5 million (gross), or 0.8 per cent, is projected for the 2012/13 period. This is a significant improvement over the overall accuracy of budget forecasting compared with the prior period, when the projected underexpenditure totalled 3 per cent (A/66/718, para. 23). **The Advisory Committee commends the Secretary-General in the overall improvement of budgetary accuracy and supports a prudent approach to budgeting in the light of the performance reporting process.**

### Projected expenditure for the period from 1 July 2012 to 30 June 2013

(Thousand of United States dollars)

	<i>2012/13 Apportionment<sup>a</sup></i>	<i>Projected expenditure</i>	<i>Projected variance</i>	<i>Variance percentage</i>
Military and police personnel	2 841 014.3	2 803 656.4	37 357.9	1.3
Civilian personnel	1 755 432.4	1 779 668.8	(24 236.4)	(1.4)
Operational costs	2 636 481.6	2 588 148.9	48 332.7	1.8
Enterprise resource planning	37 337.6	37 337.6	–	–
<b>Gross requirements</b>	<b>7 270 265.9</b>	<b>7 208 811.7</b>	<b>61 454.1</b>	<b>0.8</b>
Staff assessment income	165 474.8	168 614.2	(3 139.4)	(1.9)
<b>Net requirements</b>	<b>7 104 791.0</b>	<b>7 040 197.5</b>	<b>64 593.5</b>	<b>0.9</b>

<sup>a</sup> Reflects the revised budget of UNMIT (A/67/774).

22. The Advisory Committee was informed, upon enquiry, that targeted efforts to reduce costs in 2012/13 in three distinct areas had taken place, namely, in the achievement of sustainable efficiencies in consumption and other operating costs (e.g. fuel, aircraft, spare parts, travel and military rotations), deferred acquisitions of major equipment and facilities, and the “right-sizing” of staffing complements. Annex II to the present report contains a summary of the anticipated financial implications of these initiatives, totalling \$372 million, for the 2012/13 period. Further comments on efforts to achieve additional cost savings in the forthcoming budget period are contained in paragraphs 29 to 32 below. **The Advisory Committee welcomes the sustainable efficiencies achieved in the 2012/13 period and trusts that these measures have been implemented in a manner that does not compromise the safety and security of mission personnel and premises or put at risk the fulfilment of mandated activities.**

23. In this connection, the Advisory Committee notes that in its consideration of the next overview report on the financing of peacekeeping missions, supplementary information provided to it on the expenditure pattern for 2013/14 will be prepared using IPSAS, in the light of the forthcoming implementation of these new standards as of July 2013. **The Committee looks forward therefore to seeing the concrete benefits of receiving IPSAS-compliant financial information, including a more accurate depiction of non-expendable property and more timely and complete detail on actual and forecasted expenditure.**

### Proposed budgets for the period 1 July 2013 to 30 June 2014

24. Information on the total proposed resource requirements for 2013/14 for 13 active missions,<sup>2</sup> UNLB and the support account for peacekeeping operations is provided in table 9 of the overview report. The final proposed budgetary level for peacekeeping operations for 2013/14 is about \$7.2 billion (gross), representing a reduction of 1.5 per cent compared with the appropriation for the 2012/13 period of \$7.3 billion. The Advisory Committee notes that the proposals for 2013/14 also

<sup>2</sup> The table reflects the closure of UNMIS, UNSMIS and UNMIT.

reflect an increase of about \$3.2 million on the projected level of gross expenditure for the 2012/13 period (see table above).

25. The Advisory Committee notes that the variance in resource requirements reflects a combination of the closure of UNMIT, for which an additional \$155 million was appropriated for the 2012/13 period; reduced requirements for MINUSTAH (\$76 million, or 11.7 per cent), UNAMID (\$93.8 million, or 6.5 per cent), UNIFIL (\$39.4 million, or 7.5 per cent) and UNMIL (\$18.2 million, or 3.7 per cent); together with a proposed increase for MONUSCO (\$106.3 million, or 7.9 per cent), UNMISS (\$97 million, or 11.6 per cent) and UNISFA (\$47.4 million, or 18.4 per cent). Resource requirements for three missions (UNSOA, UNOCI and UNDOF) reflect smaller increases averaging 2.7 per cent, two missions (MINURSO and UNFICYP) show marginal increases of 0.2 per cent and the budget proposal for UNMIK anticipates a reduced requirement of \$2 million, or 4.3 per cent of its overall resource requirements for 2013/14.

26. The Advisory Committee was informed that the proposal for 2013/14, as transmitted to the Committee to date, reflected the successful closure of UNMIT and a gradual handover and drawdown in Liberia and Haiti. The reduction of the military and police components in those missions as well as in UNAMID, offset in part by increases in deployment levels in UNMISS, UNISFA and MONUSCO, accounted for the decreased financial resources required for military and police personnel. At the same time, the Committee notes increases in operational costs. According to the Secretary-General's report, they are attributable mainly to (a) the pilot implementation of unmanned aerial systems in MONUSCO and UNOCI; (b) the expansion and acceleration of the construction plan of UNISFA; (c) the acquisition of replacement vehicles and heavy equipment, and naval transportation requirements in UNMISS; (d) higher requirements for UNSOA in support of AMISOM; and (e) higher prices for fuel and aircraft rental in several missions. A complete listing of variances by class of expenditure is presented in table 10 of the overview report. Upon request, the Committee was provided with additional explanations in this regard. Further comments on the operational requirements are contained in paragraphs 94 to 148 below.

27. In paragraph 190 of his overview report, the Secretary-General provides some analysis on the trends over time in the cost of United Nations peacekeeping. The Secretary-General states that when measured on the basis of the cost per deployed uniformed person and adjusted for inflation, the average cost has declined by approximately 8 per cent since 2008/09. In this connection, the Advisory Committee was informed, upon enquiry, that the mandate-driven variances — effectively, the drawdown of troop and police strength, and closure and reconfiguration in five missions, with an increase in strength in MONUSCO — had led to an overall 9.4 per cent reduction in resources requested for 2013/14 over the prior period. By contrast, non-mandate factors resulted in an overall increase of 3.2 per cent in remaining missions and the support account for peacekeeping operations. The detail of these distinctions is contained in the table below.

(Thousand of United States dollars)

<i>Peacekeeping component</i>	<i>Apportionment (2012/13)</i>	<i>Proposed budget (2013/14)</i>	<i>Variance</i>	
			<i>Amount</i>	<i>Percentage</i>
<b>Mandate driven</b>				
MINUSTAH	648 394.0	572 270.8	(76 123.2)	(11.7)
MONUSCO	–	90 524.5	90 524.5	–
UNAMID	1 448 574.0	1 354 815.1	(93 758.9)	(6.5)
UNMIL	496 405.0	478 224.0	(18 181.0)	(3.7)
UNMIT	155 429.0	–	(155 429.0)	(100.0)
UNSMIS	5 936.9	–	(5 936.9)	(100.0)
<b>Subtotal</b>	<b>2 754 738.9</b>	<b>2 495 834.4</b>	<b>(258 904.5)</b>	<b>(9.4)</b>
<b>Non-mandate driven</b>				
MINURSO	58 253.0	58 391.9	138.9	0.2
MONUSCO	1 343 593.0	1 359 359.1	15 766.1	1.2
UNDOF	45 992.0	47 443.8	1 451.8	3.2
UNFICYP	54 576.0	54 706.5	130.5	0.2
UNIFIL	524 010.0	484 558.8	(39 451.2)	(7.5)
UNISFA	257 932.0	305 351.2	47 419.2	18.4
UNMIK	46 963.0	44 953.1	(2 009.9)	(4.3)
UNMISS	839 490.0	936 486.1	96 996.1	11.6
UNOCI	575 017.0	579 654.4	4 637.4	0.8
UNSOA	436 905.0	448 439.2	11 534.2	2.6
UNLB	68 627.0	68 886.0	259.0	0.4
Support account	317 993.0	327 965.3	9 972.3	3.1
<b>Subtotal</b>	<b>4 569 351.0</b>	<b>4 716 195.4</b>	<b>146 844.4</b>	<b>3.2</b>
<b>Total</b>	<b>7 324 089.9</b>	<b>7 212 029.8</b>	<b>(112 060.1)</b>	<b>(1.5)</b>

28. In order to improve the transparency of the Secretary-General's peacekeeping budget proposal and to enable a better understanding of the causes and effects of variances in mission resource requirements between budget periods, the Advisory Committee believes that future overview reports should provide details concerning variances attributable to mandate changes and those that are not. The Secretary-General should provide more detailed explanations of overall increases attributable to non-mandate factors, in particular in view of the overall evolution in peacekeeping activity.

#### Efficiency gains

29. The Advisory Committee recalls its encouragement for the pursuit of sustainable efficiencies throughout peacekeeping operations, without undermining their operational capacities and the implementation of their respective mandates (A/66/718, para. 33). The Committee notes that the current overview report, in

tables 8 and 14, contains various details on the efficiency initiatives to be implemented in the 2013/14 period. Moreover, paragraphs 67 to 69 of the report outline the work of the Resource Efficiency Group and paragraphs 141 to 178 provide details on efforts to deliver support services more efficiently and effectively. In addition, efficiencies reported through the implementation of the global field support strategy are outlined in annexes I and II to the same report. **The Committee notes that not all of the efficiency initiatives are capable of quantification.**

30. The Secretary-General's overview report indicates that for 2013/14, priority projects in two areas aim to further extend savings already targeted in 2012/13, namely, to achieve a further reduction of 5 per cent in fuel consumption for generators, vehicles and aircraft, and to achieve a further reduction of 5 per cent in the average costs of rotating uniformed personnel (A/67/723, para. 69). Upon enquiry, the Advisory Committee was informed that those targets were reflected in individual mission budget proposals for 2013/14. The Committee recalls that in 2012/13, the Secretariat set targets in the consumption of rations, spare parts replacements, within-mission travel, maintenance supplies, fuel consumption and contingent rotation travel costs. In response to the Committee's follow-up question as to why those targets were not replicated for 2013/14, the Secretariat responded that the targets were not intended to be annual or standardized and certain cost areas had been excluded from the targets set for 2013/14 owing to the difficulty of applying cumulative yearly reductions in certain areas, because, for example, of the replacement requirements of ageing and obsolete equipment. As to the monitoring and oversight arrangements, the Committee was informed that key performance indicators and monitoring mechanisms were being established in order to ensure consolidated, consistent reporting on the progress of those initiatives.

31. **The Advisory Committee recalls its previous support for the Secretary-General's efforts in identifying cross-cutting targets for resource reductions, without undermining the operational requirements of missions and the implementation of their respective mandates, and for the critical examination of proposals for capital expenditure by field missions. It also encourages the Secretary-General to continue efforts to identify and mainstream sustainable efficiencies throughout peacekeeping operations. In this regard, the Committee further recalls its observation that the deferral of capital expenditure should not be equated with the implementation of sustainable efficiency measures (A/66/718, paras. 33-34).**

32. **The Advisory Committee believes that future overview reports would benefit from a clearer presentation with regard to describing such targets for past, present and future periods, quantified wherever possible. Cross-cutting targets affecting all missions and directed by Headquarters should be distinguished from mission-specific targets. In addition, the Committee encourages clear time frames to be established for the achievement of all efficiency targets, together with key performance indicators to measure their impact. Finally, roles and responsibilities for setting these targets and monitoring their implementation and impact, including the role and authority of the Resource Efficiency Group, should be clearly explained. The Committee's comments on specific measures put in place to achieve efficiencies within specific expenditure groups are outlined below (see paras. 94-148).**

### **Delayed deployment factors and vacancy factors**

33. The Advisory Committee recalls its observation in its previous report on cross-cutting issues that details regarding and justifications for the application of delayed deployment factors and phased deployment schedules for uniformed personnel were not consistently provided in the budget proposals (A/66/718, para. 39). As pointed out by the Board of Auditors, the delayed deployment factor is a major budget assumption in formulating uniformed personnel costs. The Board has previously noted overestimations in this regard as a result of applying delayed deployment factors without taking full account of historical trends (A/67/5 (Vol. II), chap. II, para. 112).

34. In 2013, in the context of individual budget performance reports for 2011/12 for the two newest missions (UNMISS and UNISFA), the Committee notes that uniformed personnel were, in fact, deployed faster than planned (A/67/780/Add.17, para. 7 (a), and A/67/780/Add.18, para. 4). Consistent with this trend, the Board of Auditors noted that overall budgeted delayed deployment factors were closer to the actual factors in 2011/12 than in the preceding period. The Secretary-General also indicates that efforts to improve the timeliness of deploying appropriately skilled police personnel are being addressed through the development of standard operating procedures to determine the readiness of formed police units and individual police officers in advance of their deployment against operational requirements of the missions (A/67/723, para. 129). **The Advisory Committee notes the recent improvements in forecasting delayed deployment factors for the uniformed component in different missions.**

35. With regard to civilian vacancy rates, the Advisory Committee notes that the proposed vacancy rates for the 2013/14 budget proposals fully reflect, for the first time, the implementation of human resources reforms recently introduced to harmonize conditions of service for field staff and to streamline recruitment through the application of a roster mechanism. In his report, the Secretary-General indicates that the average vacancy rate for international posts throughout all field missions was 16.1 per cent as at 30 June 2012, a 50 per cent improvement since January 2008. In addition, the turnover rate for the 12-month period ended 30 June 2012 was 8.4 per cent, which is 2.8 per cent lower than the previous year (*ibid.*, para. 117). Upon enquiry, the Committee was provided with a consolidated table of the most up-to-date actual vacancy rates for all categories of personnel as compared to those used in the 2013/14 budget proposals, throughout all missions (see annex III to the present report). Comments on variances, where applicable, are contained in the Committee's reports on the respective mission budgets.

**36. The Advisory Committee is pleased to note a reduction in the actual and projected vacancy rates for civilian staff throughout peacekeeping operations and believes that every effort to sustain this reduction over time should be made. The Committee recalls its view that delayed deployment factors and vacancy rates should be based on both historical data and foreseeable factors. Clear justification should be provided in budget documents for the rates used, in particular when they differ from the actual rates at the time of the budget preparation (A/66/718, para. 36).**

37. In addition, the Advisory Committee notes that a sustained reduction in vacancy and turnover rates will, in turn, reduce the likelihood of significant underexpenditure in the respective budget lines for international salaries and

common staff costs. Indeed, in paragraph 182 of his report, the Secretary-General attributed \$126.6 million of overexpenditure in 2011/12 under civilian personnel principally to higher deployments of civilian staff in UNMISS, UNAMID, UNIFIL and UNMIT as compared to assumptions for the budgets for the equivalent period. This trend is a departure from that of recent years when many missions, in particular those in a start-up phase, consistently underspent the approved apportionment for personnel costs owing to a protracted period of high vacancy rates. **The Committee notes the positive impact of achieving lower vacancy rates, including through more efficient recruitment, and of achieving greater budgetary precision and performance (see also para. 16 above).**

#### **Use of the Standard Cost and Ratio Manual**

38. The Advisory Committee recalls that since 1994 one of the primary tools in the budget development process for peacekeeping operations has been the establishment and application of standard costs and ratios. The use of such standards was intended to identify a uniform basis for budgeting and financial management, with the goal of promoting consistency, credibility and transparency in the budgeting process (A/49/664, paras. 41-45). More recently, in section XXI, paragraph 2, of its resolution 59/296, the General Assembly requested the Secretary-General to ensure that peacekeeping operations adhere to the standard ratios of vehicles to staff, bearing in mind the mandate, complexities and size of individual peacekeeping missions.

39. The current ratios are outlined in the Standard Cost and Ratio Manual issued by the Department of Field Support in 2011 and updated in August 2012. In its previous report on cross-cutting issues related to peacekeeping operations, the Advisory Committee stated it had been informed that the Manual provided an indicative benchmark for both resource requirements and current price levels of items typically needed in field operations and that it formed part of the guidance sent to all missions at the budget formulation stage. The Committee had been further informed that missions were expected to provide justification for any deviation from the guidance provided in the Manual (A/66/718, para. 87).

40. During its most recent deliberations on the overview report for the current period, upon enquiry, the Advisory Committee was provided with a full copy of the updated Manual, together with a number of questions concerning its application in the formulation of mission budgets. The Manual, a comprehensive online document, contains a comprehensive list of technical specifications, pricing guides and ratios used primarily for both budget preparation and operational decision-making. Various subject-matter experts in the Secretariat currently update the Manual on a yearly basis, most recently in August 2012.

41. The Advisory Committee was also informed that the Manual generally contained the most commonly used resourcing items a mission would need in its operations and for formulating a budget proposal. It contained a range of guidance equipment prices, ratios for various non-expendable property items, usage, scale and applicable rate data for expenditure items, such as rations, fuel and travel, together with guidance on staffing and structure for field missions. As to staffing, the Committee was informed, upon enquiry, that despite containing a sample template of support for a medium-sized mission, no pre-approved or standard staffing structure existed and that mission-specific factors were always taken into consideration.



42. In its previous report on cross-cutting issues, the Advisory Committee provided extensive comments on two specific asset categories prescribed by the Manual, namely the recommended ratios for vehicle and computer holdings (*ibid.*, see paras. 87-92). As a result, the Committee recommended a review of vehicle and computer holdings in peacekeeping operations so as to align such holdings with the standard ratios established in the Manual. While recognizing that mission-specific operational circumstances may exist that justify holdings in excess of the standard ratios, the Committee recommended that such cases be justified in the 2013/14 budget proposals for the missions concerned (*ibid.*, para. 91). Specific comments on proposed mission holdings for vehicles and computers are contained in paragraphs 99 to 105 below.

43. Upon enquiry, the Advisory Committee was further informed that there were instances where requirements were deemed mission-specific, in which case the mission could rely on historical experience (in that mission or a similar one). In addition, the Committee was informed that the Secretariat recognized that a major review was needed to the Manual in its current form in order to ensure its usefulness, relevance and succinctness. In paragraph 66 of the overview report, the Secretary-General indicates that this review will be guided by the Resource Efficiency Group, chaired by the Assistant Secretary-General for Field Support, and will be undertaken in close cooperation with the missions. As part of this review, a comprehensive assessment of existing standards will be undertaken, with a particular emphasis to ensure an integrated approach to resourcing requirements across the varying elements of a field mission.

44. The Advisory Committee shares the view of the Secretary-General that the viability of the Manual in its current form needs review. At present, in the view of the Committee, the Manual's overall status, the extent of its observance throughout missions, the level of flexibility accorded to missions and the criteria to determine that flexibility, the consequences of non-compliance with its provisions and the degree to which the ratios contained therein reflect the reality of different operating environments, call into question the overall utility of the existing Manual. At the same time, the Committee recognizes the importance of having an effective standardized consolidated reference tool to ensure financial discipline, consistency and transparency throughout a wide range of different operating environments. **The Committee recommends therefore that the General Assembly request the Secretary-General to complete his review of the existing Manual before the next budgetary cycle and, based on the findings of that review, make the appropriate adjustments to the Manual, the standards contained therein, together with provisions for updating it. In addition, the Secretary-General should also provide details on those costs and ratios used in the preparation of mission budgets but not covered by the Manual, as well as those areas of mission activity exempted from the provisions of the Manual.**

#### **Support to special political missions**

45. The Advisory Committee notes that the overview report on the financing of United Nations peacekeeping operations does not explicitly address the issue of support, assets and capacities provided to special political missions. Moreover, the Committee recognizes that the General Assembly has not yet pronounced itself on the Secretary-General's recent review of arrangements for funding and backstopping such missions, and the Committee's own observations and recommendations thereon (A/66/7/Add.21).

46. In this connection, in his report on the budget performance of the United Nations Logistics Base at Brindisi for the period from 1 July 2011 to 30 June 2012, the Secretary-General indicates that over \$7 million in strategic deployment stocks were shipped to UNSMIL, a special political mission, during that period. In addition, in his letter to the Secretary-General dated 22 January 2013, the Chairman communicated that the Advisory Committee approved an initial commitment authority of \$7.95 million for the establishment of a special political mission in Mali in which the use of strategic deployment stocks was also envisaged.

47. The Advisory Committee recalls the Secretary-General's proposal, contained in paragraph 28 of his report (A/66/340), that the provisions of General Assembly resolution 64/269 regarding access to and reimbursement of the strategic deployment stocks by peacekeeping operations be extended to special political missions, thereby allowing those missions to draw upon such stocks in advance of the corresponding budget appropriation and without the need for immediate replenishment. In its comments on this proposal the Committee acknowledged that allowing special political missions access to the stocks on the same basis as peacekeeping missions had merit, though it recommended a lower level of drawdown in view of the fact that the material and equipment required in such missions does not match those of peacekeeping operations (A/66/7/Add.21, paras. 53-56). **The Advisory Committee recognizes that access by special political missions to strategic deployment stocks is currently authorized on an ad hoc, case-by-case basis. The Committee believes that the General Assembly may wish to consider the need for a general authorization for the use of strategic deployment stocks in support of special political missions.**

48. Additional comments concerning support provided to special political missions is contained in section IV of the present report regarding the progress in implementation of the global field support strategy (see paras. 193 and 243 below).

### C. Civilian personnel

49. Table 12 of the overview report indicates that the proposed budgets for 2013/14 include a total of 22,652 posts, temporary positions and United Nations Volunteers (including 1,403 posts and temporary positions in the support account for peacekeeping operations). This reflects a net decrease of 2,552 posts and positions, or a 10.1 per cent reduction in the number of civilian staff approved in the 2012/13 period. The variance is attributable primarily to the closure of UNMIT (1,580) and UNSMIS (228), together with proposed staffing reductions in UNAMID (477), MINUSTAH (191) and UNMIL (141) owing to reconfiguration and drawdown exercises in those missions. The budget proposal for UNMISS, however, foresees the establishment of 117 national posts for Language Assistants in order to enable the Mission to carry out key aspects of its mandated tasks (A/67/723, table 13).

50. Table 10 of the overview report indicates that the proposed resources for 2013/14 for civilian personnel in peacekeeping amount to about \$1.75 billion and reflect a decrease of approximately \$23.5 million, or 1.3 per cent, against the approved apportionment for 2012/13. The lower requirements are due mainly to the closure of UNMIT and the reduced staffing establishment in UNAMID, offset by higher requirements in several missions owing to the application of lower budgeted vacancy rates and, in UNISFA, to support the mission's expanded and accelerated

construction schedule and the Joint Border Verification and Monitoring Mechanism (ibid., para. 196).

### **Staff selection**

51. The Advisory Committee notes that in response to its request for information on the utilization of the rosters for recruitment for peacekeeping operations (A/66/718, para. 48), paragraph 118 of this year's overview report provides such detail, indicating that during the 2011/12 financial period, 93 per cent of vacant posts in field missions were filled with candidates selected from rosters. It is indicated that the average processing time also dropped from 11.5 months in 2010/11 to 6.4 months in 2011/12. In addition, paragraphs 119 to 121 of the overview report outline additional steps being undertaken to improve the rosters. **The Advisory Committee welcomes the increased use of rosters to fill positions in missions.**

### **Representation of troop- and police-contributing countries and women in peacekeeping staffing**

52. The Secretary-General points out that the representation of female international staff, which stands at 28.8 per cent as at 30 June 2012, has remained constant over the past years, as has the percentage of female national staff, which is 17.1 per cent (A/67/723, para. 122). The Secretary-General points to the need to strengthen outreach, communications and partnerships with a view to expanding the pool of qualified female candidates. The Advisory Committee notes that of the candidates selected from rosters during 2011/12, 30.3 per cent were external to the United Nations and 32.7 per cent were women (ibid., para. 118). **The Committee recalls its prior recommendation that efforts be intensified to identify the persistent gender imbalance in the staffing of field missions (A/66/718, para. 57).**

53. With regard to increasing the representation of troop- and police-contributing country nationals within the civilian component in peacekeeping missions, the Secretary-General indicates that the Department of Field Support will strengthen its outreach to troop- and police-contributing countries in the hope of increasing representation by those Member States in the civilian components of field missions. This approach has already been applied in order to attract Arabic-speaking candidates for generic job openings in the civil affairs occupational group (A/67/723, para. 123). **The Committee continues its support for outreach activities aimed at addressing shortfalls in the staffing profile of peacekeeping operations, including efforts towards achieving Organizational goals with regard to gender, geographic diversity and the representation of troop- and police-contributing countries. It expects that the planned outreach activities will lead to demonstrable results and requests that information in that regard be provided in the next overview report of the Secretary-General (A/66/718, para. 56).**

### **Structure of the civilian component**

54. The General Assembly, in its resolution 66/264, underlined the importance of comprehensively reviewing the civilian staffing requirements for each field mission. In paragraph 23 of that resolution, the Assembly indicated that particular attention should be given to determining the feasibility of nationalizing Field Service posts and of improving the ratio of substantive to support staff. The Secretary-General's

current overview report indicates that the Departments of Peacekeeping Operations and Field Support monitor the changing requirements on the ground and the need to scale the civilian personnel levels to the level of activity anticipated within each mission (A/67/723, para. 137). Upon enquiry, the Committee was informed that the civilian staffing components for four missions (UNAMID, UNAMA, MONUSCO and UNIFIL) were currently scheduled for review in 2013, the results of which would be reflected in the budget submissions for the 2014/15 period.

*Review of the Field Service category of personnel*

55. The Secretary-General, in his report, indicates that pursuant to General Assembly resolution 66/264, preparations are under way to conduct a comprehensive review of the Field Service category of personnel, which will analyse the current use of Field Service, Professional and national staff in mission support functions, and identify trends and staff requirements during specific stages of the mission life cycle. In particular, the review will be informed by the lessons learned by United Nations agencies, funds and programmes about the scope for utilizing national capacities, as well as the lessons learned about the transfer of functions to national counterparts as missions downsize and close (*ibid.*, para. 124). **The Advisory Committee looks forward to receiving the details of the forthcoming review of the Field Service category and concurs with the Secretary-General's intention to draw on lessons learned elsewhere in the United Nations system. The Committee trusts that any proposed post conversions or changes to the overall grade and post structure of missions will be strictly guided by the appropriate rules, regulations and procedures with regard to human resources management.**

56. The Advisory Committee also recalls the comments of the Secretary-General in his latest report on civilian capacity in the aftermath of conflict, in which he states that peacekeeping missions often miss potential opportunities for building sustainable national capacity. He cites the example of international personnel being deployed to over two thirds of mission support posts in existing peacekeeping missions as an example where greater use of national capacity could occur (A/67/312, para. 15).

*Ratios of support to substantive staff*

57. Regarding the ratio of support to substantive staff, the Advisory Committee notes that the Departments of Peacekeeping Operations and Field Support have reviewed the ratios between the overall personnel levels in each mission, including troops, police and mission support personnel, to ensure that mission support structures are commensurate with the nature of the work to be performed, the structure of each mission and their operating environment (A/67/723, para. 137). The Committee was initially provided, upon enquiry, with historical trends in ratios of support to substantive staff throughout missions, showing the number of support staff for each individual substantive staff member. It was informed that the numbers did not take into consideration the military, police or security personnel components; rather, they included only the civilian substantive component (e.g. political affairs, civil affairs, rule of law offices). Moreover, they did not take into account the backstopping or support functions provided to missions by personnel at Headquarters or in UNLB. Subsequently, the Committee, upon request, was provided with updated ratios, adjusted to include uniformed personnel components.

58. Nevertheless, the Advisory Committee notes that the two sets of data provided to it reveal significant variances between different missions. Moreover, they do not reveal any significant change in the last two budgetary periods or in the levels proposed for 2013/14. The Committee was informed, upon further enquiry, that it was not possible to establish an optimal validated ratio owing to the unique characteristics of each mission mandate and operational environment. Another limitation of the data provided involves the lack of clarity over which personnel are deemed “substantive” and “support”. The Committee was informed that an administrative assistant deployed to a substantive section, such as political or civil affairs, would be considered “substantive” even though his or her functions would be deemed to be primarily administrative or “support” in nature. The Committee notes therefore that drawing a definitive conclusion on the basis of the information currently available would be difficult, in particular given the lack of clarity in the support/substantive categorization, the level of variances between missions, the evolving nature of mission mandates and the recent adaptations to the support delivery model in several locations.

**59. The Advisory Committee believes there is merit in formulating a more operationally useful measure, which includes a clear definition of personnel categorized as “substantive” and “support”, and which takes into consideration the proportion of support functions devoted to the uniformed component. The creation of a baseline measure could then enable the establishment of a target benchmark throughout missions and would allow better comparisons across time and between missions to ensure that civilian staffing structures are based on operational need, taking into account the specificities of individual mission mandates and circumstances on the ground.**

60. In this connection, the Advisory Committee notes from the information made available to it that the roll-out of the global field support strategy, with the stated intention of lessening the support footprint in missions, has not yet had a discernable impact on the ratios. At the same time, the Committee notes a reported reduction of 47 finance posts and 28 human resources posts in the budgets of the missions serviced by the Regional Service Centre in Entebbe as compared to 2011/12 (see para. 242 below).

**61. The Advisory Committee believes every effort should be made to ensure that the support component is kept as lean as possible, in particular in those missions receiving support services from the Regional Service Centre, in a manner that does not put at risk the fulfilment of mandated activities.**

**62. The Advisory Committee also looks forward to receiving the results of the comprehensive civilian staffing reviews to be undertaken in the four missions (UNAMID, UNAMA, MONUSCO and UNIFIL), in the context of the next budget submissions for these missions.**

#### **Strengthening conduct and discipline**

63. Regarding the Secretary-General’s proposal to reinforce the capacity of the conduct and discipline teams throughout the different peacekeeping missions (A/67/723, paras. 82-84), the comments of the Advisory Committee are contained in paragraphs 178 and 179 below, as well as in the respective sections of the Committee’s reports on the individual peacekeeping budget proposals for 2013/14.

### Government-provided personnel

64. In its resolution 66/264, the General Assembly endorsed the recommendation of the Advisory Committee seeking greater clarity in resource proposals as to whether posts in peacekeeping operations are intended for recruitment of Government-provided personnel or civilian staff, and the criteria for that determination. In paragraph 131 of the current overview report, the Secretary-General stipulates that Government-provided personnel do not hold a United Nations appointment and are not considered to be staff members; rather, they hold the legal status of experts on mission and are paid travel costs and mission subsistence allowance. This modality is most commonly used to engage United Nations police, military experts, corrections or justice advisers. The Advisory Committee notes from the table below that provision for 338 such personnel is contained in the proposed mission budgets for 2013/14, as compared to 418 personnel in the current period.

<i>Mission</i>	<i>2012/13</i>	<i>2013/14</i>
MINURSO	10	10
MINUSTAH	100	50
MONUSCO	139	139
UNAMID	6	6
UNDOF	–	–
UNFICYP	–	–
UNIFIL	–	–
UNISFA	–	–
UNMIK	–	–
UNMIS	40	–
UNMISS	81	91
UNMIT	–	–
UNOCI	42	42
UNSOA	–	–
<b>Total</b>	<b>418</b>	<b>338</b>

65. In his most recent report on civilian capacity in the aftermath of conflict (A/67/312), the Secretary-General indicates his intention of making further use of Government-provided personnel as one of the avenues for widening and deepening the pool of specialized expertise. The Advisory Committee made related observations and recommendations in its report on this subject and was informed, at the time of its consideration of the Secretary-General's report, that guidance governing the recruitment of such personnel would be developed to ensure a clear and consistent approach within the Secretariat. In addition, the Committee recommended that the details regarding the numbers and nationalities of the Government-provided personnel, together with the missions where they have been deployed, should be clearly disclosed (A/67/583, para. 35).

66. During its consideration of the overview report, the Advisory Committee was informed, upon enquiry, that the above-mentioned guidance on the selection and deployment of Government-provided personnel was still under development. However, the Secretariat expected to have a well-advanced version of that guidance ready to coincide with the second resumed sixty-seventh session of the General Assembly, in May 2013.

67. Upon further enquiry, the Advisory Committee was also informed that Government-provided personnel might be considered (a) for specialized functions falling in areas within the competence of Governments for which there was not an ongoing requirement in the Secretariat; (b) for expertise unique to a specific country or region; (c) for niche functions; or (d) where the expertise was not readily available in the Secretariat. In such instances, there was no expectation of longer-term United Nations engagement.

68. The Advisory Committee was also provided, upon request, with additional information as to how the modality for engaging Government-provided personnel differs from temporary job openings or consultants engaged to provide specific outputs or products. The Committee was further informed that the process for recruiting such personnel for service in peacekeeping operations and special political missions varied, depending upon the type of function being fulfilled. The basic practice was to seek expressions of interest through the issuance of notes verbales to all Member States, seeking the nomination of personnel who fulfilled the criteria set out in a particular job description. However, in some cases, such as where political considerations impacted the range of nationalities that could safely and effectively serve in a particular setting, the circulation of the related note verbale might be more restricted.

69. The Advisory Committee notes that the General Assembly has, in the past, imposed certain constraints on the use of personnel who continue to maintain an employer-employee relationship outside the Organization. Resolutions 51/243 and 52/234 on the use of gratis personnel provided by Governments and other entities contain relevant provisions in this regard, including the provision that all Member States should be informed of the selection process (resolution 51/243, para. 11 (d)).

**70. The Advisory Committee expects that the above-mentioned guidance concerning the selection and deployment of Government-provided personnel will be finalized without further delay and made available to the General Assembly during its second resumed sixty-seventh session. The Committee trusts that the relevant provisions of resolutions 51/243 and 52/234 will be taken into account in the finalized guidelines.**

#### **Use of the CAPMATCH online platform**

71. In his aforementioned report on civilian capacity in the aftermath of conflict, the Secretary-General also outlined the development of an online platform, known as CAPMATCH, the purpose of which is to better match the demand and supply of specialized civilian capacities in countries emerging from conflict. The Advisory Committee's observations and recommendations thereon are contained in its report (A/67/583, paras. 22-24). As to the use of this tool to identify expertise for peacekeeping operations, the Committee was informed, during its consideration of the overview report, upon enquiry, that CAPMATCH had thus far been used to identify possible candidates following requests from UNMISS and UNOCI. The

Committee was further informed that standard United Nations modalities, regulations and procedures were applied to bring such individuals on board. For those functions considered as staff functions, the provisions of the staff selection system set out in the relevant administrative instruction (ST/AI/2010/3) would apply. Similarly, for consultancies, the provisions of administrative instruction ST/AI/1997/6 would be followed.

**72. The Advisory Committee stresses that any selection of possible capacities for peacekeeping functions identified through CAPMATCH must be in full compliance with relevant General Assembly resolutions and United Nations rules, regulations and procedures, including the circulation of vacancies to all Member States.**

## **D. Training in peacekeeping**

### **Training and capacity-building**

73. Information on training and capacity-building for uniformed and non-uniformed personnel in peacekeeping operations is contained in paragraphs 99 to 112 of the overview report. The Secretary-General indicates, inter alia, that a “capability-driven” approach continues to inform the Organization’s efforts to deliver on peacekeeping mandates in an effective manner. In that context, the training initiatives planned for the budget period include: the development and roll-out of specialized training for staff officers at force headquarters, all ranks of infantry battalions, medical and formed police units; train-the-trainer courses to strengthen capacity to deliver pre-deployment training; training in the areas of protection of civilians and prevention of and response to conflict-related sexual violence; and the professionalization of mission support functions, including training needed to obtain or maintain professional certifications to meet industry standards in the areas of logistics, air operations and information technology.

### **Coordination of peacekeeping training activities**

74. The Advisory Committee recalls that, in its previous report on cross-cutting issues, it highlighted the need for the establishment of an effective mechanism to coordinate and prioritize all peacekeeping training activities (A/66/718, para. 62). In paragraph 98 of his overview report, the Secretary-General indicates that, during the budget period, the Departments of Peacekeeping Operations and Field Support will continue to lead policy, guidance and training initiatives. The Committee was informed, upon enquiry, that existing coordination mechanisms were outlined in the 2010 Department of Field Support/Department of Peacekeeping Operations policy on training for all United Nations peacekeeping personnel, which delineated the roles and responsibilities of and the interrelationships between the different entities involved in United Nations peacekeeping training, and outlined the process for determining strategic peacekeeping training, priorities and standards for all phases (pre-deployment, induction and ongoing training). In accordance with that policy, the Integrated Training Service at Headquarters provided guidance to Member States on pre-deployment training and, internally, to integrated mission training centres on the development and implementation of comprehensive training plans for approval by senior management teams in the missions.



75. The Advisory Committee continues to see the need for greater coordination and prioritization of peacekeeping training activities to ensure that resources are utilized as efficiently and effectively as possible and, in particular, to avoid duplication of effort. The Committee considers that the centralized advisory and oversight role of the Integrated Training Centre at Headquarters is essential in this regard, and expects that the Secretary-General will provide more detailed information on its activities in his next overview report.

#### **Global peacekeeping needs assessment**

76. The Advisory Committee recalls that, in his previous overview report, the Secretary-General stated his intention to conduct a global peacekeeping needs assessment (A/66/679, para. 40). In his current report, the Secretary-General indicates that the assessment, which aims to identify key skills and knowledge required for effective mandate implementation and performance, is under way. Inputs for the needs assessment are being sought from a broad range of peacekeeping actors, with special attention paid to the insights of those in leadership and supervisory roles, who are ultimately accountable for performance and mandate implementation (A/67/723, para. 105). Upon enquiry, the Advisory Committee was informed that the results of the assessment were in the process of being finalized. Analysis of the results would provide an opportunity and the data needed to revisit existing peacekeeping training priorities and coordinating mechanisms. The Committee notes from the Secretary-General's report that a notable theme emerging from the initial review of data is the need for greater attention to the orientation and induction of senior management (*ibid.*).

77. **The Advisory Committee notes with concern the delays in completing the global peacekeeping training needs assessment and urges the Secretary-General to ensure that it is completed without further delay. Detailed information on the results of the assessment and the measures taken to respond to them should be provided in the next overview report.**

#### **Monitoring and evaluation of training**

78. The Secretary-General indicates in paragraph 103 of his report that the evaluation of training activities will increase in 2013/14. The "Kirkpatrick model" will be utilized to assess the extent to which training has increased knowledge or capability; the impact of the SMART programme on performance, in terms of return on investment, will continue to be evaluated; and an evaluation methodology to assess the impact of training on mentoring and advising will be introduced. The Secretary-General also indicates that a 2012 evaluation of the Lean Six Sigma programme confirmed that this proved valuable in the planning and management of resources as well as in the development of project management, communication and leadership skills.

79. The Advisory Committee recalls that, in its previous report on cross-cutting issues related to peacekeeping operations, it reiterated the importance of developing a framework and methodology for the evaluation of training programmes (A/66/718, para. 66). **While acknowledging the efforts made by the Secretary-General to conduct ad hoc evaluations of various training programmes in skills and**

**performance, the Committee continues to believe that a systematic, across-the-board evaluation framework and methodology are needed.**

80. In paragraph 106 of his report, the Secretary-General points out that the variety of peacekeeping training, the diversity of the training audience and the large number of actors involved continue to present challenges to the comprehensive tracking, monitoring and evaluation of training activities. In this connection, the Advisory Committee notes, for example, that during the 2011/12 period, it was not possible to ensure that the 20 per cent of staff in field operations complied with the new learning policy of five days of training per staff member per year owing to the lack of a mechanism to track or monitor compliance with the policy (A/67/635, sect. II.C.1 (c) (Office of Human Resources Management): expected accomplishment 3.1: increased efficiency and effectiveness of field operations).

81. Nevertheless, the Advisory Committee notes from the Secretary-General's report that some progress has been made. For example, the Committee was informed, upon enquiry, that an electronic training management system was currently being rolled out in eight peacekeeping missions. That system would assist missions to streamline the application and approval process as well as in the collection of information on training conducted. In 2012 the design of the system had been enhanced, strengthening its capacity to manage the complexity of field mission training processes, including training activity identification and registration, approvals, certification and records maintenance. It was hoped that the electronic training management system would be integrated into the enterprise learning management module of Inspira once the latter was fully deployed to the field.

82. The Secretary-General also states that, in order to respond to the call of Member States for urgent measures to improve the monitoring and tracking of peacekeeping training, procedures have been introduced to regularly collect data on training activities. The Integrated Training Service, working with the missions, has devised a monthly reporting template for manual compilation of information on field-based training activities that will be used until the electronic training management system and the enterprise learning management module are fully operational. The resulting spreadsheets of basic data on training activities in the field, when complemented by Headquarters-level data on training funded through the support account for peacekeeping operations, provide a clearer picture of the scope and nature of overall peacekeeping training activities.

**83. The lack of a reliable system for the collection and presentation of comprehensive data on training activities has been of longstanding concern to the Advisory Committee, not least because, in the Committee's view, the lack of accurate data about the full range of those activities may undermine efforts to ensure the most prudent utilization of resources (see A/65/743, paras. 128 and 138, A/66/718, paras. 68-70 and A/67/545, paras. 35-36). The Advisory Committee recognizes that the Secretary-General has taken some steps to respond to its concerns but, since manual data collection is time- and resource-intensive, as well as error-prone, the Committee urges him to make every effort to ensure that the enterprise learning management module of Inspira will be rolled out to the field on schedule. Information on progress made in that regard, as well as statistical data on peacekeeping training activities and trend analysis, should be included in the next overview report.**

### *Training resources*

84. Upon enquiry, the Advisory Committee was provided with the following table showing the approved resources for training for peacekeeping missions, UNLB and the support account for peacekeeping operations for the 2012/13 period, and those proposed for the 2013/14 period.

#### **Peacekeeping training resources**

(Thousands of United States dollars)

	<i>Appropriation 2012/13<sup>a</sup></i>	<i>Proposed 2013/14</i>
Training consultants	3 217.3	3 547.2
Travel for training	12 900.0	14 570.5
Training fees, services, supplies and equipment	7 336.8	7 217
<b>Total</b>	<b>23 454.1</b>	<b>25 335.6</b>

<sup>a</sup> For UNMIT, based on proposed revised budget. For UNMISS, based on the standardized funding model.

85. The Advisory Committee notes that the total proposed resources for training for 2013/14 have increased by \$1,881,500, or 8 per cent, while the total number of personnel whose needs would be met from those resources has decreased by 9 per cent (A/67/723, table 1). Upon enquiry, the Committee was informed that the primary reason for that related to the increase in training resources proposed for national staff training in UNMISS. The Committee's comments on this proposal were contained in paragraphs 71 to 74 of its report (A/67/780/Add.17). In most other missions, resources requested for training had been reduced through greater reliance on in-house training delivery and the prioritization of national staff training.

86. As indicated in paragraph 108 of the Secretary-General's report, the Secretariat departments are making concerted efforts to increase the cost-effectiveness of training and reduce training-related travel expenditure, whenever possible. The Advisory Committee was informed, upon enquiry, that the Secretariat was pursuing the development of e-learning, distance learning and other uses of information technology for peacekeeping training. Blended learning, which combined self-paced e-learning and face-to-face delivery, was being used in training programmes, such as SMART, and in specialized training areas, such as gender and disarmament, demobilization and reintegration, as well as in Secretariat-wide training applicable to peacekeepers, such as IPSAS. In this regard, the Committee notes that UNIFIL is projecting a 17 per cent decrease in the total provision for training-related official travel for the 2013/14 period as compared to the corresponding provision for 2012/13 owing to increased internal, online and regional training arrangements (A/67/747, para. 77). Similarly, UNMIK is anticipating efficiency gains in the amount of \$176,100 under official travel owing, inter alia, to the decision to limit travel for training by focusing on internal training (A/67/700, para. 57). Separate comments on budgetary provisions for official travel are contained in paragraphs 144 and 145 below.

87. During its consideration of the Secretary-General's overview report, the Advisory Committee was informed that national staff constituted the single biggest

group of training recipients. The Committee notes from paragraph 108 of the report that, during the 2013/14 period, missions will continue to seek ways of increasing access to learning opportunities for national staff, who already benefit from free access to e-learning through the Skillport application, where bandwidth and available information technology facilities allow. Efforts are also being made to identify alternative ways for national staff to enhance their skills, so as to contribute to mandate implementation and to their career development. **The Advisory Committee emphasizes the importance of the training of national staff as part of missions' contribution to national capacity-building. In that connection, lessons learned from the national staff capacity-building project at UNMIT should be applied, where applicable, to other missions** (see A/66/718/Add.8, paras. 21-25).

88. In its previous report on cross-cutting issues relating to peacekeeping operations, the Advisory Committee suggested that, in view of the higher cost of external training activities and in order to maximize the impact of available training resources, consideration could be given to establishing benchmarks for peacekeeping operations regarding the number of external training activities to be undertaken annually (A/66/718, para. 76). The Committee notes that the Secretary-General's overview report does not contain any information on the steps taken to respond to that recommendation. In addition, the Committee notes instances where external training, often involving costly travel for small numbers of international personnel, may not be the most effective use of scarce training funds. **The Committee re-emphasizes the importance of ensuring that available training resources are spent as efficiently and effectively as possible, and reiterates its earlier recommendation on the establishment of benchmarks for external training activities. In addition, the Committee believes that a more thorough analysis of the effectiveness of external training initiatives in peacekeeping missions is merited and such analysis should be included in the next overview report.**

## E. Military and police personnel

89. On the basis of Security Council mandates as at 24 April 2013, the authorized level of United Nations military and police personnel in peacekeeping operations is projected to decrease from 110,098 in 2012/13 to 99,373 in 2013/14 (A/67/723, table 1). As at 31 March 2013, a total of 92,541 United Nations military and police personnel were deployed in peacekeeping operations. In addition, support is provided by UNSOA to AMISOM, whose authorized levels of military and police personnel for the 2013/14 period remain at 17,731. The Committee's comments with regard to seconded active-duty military and police specialists at Headquarters are included in its report on the consideration of the Secretary-General's budget proposal for the support account for peacekeeping operations (A/67/848).

90. Information with regard to the settlement of claims for death and disability is provided in paragraphs 211 to 214 of the overview report, including efforts to comply with paragraph 34 of General Assembly resolution 65/289, in which the Assembly requested the Secretary-General to take measures to eliminate the existing backlog of death and disability claims pending for more than three months. The Secretary-General states that through December 2012, 173 death or disability claims had been processed and paid, with an additional 18 claims pending, of which

5 claims had been outstanding for more than 90 days. The reasons for the outstanding claims are outlined in paragraph 214 of his report. They relate mostly to delays in receiving relevant documentation and medical information. Upon enquiry, the Advisory Committee was informed that as at 25 February 2013, six such cases were still pending. In last year's overview report, at the time of the Committee's review, 18 such claims were outstanding for more than the prescribed three-month period (A/66/718, para. 81). **The Advisory Committee welcomes the efforts of the Secretary-General to address the backlog of those death and disability claims pending for more than three months and underscores the continued importance of ensuring timely settlement of all outstanding claims.**

#### **Human rights screening of United Nations personnel**

91. During its consideration of peacekeeping matters, the Advisory Committee was informed that in December 2012 the Secretary-General had adopted a policy on human rights screening of all types of personnel to serve at Headquarters and in the field. The introduction of that policy was an attempt to ensure that anyone who was nominated to serve or was otherwise engaged for service by the Organization had not previously committed criminal offences or violations of international and human rights law (A/67/766, para. 30). The policy would rely on the attestations of Member States that the individuals they nominated for United Nations service met the highest standards, as well as on similar attestations from the individuals themselves. In addition, the policy would, according to the Secretary-General, allow for an information exchange mechanism to share information on the known prior human rights conduct of potential candidates. That measure was intended, inter alia, as an additional measure to enforce a zero-tolerance approach towards instances of sexual exploitation and sexual abuse in field missions. Further comments on the implementation of special measures for protection from sexual exploitation and sexual abuse are contained in section III below.

92. Upon request, the Advisory Committee was informed that the specific procedures and guidance needed to implement the screening policy were still under development. **The Advisory Committee acknowledges the essential importance of the Secretary-General's efforts to institute rigorous vetting mechanisms prior to the recruitment or engagement of United Nations personnel. The Committee trusts that that the due process rights of individuals will be properly ensured. The Committee further recommends that, once finalized, the vetting procedures be transmitted to the General Assembly for its information. In addition, the Committee requests that additional detail on the application of this policy be contained in the Secretary-General's next overview report.**

#### **Contingent-owned equipment**

93. In his report on the overview of peacekeeping operations, the Secretary-General indicates that the Departments of Peacekeeping Operations and Field Support are preparing for the next meeting of the Working Group on Reimbursement of Contingent-Owned Equipment, scheduled to take place in January 2014. In particular, the Secretary-General states that this meeting is an important opportunity to consider recent developments in capability requirements for peacekeeping operations, ensuring that the framework remains aligned with modern requirements. Moreover, the Secretary-General highlights the importance of finding a solution to the issue of major equipment deployed in inhospitable conditions for lengthy

periods of time (A/67/723, para. 52). **The Advisory Committee looks forward to the results of the discussions of the Working Group on Reimbursement of Contingent-Owned Equipment, on the question of major equipment deployed to peacekeeping missions for lengthy periods and in harsh conditions.**

## **F. Operational requirements**

### **Construction projects**

94. In its previous cross-cutting report, the Advisory Committee made a number of observations and recommendations on the oversight framework for major capital projects undertaken in peacekeeping operations (A/66/718, paras. 104-106). This followed concerns raised by the Board of Auditors relating specifically to the construction of accommodation buildings at UNAMID. The Committee recalls its prior observation that more direct support and oversight by Headquarters is required and that a clear business case should be prepared for each project. The Committee also requested that information be provided in the next overview report that would clearly outline the respective division of responsibility and accountability for construction and self-construction projects in missions between UNLB and the Department of Field Support and Office of Central Support Services at Headquarters.

95. The Advisory Committee notes that the full details of the oversight arrangements in place and the division of responsibility and accountability for construction projects were not outlined in the current overview report. Instead, the report indicates that the Department of Field Support will implement guidelines for planning, budgeting and managing major construction projects and other acquisitions, including specific guidance for the presentation of business cases for all proposed new projects (A/67/723, para. 71). Furthermore, the report indicates that the Resource Efficiency Group, under the chairmanship of the Assistant Secretary-General for Field Support, will ensure that all such investments are carefully aligned with operational requirements. Proposals for construction works will be considered by the Group at the early stages of each year's budget development process. Upon enquiry, however, the Committee was informed that this oversight would commence with the preparation of the budgets for the 2014/15 cycle. The Committee was also informed that the Group is in the process of looking at options to develop a more structured approach to budgeting for major acquisition programmes and construction projects, thereby enhancing transparency. An increase in the quality of technical specifications and project management is anticipated through the recent establishment of a Field Contracts Management Unit and an Engineering Standardization and Design Centre — both housed in the Global Service Centre in Brindisi (A/67/722, paras. 30 and 48).

96. The Advisory Committee was provided with details in respect of 19 construction projects, each budgeted at more than \$1 million, which were ongoing in peacekeeping operations for the 2012/13 period, with a total value of \$72.1 million (see annex IV). The Committee notes that nearly half of them involve infrastructure projects located in UNMISS. The Committee's observations concerning the delays and difficulties experienced in the construction programme for UNMISS are outlined in its report on the 2013/14 budget proposal for that mission (A/67/718/Add.17). The Committee also notes that a project to create an integrated mission headquarters in Kinshasa for MONUSCO was not implemented, following the completion of an in-depth expert

review (see also A/67/780/Add.6, para. 20). The Committee was informed, upon enquiry, that for 2013/14, an additional 16 projects with a forecasted cost of \$59.2 million are foreseen, the majority of which relate to specific construction projects for MONUSCO and UNSOA (see annex V).

**97. In the light of previous problems highlighted by the Board of Auditors in the implementation of large-scale construction projects in peacekeeping missions, including delays, cost overruns and project management challenges, the Advisory Committee reiterates its previous comments concerning the need for enhanced monitoring and oversight. Furthermore, given the magnitude of certain projects that, in some cases, span more than one budget cycle, the Committee is of the view that greater effort should be made to improve all aspects of project planning, including the formulation of realistic budgetary and time-frame assumptions, to better prioritize project implementation across the global portfolio and to ensure that the lessons learned in project management across all missions are properly factored into future project implementation.**

**98. The Advisory Committee also stresses the need for greater clarity concerning the role and authority of the Assistant Secretary-General for Field Support as convener of the Resource Efficiency Group in planning, budgeting and exercising direct monitoring and oversight over construction projects in peacekeeping missions. The Committee recalls its prior recommendation for a clear division of responsibility and accountability of different actors at Headquarters and in the field to ensure effective planning and implementation of major construction projects in peacekeeping operations (A/66/718, para. 106). The Committee recommends, furthermore, that efforts to exert greater oversight should not wait for the development of the 2014/15 budget proposals, but rather be put in place without further delay in order to ensure proper oversight of projects proposed for 2013/14.**

#### **Ratios for vehicle and computer holdings by mission**

99. In its previous report on cross-cutting issues, the Advisory Committee noted that the proposed holdings of light passenger vehicles for the 2012/13 period exceeded, for most missions, the standard ratios promulgated in the Standard Cost and Ratio Manual. While the extent and reasons for variances differed significantly between missions, the Committee found that for peacekeeping operations as a whole, the proposed allocation of vehicles to international personnel was 24 per cent higher than that projected when the standard ratios were applied. The Committee recommended that an effort be made to align such holdings with the standard ratios and, where applicable, that justifications for holdings in excess of standard ratios be clearly outlined in the 2013/14 budget proposals for the missions concerned (*ibid.*, paras. 88 and 91).

100. In his most recent overview report, the Secretary-General indicates that efforts are under way to address issues brought to its attention by the oversight bodies and the General Assembly (A/67/723, para. 154), including through a review of light vehicle holdings across peacekeeping operations with a view to identifying opportunities to economize through the extension of vehicle life expectancy and the transfer of surplus vehicles among missions. Upon enquiry, the Advisory Committee was provided with the following table, which compares the proposed number of personnel for 2013/14 by mission, after allowing for prescribed vacancy rates, and the budgeted holdings for light passenger vehicles for 2013/14.

**Requirements for vehicles, 2013/14**

<i>Mission</i>	<i>Personnel</i>		<i>Vehicles<sup>a</sup></i>		
	<i>Proposed</i>	<i>Funded<sup>b</sup></i>	<i>Standard allocation<sup>c</sup></i>	<i>Budgeted holdings</i>	<i>Variance (percentage)</i>
MINURSO	379	371	160	152	-5
MINUSTAH	1 909	1 818	746	744	–
MONUSCO	3 948	3 593	1 375	1 287	-6
UNAMID	5 249	4 755	1 796	1 257	-30
UNDOF	1 122	1 117	122	120	-2
UNFICYP	155	152	74	50	-32
Global Service Centre	527	505	53	22	-59
UNIFIL	637	555	374	386	3
UNISFA	568	481	175	158	-10
UNMIK	198	189	78	89	15
UNMIL	1 574	1 468	557	373	-33
UNOCI	1 881	1 818	714	624	-13
UNSOA	934	796	327	107	-67
<b>Total</b>	<b>19 081</b>	<b>17 617</b>	<b>6 550</b>	<b>5 369</b>	<b>-18</b>

<sup>a</sup> Includes VIP and standard four-wheel-drive vehicles and sedans; excludes troop-carrying and utility vehicles, buses and electric carts as well as vehicles written off and donated to non-mission entities.

<sup>b</sup> Includes United Nations international staff, National Professional Officers, United Nations Volunteers, military and police personnel and contractors (military observers, military police and civilian police officers with the delayed deployment and vacancy factors applied).

<sup>c</sup> Based on standard equipment as outlined in the 2012 Standard Cost and Ratio Manual.

101. The table shows that the proposed average ratio for light passenger vehicles is forecast to be 18 per cent below the standards foreseen in the Manual for 2013/14. The Advisory Committee was also informed that the holdings had been reduced by 2,403 vehicles (down by 31 per cent) compared with the expected holdings at the end of 2012/13. This is a reflection of the application of an extended life expectancy for light passenger vehicles (without presenting significant operational risk) and efforts to write off older vehicles, to transfer vehicles from one mission to another and to impose significant restrictions on vehicle replacements. In keeping with those efforts, light vehicle replacements budgeted for 2013/14 have been limited to essential requirements — most notably in UNMISS (160 vehicles), UNMIL (59 vehicles) and UNISFA (25 vehicles), with no additional light vehicles requested in other missions. Details of all projected vehicle acquisitions for 2013/14 are contained in annex VI. Further comments on vehicle holdings, where relevant, are contained in the reports of the Committee on the budget proposals of individual missions and in paragraphs 108-110 below on ground transportation. **The Committee welcomes the efforts being made to ensure that the holdings of light passenger vehicles in missions are brought in line with the standards prescribed in the Standard Cost and Ratio Manual. The Committee recognizes, however, that mission-specific operational circumstances may require variances in holdings as compared with the standard ratios and reiterates that the**



**Secretary-General should be requested to provide adequate justification in the case of departure from the standards (A/66/718, para. 91).**

102. Regarding computing devices, in its previous report, the Advisory Committee noted that the proposed holdings of such devices in 2012/13 exceeded the standard ratios in all but one mission (*ibid.*, table 10). The proposed holdings of devices for peacekeeping operations as a whole was stated to be 28.1 per cent higher than that projected when the standard ratios were applied. The Committee recommended again in this instance that efforts be made to align such holdings with the standard ratios. It also noted that, unlike the practice applied in respect of vehicles, the allocation of computer devices was determined through the application of standard ratios to the full authorized personnel levels and it recommended that in determining future holdings the budgeted vacancy rates be taken into consideration.

103. Upon enquiry, the Advisory Committee was provided with updated information on the ratios of computing devices, including laptop, desktop and netbook computers, for the 2013/14 period, outlined in the table below. The Committee notes that the ratios have been calculated taking into consideration planned deployment levels, as previously recommended. However, the Committee was informed that the statistics reflected the outcome of a review of the ratios completed in July 2012, which necessitated changes to the applicable standards. First, it is indicated that with the deployment of such enterprise initiatives as IPSAS and Umoja, and as more business processes are automated, a more regular review of ratios will be required to ensure that they respond to the strategic and operational needs of missions. Second, the review resulted in a change in the applicable standards with respect to the number of computing devices assigned to national staff. According to the new ratio, all national staff members performing clerical, technical or substantive functions and requiring continuous access to information systems in order to perform their duties will now be equipped with computing devices. National staff who do not require continuous access will have access to one computing device for every three staff, and national staff who work in shifts (such as security personnel) will have one computing device for every four staff. Under the ratio applied in 2012/13, one computing device was allocated to every 2.5 national staff members regardless of the type of work they were performing. Finally, the Secretariat explained that dependence on the national staff category was growing in the more mature missions as a result of nationalization efforts.

**Requirements for computing devices, 2013/14**

<i>Mission</i>	<i>Personnel</i>			<i>Computing devices<sup>a</sup></i>			
	<i>Proposed<sup>b</sup></i>	<i>Funded</i>	<i>Budgeted holdings</i>	<i>Prior standard allocation<sup>c</sup></i>	<i>Variance (percentage)</i>	<i>Current standard allocation<sup>d</sup></i>	<i>Variance (percentage)</i>
UNIFIL	1 434	1 259	1 126	821	37	1 204	-6
MINURSO	588	573	508	368	38	469	8
MINUSTAH	3 098	2 974	2 180	1 769	23	2 527	-14
UNDOF	295	283	295	221	33	283	4
UNFICYP	329	320	248	192	29	256	-3
UNISFA	628	523	459	405	13	442	4
UNMIK	398	387	384	256	50	383	-

Mission	Personnel			Computing devices <sup>a</sup>			
	Proposed <sup>b</sup>	Funded	Budgeted holdings	Prior standard allocation <sup>c</sup>	Variance (percentage)	Current standard allocation <sup>d</sup>	Variance (percentage)
UNMIL	3 692	3 507	1 478	2 053	-28	2 591	-43
UNMISS	4 667	3 916	3 366	2 710	24	3 525	-5
UNSOA	1 394	1 222	507	759	-33	841	-40
UNAMID	8 085	7 229	7 229	4 356	66	5 901	23
UNOCI	2 388	2 252	1 941	1 433	35	1 902	2
MONUSCO	6 621	6 141	4 480	3 690	21	5 488	-18
Global Service Centre	736	696	616	531	16	—	—
<b>Total</b>	<b>33 617</b>	<b>30 586</b>	<b>24 817</b>	<b>19 565</b>	<b>27</b>	<b>25 811</b>	<b>-6</b>

<sup>a</sup> Not including computer devices provided for general use (training, Internet cafes, etc).

<sup>b</sup> Includes international and national staff, United Nations Volunteers, United Nations police, military observers, government-provided personnel and military staff officers and contractors.

<sup>c</sup> Based on the standard requirements as outlined in the Standard Cost and Ratio Manual prior to August 2012.

<sup>d</sup> Based on the standard requirements as outlined in the Standard Cost and Ratio Manual as of August 2012.

104. As the table indicates, the proposed ratio for computing devices is forecast to be an average of 6 per cent below the standards foreseen in the Manual for 2013/14. The Advisory Committee was informed, upon request, that when recalculated using the standards applicable for 2012/13 (with a ratio of 2.5 users per computing device for national staff), the proposed average ratio was 27 per cent above the previously prescribed standard. In addition, the Committee was provided with details on the proposed acquisition of computing devices in certain missions for 2013/14 (see annex VI). The Committee notes that a significant proportion of those acquisitions are for the replacement of existing holdings owing to obsolescence and write-off.

**105. The Advisory Committee believes that any adaptation or alteration of the standard ratios should be properly justified to the General Assembly, particularly when there are significant operational and financial implications across missions. In the case of computing devices, while acknowledging the growing and evolving role of national staff in missions, along with broader reliance by missions on information technology for the performance of essential support functions, the Committee notes that considerable variations between missions continue to exist and recommends that the Assembly therefore requests a more detailed explanation and justification for excess holdings in future budget submissions as well as in future overview reports on the financing of United Nations peacekeeping operations.**

#### **Asset management and acquisition**

106. The Board of Auditors, in its review of asset management in 16 active and 2 closed missions for the financial period ended 30 June 2012, recognized the continued efforts to strengthen the management of property and improve inventory accuracy and data reliability for disclosure in the financial statements in preparation

for the implementation of IPSAS. At the same time, the Board continued to observe some deficiencies in asset management, particularly the absence of a standardized mechanism for recording the cost of self-constructed buildings, a high risk of loss or wastage from unused non-expendable property and deficiencies in asset disposal at liquidated missions (A/67/5 (Vol. II), chap. II, paras. 28-29). Detailed comments of the Advisory Committee on this subject are contained in document A/67/782.

107. In his overview report, the Secretary-General points out that key areas of focus for the Resource Efficiency Group initially include the improved distribution of available equipment across field operations, an assessment of standard requirements for more commonly used equipment and extension of the availability of mission infrastructure and equipment (A/67/723, para. 69; see also paras. 29-31 and 95-98 above). Furthermore, the Advisory Committee recalls its observation in its previous report on cross-cutting issues that greater emphasis should be placed on the full cycle of supply chain management within peacekeeping operations, including oversight of asset holdings and utilization, increased scrutiny of procurement and the proper management and accounting of all assets (A/66/718, para. 95). The Committee notes that, according to the individual mission budget proposals, the introduction of a full-fledged supply-chain management strategy is anticipated in some missions. In this regard, the Committee's comments on the proposed role of UNLB in improving the overall global supply chain are contained in document A/67/780/Add.10.

### **Ground transportation**

108. The Advisory Committee notes that the requirements proposed for ground transportation for 2013/14 are \$10.5 million in excess of the apportionment for missions for the 2012/13 period (A/67/723, table 10). Specifically, the overview report indicates that part of the increase relates to the acquisition of replacement vehicles in UNMISS. Details are outlined in annex VI below.

109. In the context of its previous review, the Advisory Committee was informed that the reduction in vehicle acquisitions had been attributable to a decision to extend the life expectancy of light passenger vehicles by one year and 20,000 km to seven years and 180,000 km under normal operating conditions, or six years and 140,000 km under severe conditions. The Committee was informed that a further review was ongoing to determine whether the life expectancy could be extended further to optimize the use of vehicles (A/66/718, para. 112). The Committee looked forward to receiving the results of the review and stressed that it should take all related factors into account, including operational environments and the additional maintenance and running costs that can result from the extended retention of vehicles. In his current overview report, the Secretary-General indicates that the guidelines for light vehicle holdings, which will include the factors used to determine vehicle life expectancy, will be completed only by the end of the third quarter of 2013 (A/67/723, para. 155). **The Committee notes the delay in the completion of the review to determine the optimal life expectancy of ground transport and recommends that the results of the review be included in next year's overview report, with the budgetary implications reflected in the individual mission budget proposals for 2014/15.**

110. With respect to the practice in some missions of renting vehicles, the Advisory Committee was, upon request, provided with information detailing where vehicles

are rented and the costs associated with the rental of those vehicles in the current and prior periods. The Committee was informed, upon request, that vehicle rental is limited to specific situations to meet temporary requirements. In this connection, the Committee notes the increased practice of transferring vehicles from existing missions to satisfy emerging requirements. The Committee has previously noted the impediments to vehicle transfer in the case of right-hand-drive vehicles (A/66/718/Add.8, para. 39). In the current period, however, the Secretary-General indicates that a number of right-hand-drive vehicles were transferred from UNMIT, in view of its liquidation, to UNFICYP, so the need for rental vehicles in that location has been reduced. The Committee's comments with respect to vehicle rental in UNFICYP are contained in A/67/780/Add.8, paras. 30-32. **The Committee expects that the relative merits of renting versus owning vehicles in certain missions will be kept under review, taking into account the viability of the rental market in individual missions and the operating conditions within the mission area.**

### **Air transportation**

111. Information with regard to the management of air operations in peacekeeping is outlined in paragraphs 147-153 of the overview report. Under the proposed requirements for 2013/14 (A/67/723, table 10), \$911 million is requested for air transportation for the active peacekeeping missions, reflecting a \$72.6 million increase over the apportionment for 2012/13. Upon enquiry, the Committee was informed that the additional requirements are attributable primarily to new requirements for unmanned aerial systems in MONUSCO and UNOCI (\$25 million, or 34 per cent); the increase in fuel consumption in the case of UNISFA commensurate with the proposed increase in flight hours; the higher cost of fuel per litre in UNMISS; and higher rental and operational costs for helicopters and fixed-wing aircraft for UNSOA. Those increases were partially offset by lower requirements for MINUSTAH due to a reduction in the aircraft fleet.

**112. The Advisory Committee reiterates its recognition of the importance of air operations for the effective discharge of United Nations peacekeeping mandates and the importance of continued efforts to seek greater efficiency and effectiveness in the management of global air operations while also ensuring the safety of personnel and responsiveness to operational needs (A/66/718, para. 115). It further recalls paragraph 48 of General Assembly resolution 65/289 concerning the need to evaluate the full range and overall cost efficiency of factors involved in air service, including fuel consumption, maintenance costs and safety and security considerations.**

### *Efficiency measures in air fleet management*

113. The Secretary-General indicates that air transportation capabilities for individual peacekeeping operations will be shared to the extent practicable, under the overall direction of the Assistant Secretary-General for Field Support. It is indicated that the Strategic Air Operations Centre at the Global Service Centre in Brindisi coordinates and monitors all inter-mission and intra-mission air movements (A/67/723, para. 148). Upon enquiry, the Advisory Committee was informed that sharing arrangements allow missions to utilize aircraft that are under contractual obligation to another mission. Examples provided included aircraft assigned to MONUSCO and UNAMID that were used by neighbouring missions. Similarly, the

Committee notes an arrangement whereby three MI-24 helicopters are shared on a 50/50 basis between UNOCI and UNMIL. In such cases, authority and accountability for the proper operation of the air asset remains with the field mission of assignment. The Committee was further informed that the mission using the aircraft reimburses the “contracting” mission to cover the variable costs incurred under each sharing arrangement. In addition, the Secretary-General indicates that significant savings have been achieved through the regional reconfiguration of the missions’ aircraft fleet undertaken by the Transportation and Movements Integrated Control Centre, as part of the Regional Service Centre in Entebbe, permitting a reduction of 21 aircraft in missions and significant fuel savings (*ibid.*, para. 27; the Committee’s comments on the functioning of the Centre are contained in paragraphs 238-239 below).

114. In addition, the Secretary-General refers to a framework agreement put in place with the World Food Programme, which establishes a basis for a series of discretionary technical agreements between the two organizations in the areas of procurement, including air chartering, air traffic services and airfield services (*ibid.*, para. 149). The Advisory Committee was informed, upon enquiry, that the framework agreement signed in February 2013 would serve as an operational framework and that it includes broader areas of cooperation, such as planning, consultation and coordination in the start-up and drawdown phases of field missions, as well as the provision of equipment and logistics services. At this stage, however, it is too early to project any potential financial implications resulting from such cooperation. **The Committee looks forward to receiving details of the operational impact of the framework agreement established between the Secretariat and WFP in the Secretary-General’s next overview report.**

115. The Advisory Committee recalls that in his report on United Nations air operations, the Secretary-General highlighted the importance of developing suitable metrics and key performance indicators, stating that they were fundamental to the evaluation of the net cost benefits to Member States in the global management of air operations (A/65/738, para. 28). In its consideration of the previous overview report, the Committee was informed that, following consultations with regulatory bodies and industry experts, the indicators were expected to be introduced in September 2012. In its previous cross-cutting report, the Committee underlined the importance of those benchmarks, noting that in their absence, there was no baseline against which to measure the effectiveness of current operations or, over time, the impact of ongoing initiatives on air operations management (A/66/718, para. 124). It stressed that the identification of the indicators and the collection of baseline data should be completed expeditiously. The General Assembly, concurring with the Committee’s observations, reiterated previous legislative requests in this regard (resolution 66/264, para. 33).

116. The Advisory Committee notes that in his current overview report, the Secretary-General provides no details on the development of benchmarks and the related collection of baseline data. Upon enquiry, the Committee was informed that key performance indicators were being developed in conjunction with the introduction of the in-house automated reporting system for aviation (see paras. 118-120 below). Indicators will relate to air safety, flight operations and cost efficiency. In this connection, the Committee notes that a comprehensive review of the Organization’s approach to provisioning peacekeeping operations with air transportation capabilities has been completed, resulting in a reduction of the overall

size of the air fleet in a way that has not affected service delivery (A/67/723, para. 150). Other improvements, including better planning and enhancement of route structures and aircraft utilization are also cited. The Committee notes, however, that the report contains little concrete detail about the conclusions of this review and subsequent actions taken in that regard.

**117. The Advisory Committee finds the ongoing delay in the development of key performance indicators in the management of United Nations air operations regrettable and expects that those indicators will be finalized and put in place without further delay. It further recommends that the General Assembly request the Secretary-General to submit a comprehensive report on the management of air operations at the sixty-eighth session, reflecting the results of his recent review. The Committee recommends that the report include:**

- (a) **A full description of the key performance indicators put in place;**
- (b) **The status of the related development of baseline data against which progress on the achievement of the performance indicators will be measured;**
- (c) **Proposed monitoring and reporting arrangements;**
- (d) **A detailed description of the structure and make-up of the existing air fleet, including efforts to streamline it;**
- (e) **A comprehensive analysis of the tasks to be performed and the assets available to perform them;**
- (f) **Air-asset sharing arrangements;**
- (g) **A clear description of the air transportation governance framework in place to ensure the alignment of clear lines of authority and accountability, including definition of the roles and responsibilities of the Strategic Air Operations Centre and the Transportation and Movements Integrated Control Centre.**

*Air operations information system*

118. In this connection, a related initiative aimed at achieving better management of air operations in peacekeeping missions is the introduction of an effective air transportation information management system. The Advisory Committee recalls that the acquisition of such a system was initiated as long ago as June 2008. In the context of its review of the 2012 overview report, the Committee was informed that following failed attempts to obtain the required system through an external procurement process, the development of an in-house solution had commenced and was in its initial stages. The Committee was further informed, however, that despite its importance, no funds had been set aside for the development of this system. The Committee expressed its concern, given the stated importance of such a system for the management of peacekeeping air operations, about the lack of progress and considered that its timely implementation was a prerequisite for the effective monitoring and management of air operations (A/66/718, paras. 125-126).

119. The Secretary-General states that a simplified air transportation information management system, compatible for operation in the Umoja environment, will be rolled out in 2013/14 (A/67/723, para. 149). Upon enquiry, the Advisory Committee was informed that this in-house solution, while not completely covering all

functions of a full air transportation management system, would address the most immediate needs of both Headquarters and field missions. Functionalities will include automated usage reports as well as fleet optimization and capacity utilization features. The Committee was further informed that while no specific budgetary provision had been made for the development and implementation of this project, the Department of Field Support was leveraging existing capacity and operational support structures and that this system would be delivered as part of a broader package of automated improvements during the 2013/14 fiscal year.

**120. The Advisory Committee reiterates its concern that an effective data management system for air operations is not yet in place despite its having been identified as a priority for managing operations in peacekeeping missions more than five years ago. The Committee notes the stated progress with respect to the development of the in-house system and its intended roll-out in the 2013/14 period and expects to receive a detailed report on its implementation and the impact of its introduction in the comprehensive report on air operations requested above.**

*Introduction of a long-range widebody aircraft*

121. The Secretary-General provides information concerning the recent acquisition and implementation of an arrangement for a long-range widebody passenger aircraft, contracted to transport military and police units on initial deployment, periodic rotation and repatriation. It is indicated that having this aircraft on a long-term basis obviates the need for multiple short-term bids, enabling the United Nations to provide faster service to Member States, and provides the ability to react more swiftly to crises as they occur (ibid., para. 151). Upon enquiry, the Advisory Committee was informed that the widebody aircraft, a B-767 leased from Ethiopian Airlines, commenced operations in September 2012. The aircraft's notional base location is Addis Ababa, where it returns only for technical and maintenance inspections.

122. Regarding the cost structure for the operation of this lease arrangement, the Advisory Committee was informed that the United Nations pays the contractor the cost of the minimum monthly contracted amount of hours (235 hours per month, or 2,820 hours per year), annual operating costs (comprising aircraft, crew, maintenance and insurance) and the cost of fuel for actual hours flown. Any additional hours beyond the minimum contracted 2,820 hours annually are to be charged at a reduced rate. The Committee was also informed that the deployment costs associated with the contract are limited to a one-time cost associated with the painting of the aircraft (\$90,000).

123. Upon enquiry, the Advisory Committee was provided with a breakdown of the savings accrued to date as a result of contracting this aircraft (see annex VII), which indicates that a total of \$2,069,199 in savings has been achieved after five full months of its operation. In addition, the Secretariat provided additional detail concerning the qualitative benefits. These include greater availability for operational needs such as crisis response, evacuation or immediate deployment; flexibility to respond more quickly to unexpected situations on the ground; a better level of service, such as a greater transportation range and fewer technical stops, thereby increasing the satisfaction of the troops being transported; simplified contract management and tasking arrangements; and improved workload efficiency. **The Committee welcomes the savings in the use of the long-term charter widebody**

**aircraft as well as the qualitative benefits, and looks forward to a more detailed accounting of annual savings and benefits achieved in the next overview report.**

*Airfield support infrastructure*

124. The Secretary-General indicates that investment in airfield support infrastructure may improve the cost efficiency of air transportation services. He also indicates that the use of fixed-wing aircraft, coupled with investment in ground infrastructure and runways, may prove more cost-efficient and operationally effective than the use of helicopters alone (*ibid.*, para. 152). Nevertheless, the Committee was informed, upon enquiry, that airfield rehabilitation works that accord with ICAO safety requirements are often time-consuming and costly. The risk of adversely affecting operational flexibility and the ability of helicopters to operate without the constraints of airfield availability must also be taken into consideration.

125. The Advisory Committee was informed that a cost-benefit analysis, requested by the General Assembly (resolution 66/264, para. 34), to determine whether replacing helicopters with fixed-wing aircraft in selected missions and locations will yield such benefits, was to have been completed during the first quarter of 2013. **The Committee urges the Secretary-General to complete this analysis of the viability of airfield support infrastructure investments promptly and looks forward to reviewing the outcome of the analysis in the context of its consideration of the Secretary-General's next overview report on peacekeeping operations.**

*Other observations on mission air fleets*

126. In recent years, the Secretary-General has consistently pointed out the shortfall in the provision of military helicopters for use in United Nations peacekeeping missions. He outlines some of the steps undertaken in the reporting period to help reduce the shortfall in military helicopters, including the revision of the framework for cost reimbursement and the terms of the related letters of assist. The Secretary-General indicates that this initiative, among others, has more than halved the gap in helicopters still required during the reporting period (A/67/723, para. 138). Upon enquiry, the Advisory Committee was informed that a pilot project to modify letter-of-assist arrangements includes, in some cases, partial prepayment for up-front preparatory costs, commitments to improve utilization rates and possibilities for the temporary deployment of military air assets to other United Nations missions. **The Committee looks forward to receiving further detail on the impact of changes introduced to facilitate the provision of military air assets for use in peacekeeping operations in the Secretary-General's next overview report.**

127. The Advisory Committee recalls that it has noted the presence of Learjets — fixed-wing aircraft with a seating capacity of fewer than 10 people — in its comments on previous mission budget proposals (A/63/746/Add.16, para. 65, and A/65/743/Add.11, para. 8, for MONUC and MINURCAT, respectively). For the 2013/14 period, the Committee notes the continued deployment of Learjets in two peacekeeping missions (UNOCI and UNAMID). Upon enquiry, the Committee was informed that the primary functions of this type of aircraft were medical evacuation, emergency flight support and liaison transportation. It was also informed that an internal review of executive jet operations was under way, with the aim of rationalizing and possibly consolidating aircraft support arrangements in order to



maximize the effectiveness and cost efficiency of flight operations. **The Committee trusts that the report requested in paragraph 117 above will include the outcome of the above-mentioned review of the use of Learjets as part of broader efforts to consolidate and rationalize air fleets in all peacekeeping and special political missions.**

#### **Aviation fuel**

128. In its previous report on cross-cutting issues relating to peacekeeping operations, the Advisory Committee called into question the current methodology for the planning and budgeting of aviation fuel for peacekeeping operations, having identified significant variances between the standard rates applied in the 2012/13 budget proposals and the actual average fuel consumption for 2010/11. At that time, the Committee was informed that the Secretariat was of the view that aircraft consumption rates in any one year could not be used to predict future aircraft fuel requirements credibly, given that they were affected by such factors as flight profiles, the weight of cargo and passenger loads, the condition of the aircraft and national flight regulations governing aircraft provided under letters of assist. It was for that reason that the Secretariat used a standard rate based on fuel consumption estimated by the aircraft manufacturer and average actual consumption over a 10-year period for a specific type and model of aircraft, which hedges against the possible impact of such factors from one year to the next. In addition, the Committee noted significant variations in the reported average fuel usage for the same aircraft type in different missions. It was informed that this reflected variations in climate, flight patterns and loads of the different mission locations (A/66/718, paras. 129-131).

129. The Board of Auditors reported on its review of the application of standard rates and the appropriateness of using those standards for budgeting, at the request of the Advisory Committee (*ibid.*, para. 131). The Board found significant variances between the actual fuel consumption rates for the aircraft it sampled compared with the standard rates set by Headquarters, leading, in the Board's view, to a significant distortion in the total aviation budget (A/67/5 (Vol. II), chap. II, para. 107). The Board concluded that given the prevailing specific circumstances of each mission, the use of a standard fuel consumption rate may not be the most realistic and prudent basis on which to budget, especially without proper consideration of historical trends in relation to aircraft fuel consumption (*ibid.*, para. 110). The Committee notes that the Secretary-General did not concur with the Board's subsequent recommendation that he consider the feasibility of applying mission-specific fuel consumption rates, indicating that the methodology of using standard average rates was the most appropriate, as it takes into consideration the experience gained by the Organization in operating the type and model of aircraft in its current fleet (A/67/741, para. 66).

130. Upon enquiry, the Advisory Committee was provided with an updated list of standard rates based on the existing 10-year average methodology along with the rates of actual usage for 2011/12. Those details, along with a comparison between the variances noted between standard and actual usage in 2010/11 and 2011/12, are provided in annex VIII below. The Committee notes that variances between the standard and actual usage persist, but have improved somewhat.

131. The Advisory Committee notes that the Department of Field Support is in the process of completing a comprehensive review in all missions of the application of the current methodology for the budgeting of aviation fuel. The Committee assumes that the appropriateness of the current estimation mechanism will be addressed in the review. The Committee also notes that efficiency targets established for mission fuel consumption in 2013/14 include a projected reduction of 5 per cent (in addition to the 5 per cent target established for 2012/13) (A/67/723, para. 69). **The Committee notes efforts to improve efficiency in aviation fuel consumption. It looks forward to the outcome of the ongoing review of the current methodology for budgeting aviation fuel and expects that the results will be reported in the Secretary-General's next overview report.**

#### **Fuel management**

132. The Advisory Committee sought additional information on the overall matter of fuel consumption in missions, including usage patterns for facilities and infrastructure, ground transportation and naval transportation. It was provided, upon request, with details concerning actual consumption since 2008/09 as well as standards applied on the basis of the Standard Cost and Ratio Manual, in the formulation of budgets for 2011/12 and 2012/13 and those proposed for 2013/14.

133. The Advisory Committee notes that a comparison of actual usage versus standards for 2011/12 reveals significant overestimation in all three fuel categories for MINUSTAH, MONUSCO, UNISFA, UNOCI and UNSOA, as well as for fuel used for facilities, infrastructure and ground transportation in UNMIL and UNDOF. The overestimation between budgeted and actual usage for 2011/12 ranged from 58 per cent (UNSOA) to 7 per cent (MONUSCO). MINURSO was the only mission where the standards applied were lower than the actual usage in the relevant categories for 2011/12.

134. The Advisory Committee further notes significant differences in the usage standards applied in 2011/12 and 2012/13 and those proposed for 2013/14. The Committee was informed, upon request, that fuel consumption patterns can depend on a range of different factors, including the varied types of assets deployed to missions and their usage (in the case of generators, for example) and the specific requirements for contingent-owned assets. For vehicles, consumption will depend on the frequency of vehicle usage, the types of vehicles available and any efficiency targets that may have been imposed.

135. **In terms of the information contained in the budget proposals for individual missions, the Advisory Committee notes that there is wide variation in the details disclosed across missions.** Regarding the overview report, there is, in the view of the Committee, considerable lack of transparency in reporting, which is of concern. For example, while the most recent report of the Secretary-General indicates that fuel efficiency targets were established by the Resource Efficiency Group in 2012/13 and 2013/14, the ability to establish whether those targets have been reflected in individual mission budget proposals is constrained by the absence of clear, consolidated information in that regard. Some budget proposals reflect actions taken in the mission to improve the efficiency of usage, such as the introduction of a fuel injection system in UNIFIL, greater reliance on the local electricity grid in UNMIK and a different mix of generator types in MINURSO (A/67/780/Add.9, paras. 34-35, A/67/780/Add.11, para. 26, and A/67/780/Add.4,

para. 7). The absence of any cross-cutting analysis does not, however, facilitate thorough consideration of fuel-saving initiatives and whether opportunities exist to replicate good practices across missions. **The Committee recalls that the General Assembly requested the Secretary-General to report on all aspects of fuel management at the resumed sixty-seventh session (resolution 65/289, para. 39). The current overview report does not, in the view of the Committee, adequately respond to that request.**

136. **The Advisory Committee notes significant limitations in the existing practice of budgeting for and reporting on fuel usage in peacekeeping missions. The Committee would expect that by adjusting standards annually to reflect mission realities, more accurate budgeting of anticipated fuel usage would follow. Given the level of expenditure on fuel and the vulnerability of fuel management to fraud and abuse, the Committee intends to keep this matter under close review. The comprehensive analysis requested by the General Assembly in this regard should be completed and submitted for its consideration without further delay.**

#### *Turnkey fuel contracts*

137. In its previous report on cross-cutting issues, the Advisory Committee made several observations and recommendations with respect to the Secretary-General's introduction of turnkey arrangements as the delivery model for fuel in peacekeeping missions (A/66/718, paras. 132-135). The Committee recalls that the turnkey model involves a commercial vendor being responsible for all stages of the provision of fuel for mission vehicles and equipment, including storage and distribution. Specifically, the Committee was of the view that the Secretary-General had not provided a comprehensive analysis and quantification of the costs and benefits involved in the provision of services through such arrangements, which, it noted, can involve significant start-up costs.

138. In his current overview report, the Secretary-General indicates that the use of turnkey fuel supply contracts will be continued in 2013/14. The cost-benefit analysis requested by the General Assembly in this regard is expected to be completed during the second quarter of 2013 (A/67/723, para. 163). The Advisory Committee was provided, upon request, with the preliminary results of a cost-benefit analysis for the operations in MINUSTAH and UNAMID, which show, in the view of the Committee, conflicting results in terms of the quantifiable costs involved when turnkey contracts are compared with in-house arrangements. The Committee was nevertheless informed that the turnkey support concept continues to be the most suitable option for the long-term needs of specific missions given the additional qualitative benefits of reduced operational and financial risk, the decreased exposure to fraud and the increased scalability of support upward or downward. **The Committee looks forward to reviewing the results of the comprehensive cost-benefit analysis of the turnkey support concept for fuel arrangements in the context of its next review of the overview of the financing of United Nations peacekeeping operations.**

#### *Electronic fuel management system*

139. In his current overview report, the Secretary-General states that the testing of an electronic fuel management system was completed in December 2012 and that

the system will be deployed to UNAMID, MONUSCO and UNOCI during 2013/14 and to three missions per year thereafter (ibid., para. 161). **The Advisory Committee looks forward to receiving an assessment of the effectiveness of the introduction of the electronic fuel management system in the next overview report. The Committee urges the Secretariat to ensure that experiences gained in implementing the system in the first set of missions are taken into consideration before it is rolled out to all other missions.**

#### **Rations management**

140. The Board of Auditors indicates that expenditure on rations for 2011/12 amounted to \$309 million. In its previous report on cross-cutting issues, the Advisory Committee noted the intention of the Secretary-General to introduce comprehensive food ration standards and to initiate a new request for proposals for the acquisition of rations for 13 peacekeeping missions (A/66/718, para. 99). In addition, a 5 per cent reduction in rations consumed was established as an efficiency target for 2012/13. While the details of the anticipated savings on rations is included in annex II below, the most recent overview report contains no information on the implementation of this new standard or the related procurement process.

141. **In looking for efficiencies in rations management, the Advisory Committee stresses that the Secretariat should not reduce the quantity or quality of the food available but should rather focus on arrangements for the transportation, warehousing and storage of rations. The Committee expects that updated information on the introduction of new rations standards, the related global procurement exercise and the impact on mission budgets should be contained in the next overview report. The Committee stresses that the quality of rations should not be compromised by any alteration to the scale or related supply arrangements.**

142. In its review of individual mission budgets, the Advisory Committee noted significant variances in the amount budgeted for rations per contingent member per day. The Committee was informed, upon enquiry, that while the United Nations rations scale is applied equally across all missions, the major drivers of cost variance include the transportation, warehousing, storage and insurance costs, which vary from mission to mission depending on its proximity to major food sources and the availability of local infrastructure. A lengthy supply chain can drive up the costs of rations significantly. **To facilitate comparison of rations costs between missions, the Committee suggests that future overview reports contain itemized costs of rations, including the free-on-board cost, insurance, transportation, warehousing and storage.**

143. With respect to the electronic rations management system discussed in previous overview reports, the current report of the Secretary-General indicates that after two failed attempts to acquire such a system commercially, an internally developed solution, which will interface with Umoja, is now under development (A/67/723, para. 160). In its last cross-cutting report, the Advisory Committee expressed the view that the long delay in implementing an electronic rations management system represented a missed opportunity to achieve efficiencies (A/66/718, para. 101, and A/65/743, para. 62). **Given the level of expenditure on rations and the vulnerability of rations management to fraud and abuse, the Committee is of the view that the continued delay in the implementation of an**

**automated management system is a matter of serious concern. It recommends therefore that the in-house solution be implemented as a matter of priority and that details concerning its implementation, the required interface with Umoja and its impact be included in the next overview report.**

#### **Official travel**

144. In view of concerns expressed on overexpenditure reported in 2010/11 for official travel in peacekeeping operations, the possible disruptive impact on productivity and the level of the resources involved, the Advisory Committee in its last report on cross-cutting issues recommended that the Board of Auditors review this issue. The Board reported its principal findings and recommendations resulting from its review (A/67/5 (Vol. II), chap. II, paras. 154-164). Of particular concern was the Board's finding that the actual expenditure on official travel had exceeded the approved budget for the previous three years, with significant overspending in the case of UNISFA, UNOCI and UNAMID. It also noted that while efforts had been made to increase the utilization of videoconferencing, no formal guidance had been formulated to encourage the use of these technologies as low-cost alternatives to travel. **The Committee recommends that the General Assembly request the Secretary-General to entrust the Office of Internal Oversight Services with the task of keeping official travel in peacekeeping missions under review for the 2013/14 period. In addition, the Committee recommends that the scope of this review also include official travel financed under the support account for peacekeeping operations (see also A/67/848, paras. 59-63).**

145. For the 2013/14 period, the Advisory Committee notes that for peacekeeping operations, UNLB and the support account, a total of \$50.7 million is proposed for official travel, which includes resources for training-related travel (A/67/723, table 10). This represents a reduction of \$1.9 million, or 3.6 per cent, in comparison with the \$52.6 million appropriated for 2012/13. This follows a 2.4 per cent reduction for the prior period (A/66/718, para. 138). **The Committee notes the continued reduction in the provision for official travel. It also recalls the terms of the recent General Assembly resolution in which alterations were made to the standards of accommodation for air travel (resolution 67/254, sect. VI, para. 13) and expects that corresponding adjustments will be made to mission travel budgets and will be reported in the respective performance reports. In addition, the Committee remains of the view that there are still too many examples of prolonged absences from the duty station, which can have a disruption on the day-to-day work of staff and on programme delivery. While acknowledging that the effective delivery of mandates may necessitate travel, requirements in this area should continue to be kept under close review. As such, the Committee continues to believe that maximum use should be made of advances in information and communications technology and other methods of representation to reduce the need for travel (A/66/718, para. 138). The Committee shares the view of the Board of Auditors that an organizational policy should be developed to ensure that this option is given due consideration before official travel is authorized (A/67/5 (Vol. II), chap. II, para. 158).**

#### **Quick-impact projects**

146. As affirmed by the General Assembly in its resolution 61/276, quick-impact projects play a critical role in strengthening the link between missions and local

populations and in accomplishing their objectives. Given their importance, the Advisory Committee continues to give due consideration to their implementation by missions. Upon enquiry, the Committee was provided with data on the resources earmarked for quick-impact projects for the 2011/12 and 2012/13 periods, as well as with the amounts proposed for 2013/14 (see table below). Of particular note are those cases where funds for the implementation of quick-impact projects come some years after the mission start-up phase. For example, in UNMIK, the Committee was informed that funds for quick-impact projects were allocated as a result of recent tensions at the local level requiring additional confidence-building measures (A/67/780/Add.11, para. 25). Similarly, in UNIFIL, the Secretary-General has indicated that funds provided for the implementation of 25 quick-impact projects are of paramount importance so that the mission demonstrates its continued support to the local population in the entire area of operations (A/67/747, paras. 86-87).

147. The Secretary-General indicates in his overview report that a revised policy document on quick-impact projects was to have been issued by the end of 2012 (A/67/723, para. 115). **The Advisory Committee continues to welcome the positive effect of quick-impact projects and reiterates the need for lessons learned and best practices in this area to be shared among peacekeeping operations. The Committee recalls its recommendation that such projects need to be implemented in a timely manner and fully coordinated with humanitarian and development partners in line with the needs of the local population (A/66/718, para. 139). The Committee looks forward to receiving details on the application and impact of the revised policy on quick-impact projects in the Secretary-General's next overview report.**

### Quick-impact project requirements

(Thousands of United States dollars)

<i>Mission</i>	<i>Apportionment 2011/12</i>	<i>Expenditure 2011/12</i>	<i>Apportionment 2012/13</i>	<i>Cost estimates 2013/14</i>	<i>Variance</i>
MINURSO	50.0	50.0	—	—	—
MINUSTAH	7 500.0	7 463.4	5 000.0	5 000.0	—
MONUSCO	1 500.0	1 497.3	2 000.0	2 000.0	—
UNAMID	4 000.0	1 709.1	2 000.0	2 000.0	—
UNDOF	—	—	—	—	—
UNFICYP	—	—	—	—	—
UNIFIL	500.0	499.5	500.0	500.0	—
UNISFA	150.0	150.0	250.0	250.0	—
UNMIK	—	—	—	425.0	425.0
UNMIL	1 000.0	1 000.0	1 000.0	1 000.0	—
UNMISS	880.3	995.6	2 000.0	2 000.0	—
UNOCI	2 000.0	1 975.0	2 000.0	2 000.0	—
UNSOA	—	—	—	—	—
<b>Total</b>	<b>17 580.3</b>	<b>15 339.8</b>	<b>14 750.0</b>	<b>15 175.0</b>	<b>425.0</b>

### Promotional activities

148. During its review of individual peacekeeping budgets, the Advisory Committee noted that some missions set aside funds for promotional materials and outreach purposes. Upon request, the Committee was provided with details on those activities in certain missions. Normally, such activities fall within the purview of the office responsible for communications and public information within each mission and involve the dissemination of information concerning different aspects of mission mandates. Their intent is to foster good relations with the host country populations and to inform and educate beneficiaries on the work of the mission. In some missions, distinctions are made between publications on mission activities, materials for specific campaigns and individual promotional items. For example, in UNMIT, the Committee was provided with a breakdown of the cost of all public information activities for the 2011/12 period, totalling \$514,300, which included approximately \$67,000 in individual promotional items. In MINUSTAH, the Committee was informed that approximately \$290,000 had been expended on public outreach or individual promotional items for the same period. In UNMIL, the Committee was provided with a full breakdown of details of public information outreach expenditures for the period ending March 2013, of which approximately \$117,000 had been spent on the acquisition of promotional materials. **The Committee supports efforts made by peacekeeping missions to publicize the work of the mission, improve outreach to host country communities and find innovative ways to communicate important aspects of the mission's mandate, noting that good coordination is essential, including with the Public Affairs Section of the Departments of Peacekeeping Operations and Field Support at Headquarters, to ensure the efficient and effective use of resources in this regard. More consistency in the budgeting and reporting of all public information activities across missions, including differentiating between publications produced on mission activities, materials for the public information campaigns of specific missions and individual promotional items, would be useful.**

## G. Other issues

### Geographic information and related resources

149. The Secretary-General states that sophisticated cartographic products, geospatial information and rapid geospatial analysis have become indispensable decision-making tools for peacekeeping operations in such areas as conflict prevention, mediation of boundary disputes and natural resources management, and that the Organization will continue to develop its geospatial capabilities (A/67/723, para. 140). The Advisory Committee was informed that the ongoing development of those capabilities involved a number of systems to deliver the topographical base maps and tailored products (geospatial information, thematic operational maps, geographical information systems) that were required to meet the operational needs of peacekeeping missions, as follows:

- (a) A geospatial database representing geographical features such as rivers and mountains as well as administrative limits, used to produce mission-specific topographic data and maps;

(b) A gazetteer, consisting of a database of place names and their geographic location, to complement maps and allow locations to be searched by name;

(c) A database of satellite images over which field missions can add various layers of operational data;

(d) Geographical information systems for specific mission needs, such as the security warden system, the incident reporting system, the situation monitoring system, etc.;

(e) The International Boundary Information System, produced by the Cartographic Section of the Department of Field Support in close collaboration with Member States;

(f) The Second Administrative-level Boundaries database, made available by the United Nations Geographic Information Working Group in collaboration with Member States.

150. The Advisory Committee has noted that expenditures related to the production of geographical information have been growing. In addition to the Cartographic Section at Headquarters and UNLB, many missions include in their estimates provisions for the production of geospatial information, maps and geographical information systems, including resources for personnel, software and ICT equipment. Upon enquiry, the Committee was informed that a total of 161 posts and positions were dedicated to the geographical information function, comprising 9 in the Cartographic Section and 131 at UNLB and in field missions (56 international staff, 45 national staff and 30 United Nations Volunteers), as well as 21 military staff officers, embedded in geographical information system units and sections across peacekeeping missions. Furthermore, while low-resolution satellite images were available in the public domain, the high- and medium-resolution satellite data and images required by the Departments of Peacekeeping Operations and Field Support, as well as field operations, could be obtained only through specific licensing agreements with commercial vendors. The United Nations had established two systems contracts for the provision of high-resolution images for operational requirements, such as situation awareness maps and medium-resolution satellite images required for the production of topographical maps, at a cost of \$5.5 million and \$7.8 million, respectively, over a period of approximately five years.

151. The Advisory Committee notes that it is proposed that the Cartographic Section be transferred from the Logistics Support Division to the Information and Communications Technology Division in an effort to streamline the geographical information system activities at Headquarters (A/67/756, paras. 275-276). During its discussions with representatives of the Secretary-General, the Committee was informed that, in addition to making organizational changes at Headquarters, the Secretariat intended to comprehensively review the current geographical information system operational environment, business processes and staffing across all missions, with a view to achieving greater efficiency through standardization, centralization and consolidation of geographical information system services and systems. **The Committee recommends that the General Assembly request the Secretary-General to provide in his next overview report details on the outcome of the review and proposals for centralizing and consolidating the infrastructure and staffing requirements for the delivery of geographical information services, systems and related resources for peacekeeping operations.**



152. The Advisory Committee notes the Secretary-General's statement as to the increasingly complex and multidisciplinary nature of geographical information system work, the need for an enterprise-level ICT infrastructure to manage geographical information and the industry trend towards integration of geospatial and regular information management processes (ibid., para. 275). Given this integration, as well as the significant resources required for the development of geospatial capabilities, the Committee considers that a consolidated enterprise infrastructure for the management of geographical information should be viewed as a Secretariat-wide resource. **The Committee therefore recommends that, in conducting the above-mentioned review, the Secretary-General should be requested to identify the geographical information services and systems provided by all departments and offices of the Secretariat. While recognizing the specific operational needs and constraints of peacekeeping operations, the Committee is of the view that a common infrastructure (such as satellite images and place names) could be shared across the Organization. It further recommends that the Secretary-General be requested to consider options for making available the infrastructure developed for peacekeeping operations to the other departments and offices of the Secretariat.**

153. The Advisory Committee has frequently emphasized the need for greater collaboration and cooperation within the United Nations system and believes that there is scope for sharing a common infrastructure of standards, technology and geospatial data among United Nations entities. In this connection, the Committee recalls that, through its programme on operational satellite applications, the United Nations Institute for Training and Research provides relief and development organizations within and outside the United Nations system with satellite imagery and analysis for use in responding to natural disasters and complex emergencies. The Committee further recalls that a strategy for the implementation of the United Nations spatial data infrastructure, including the adoption of geospatial data standards, the development of common and thematic geo-datasets and the provision of interoperable geospatial services (A/65/491, para. 81 (b)), was adopted by the United Nations Geographical Information Working Group. **The Committee recommends that the Secretary-General be requested to explore and report on possibilities for intensifying collaboration and sharing of a common infrastructure of standards, technology and geospatial data among United Nations system organizations.**

### **Demining**

154. During its review of individual mission budgets, the Advisory Committee noted that certain missions had significant mine-clearance programmes as part of their mandated activities. The Committee was informed, upon request, that while requirements for demining activities differed from mission to mission, the two main components contained in the related mine action budgets were for coordination activities, including personnel costs, and for operations that cover actual demining and other operating expenses. The Committee was further informed that out of the eight peacekeeping missions that have mine action budgets, seven (MINURSO, UNAMID, MONUSCO, UNISFA, UNMISS, UNOCI and UNSOA) have both components while one (UNIFIL) has only a coordination component, because demining operations are conducted solely by deminers provided by troop-contributing countries.

155. In terms of the size and structure of mission mine action budgets, the Advisory Committee was informed that variations between missions depend on various factors, such as the existing or perceived landmines and explosive remnants of war in each mission area and the corresponding assets and specialized equipment required; the need for training activities; the type and size of the country and the number of regional and sub-offices; and the number of demining agencies with which the mission will be working. In general, coordination budgets are usually higher if mandated activities are complex and involve more actors, while operational budgets are higher when threats from landmines and explosive remnants of war are high and spread across large areas within the mission's area of operations. The logistical complexities and the respective stage of a particular peacekeeping mission's life cycle will also have an impact on resources required.

156. On the basis of its review of individual mission budgets, the Advisory Committee notes considerable variations in mission demining capacities. For example, in UNMISS, the Mine Action Service has a fully integrated capacity, while working in close collaboration with the South Sudan National Mine Action Authority. Some \$40 million is requested for the Mission's demining programme for 2013/14, a figure comparable to that in 2012/13 and reflective of the early stage of the Mission's life cycle and its large theatre of operations (A/67/780/Add.17, paras. 85-87). In UNIFIL, by contrast, estimated resource requirements for mine detection and mine-clearing services amount to \$1,215,400 for the same period. Demining units provided by four troop-contributing countries supplement the mission's operational capacity in that regard (A/67/780/Add.9, paras. 50-51). In MINURSO, a long-established Mission that operates on a different type of physical terrain, the Committee was informed that \$3.1 million would be required for mine-clearance coordination and operational activities for 2013/14. In that Mission, the Committee had previously noted significant variances between the actual and planned areas of land for mine clearance as well as a planned transition to more complex and resource-intensive subsurface mine clearance in the current and prospective budgetary periods (A/67/780/Add.4, paras. 31-32). In all three cases, missions made use of support services provided by UNOPS, contracted as an executing agency for certain mine-clearance activities.

**157. The Advisory Committee underscores the importance of demining activities across different peacekeeping operations and recommends that the General Assembly request the Secretary-General to include more detail in future overview reports to facilitate comparisons of activities, bearing in mind the unique operational conditions of each mission.**

#### **Environmental management**

158. In his overview report, the Secretary-General provides details of progress made to ensure responsible stewardship of the environment (A/67/723, paras. 164-168). A joint analysis conducted by the Departments of Peacekeeping Operations and Field Support, the field missions and UNEP, issued in May 2012, highlighted the uneven implementation of environmental policy across missions, due in part to the lack of a universal system for compliance monitoring. Consequently, the formulation of a five-year technical cooperation framework between the Secretariat and UNEP is now under way, focusing on the development of tools and guidelines, training programmes, monitoring and evaluation of policy implementation and communication and advocacy.

159. Examples of specific initiatives successfully undertaken in 2011/12, as well as those planned for 2013/14, are included in tables 6-8 of the overview report. These include the introduction of solar lights and panels in MINUSTAH, the installation of environmentally friendly wastewater treatment systems in UNOCI and the collection and transportation of recyclable materials in UNIFIL. In UNMIT, a full-fledged greening programme, including energy-saving and recycling initiatives and collaboration with a local non-governmental organization in the production of cooking blocks from the Mission's shredded paper, was undertaken (A/67/614, expected accomplishment 4.1). The Advisory Committee notes that the Secretary-General's compacts with heads of mission also now include an environmental management objective (A/67/723, para. 168). Upon request, the Committee was provided with details concerning participation in an online training module, launched jointly by UNITAR and UNEP, entitled "Introduction to environment, natural resources and United Nations peacekeeping operations". **The Committee welcomes the efforts to mitigate the environmental impact of peacekeeping missions, including through collaboration with relevant United Nations agencies, in particular UNEP. The Committee reiterates the importance of further prioritizing and intensifying the measures found to be the most effective, including those involving the disposal, removal and recycling of mission assets and materials and the sharing of best practices across all peacekeeping operations (A/66/718, para. 146). Progress in developing an effective monitoring system should be outlined in the Secretary-General's next overview report.**

#### **Exchange rates**

160. In its previous report on cross-cutting issues, the Advisory Committee set out its observations and recommendations relating to the impact on peacekeeping budgets of the time lag between budget preparation and the start of the financial period. The Advisory Committee was of the view that, on a pilot basis, information should be provided to the General Assembly on the impact of the most recent exchange rates on peacekeeping budget proposals at the time of its consideration of the proposals (*ibid.*, paras. 147-152). During its review of the overview report, the Committee, upon enquiry, was informed that the Secretariat would implement this recommendation at the time of its consideration of the peacekeeping budgets for 2013/14 during the sixty-seventh session of the Assembly.

#### **Accountability**

161. The Advisory Committee, in its previous report, noted that since 2010, heads of mission are required to sign an annual compact with the Secretary-General in which they agree on: (a) strategic performance objectives specific to the mission's mandate implementation; (b) special objectives that are standard for all missions; and (c) management objectives, which are also standard for all missions (*ibid.*, para. 142).

162. In the context of its recent review of the accountability system in the Secretariat, the Advisory Committee noted efforts to improve the effectiveness of command and control arrangements in peacekeeping missions and the implementation of an integrated conduct and discipline framework (A/67/776, para. 39). It also noted the persistence of certain weaknesses identified by the Board of Auditors in the management of peacekeeping operations, such as budget formulation and management, asset management and procurement and contract

management (ibid., para. 19). The Committee's related observations and recommendations on the observations of the Board of Auditors are contained in paragraphs 6-7 above, and its remarks on strengthened accountability for conduct and discipline matters are provided in paragraphs 173-177 below. **The Committee recalls its view that there is little evidence thus far that the introduction of the compacts between mission leaders and the Secretary-General has had any real impact on enhancing accountability. The Committee reiterates that exemplary leadership by senior managers is particularly important in peacekeeping missions and that their conduct and actions are critical in setting the tone and the highest standards for a strong culture of accountability, personal integrity, compliance and achievement of results (A/66/718, paras. 142 and 144).**

#### **Relationship with United Nations country teams**

163. In the context of the overview report and the budget proposals for individual missions for the 2013/14 period, the Advisory Committee notes that the question of the relationship between the peacekeeping presences on the ground and the United Nations country teams, specifically the degree of integration and coordination between the missions and the country teams, arises in different mission contexts. In addition, when missions close, as in the case of UNMIT at the end of 2012, the Secretary-General has previously highlighted the importance of ensuring that appropriate transitional arrangements are in place (see A/62/781, para. 22, and A/66/718, para. 12).

164. In the case of UNMISS, a recently established mission, the Secretary-General indicates that the Mission's mandated areas include capacity-building in sectors related to the rule of law, support for core governance functions, community security, protection and conflict mitigation. The Advisory Committee notes in this regard that the Mission and the country team have developed joint strategies and workplans to avoid duplicating efforts and has recommended that the details thereon be contained in the next report of the Secretary-General (A/67/780/Add.17, paras. 23-24). At the same time, the Committee notes that the level of detail contained in reports for integrated missions concerning the activities of the country team varies considerably. For example, the MONUSCO 2013/14 budget proposal contains information on the activities of the United Nations agencies, funds and programmes in the Democratic Republic of the Congo (A/67/797, annex III). The comparable report for UNOCI contained considerably less detail (A/67/777, annex III). **The Committee stresses that for all missions, joint planning efforts and close coordination is required at all stages of the mission life cycle to ensure clarity on the appropriate division of labour with the United Nations country team and to minimize any potential for duplication and overlap in the conduct of their activities. It recommends that greater effort be made to standardize the reporting requirements for all integrated mission activity.**

### **III. Special measures for protection from sexual exploitation and sexual abuse**

165. The report of the Secretary-General on special measures for protection from sexual exploitation and sexual abuse (A/67/766) provides information on related allegations across the United Nations in 2012 as well as a status report on progress

made in strengthening accountability, governance, oversight and enforcement in that area. Further information, particularly with respect to peacekeeping operations, is contained in the overview report (A/67/723, paras. 76-84).

### **General comments and recommendations**

166. The Secretary-General's report states that 2013 will mark a decade since the adoption of General Assembly resolution 57/306 on the investigation into sexual exploitation of refugees by aid workers in West Africa and the issuance of the Secretary-General's bulletin on special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13). In the bulletin, the Secretary-General enunciated a zero-tolerance policy and put measures in place to prevent and address sexual exploitation and abuse by United Nations personnel. His latest report indicates that there has been a continued downward trend in the number of allegations reported, notably, in 2012, in cases involving military personnel (A/67/766, paras. 2 and 16). This is the first year in which the number of allegations involving military personnel is lower than those involving civilians. He notes, however, that allegations involving uniformed personnel are often associated with more than one perpetrator (*ibid.*, para. 17). Collaborative efforts between the Organization and its Member States, in terms of preventive measures, awareness-raising and training, account, in his view, for the positive results (*ibid.*, para. 47). At the same time, the report highlights the above-average proportion of cases involving alleged sexual abuse and sexual activities between United Nations police personnel and minors, along with a somewhat stable number of allegations involving civilian personnel.

**167. The Advisory Committee recalls its view and that of the Secretary-General that one substantiated case of sexual exploitation and abuse is one case too many (A/66/718, para. 155). As such, while noting the downward trend, especially in the number of allegations involving military personnel in 2012, the Committee remains concerned about the number of cases involving the most egregious forms of sexual exploitation and abuse.**

**168. The Advisory Committee believes that the data contained in the Secretary-General's report do not reveal the full picture of trends in cases of sexual exploitation and abuse. It takes the view that future reports need to demonstrate greater clarity about the types of allegation, their relative gravity and the categories and number of perpetrators. A more extensive assessment of trends would also assist in that regard.**

### **Allegations of sexual exploitation and abuse and status of cases**

169. The Advisory Committee notes that in 2012, 60 allegations of sexual exploitation and abuse were reported in 10 peacekeeping operations and special political missions supported by the Department of Field Support. Of those, 27 related to the most egregious forms of sexual exploitation and sexual abuse — sex with minors or non-consensual sex with persons aged 18 or older (A/67/766, paras. 9 and 11).

170. Details on investigations into allegations of sexual exploitation and abuse referred to troop-contributing country authorities and those being conducted by the United Nations are outlined in paragraph 12 of report. The Advisory Committee notes that investigations into 58 per cent of the allegations reported in 2012

remained pending and an additional 25 per cent of allegations reported in 2011 were pending. In this connection, upon enquiry, the Committee was informed that for cases involving civilian personnel, the length of the process, from the receipt of an allegation to the closing of a case, takes approximately 12 months on average, depending on a number of factors. With respect to cases involving military personnel, the Committee notes an improvement in the overall response rate where cases have been referred to Member State authorities for investigation and action (ibid., para. 21).

171. In its deliberations with representatives of the Secretary-General, the Advisory Committee was informed, upon enquiry, that the Secretary-General prioritizes the investigations concerning allegations of sexual exploitation and abuse involving its civilian personnel. It also notes that new obligations have been introduced for the recording and assessment of serious allegations within prescribed time limits in order to ensure a more efficient organizational response and that field mission capacity is being enhanced to improve missions' capacity to investigate allegations promptly (ibid., paras. 26 and 33). **The Committee reiterates its call for efforts to be made to reduce the length of time taken to investigate allegations of sexual exploitation and abuse.**

172. The Secretary-General's report indicates that allegations concerning four peacekeeping missions — the same four as in the previous year — continue to represent the vast majority of all allegations received for field missions. As a result, a team of experts will be conducting assessment interventions in order to address specific challenges or deficiencies in those mission environments (ibid., paras. 20 and 27). **The Advisory Committee recalls its suggestion that future reports of the Secretary-General place greater emphasis on factors contributing to sexual exploitation and abuse and efforts to address those factors (A/66/718, para. 164). The Committee looks forward to receiving details of the assessment interventions and the related steps taken to improve the risk management framework and the introduction of any additional measures to ensure stricter enforcement of standards in those missions.**

#### **Strengthened accountability and governance framework**

173. Section IV of the report provides information on measures being taken to improve accountability and governance so as to heighten the prevention of sexual exploitation and abuse and enforcement and remedial action in cases where allegations are substantiated. In particular, the Advisory Committee notes the Secretary-General's intention to disclose country-specific data on allegations and pending action as well as the nature of the offence, information on specific disciplinary measures imposed and whether criminal accountability was enforced, where applicable. At the same time, the report stresses the need for caution in ensuring the credibility of allegations (A/67/766, para. 25). **The Committee stresses the need to ensure that due process is accorded to all those accused of such offences and concurs with the Secretary-General that investigations should proceed on the basis that individuals are presumed to be innocent.**

174. In his report, the Secretary-General stresses the importance of leadership in determining organizational behaviour and culture and indicates his commitment to ensuring effective command and managerial oversight (ibid., para. 36). While noting that disciplinary measures may be considered for managers, as appropriate, the

Advisory Committee was informed, upon enquiry, that no sanctions had been taken against any managers in the four missions, where the vast majority of allegations of sexual exploitation and abuse have arisen in recent years. The Committee notes that the compacts recently introduced for Special Representatives and Deputy Special Representatives require them to report on concrete measures taken to prevent misconduct and ensure compliance with organizational procedures.

175. Comments on the introduction of an additional measure to strengthen the application of zero tolerance towards sexual exploitation and abuse — the introduction of a human rights screening policy for all personnel seeking to serve with the Organization — are also discussed in paragraphs 91-92 above.

**176. The Advisory Committee looks forward to receiving additional information on the monitoring and oversight of the commitments undertaken by senior mission leaders in their annual compacts with the Secretary-General, along with measures taken where responses to allegations of sexual exploitation and abuse are inadequate (see also paras. 161-162 above).**

177. The report of the Secretary-General also provides an update on inter-agency activities and joint initiatives between peacekeeping, humanitarian and development communities in ensuring that proper measures are in place across the United Nations system to prevent sexual exploitation and abuse and to address cases systematically when they do arise (A/67/766, paras. 44-46). Specific reference is made to efforts to ensure that victims of violations committed by United Nations personnel have fair and equal access to assistance and support available at the national level (*ibid.*, para. 39). Concerning specific measures under way in providing assistance to victims, the Advisory Committee was informed, upon enquiry, that joint community-based complaint mechanisms had been established as pilot projects in the Democratic Republic of the Congo, Ethiopia and Haiti with a view to providing assistance, counselling and other forms of appropriate support, in close collaboration with the local community. Specific examples of mission efforts to improve support for victims were also provided to the Committee. **Notwithstanding those efforts, which it commends, the Committee recommends that the General Assembly request the Secretary-General to report more comprehensively in his next report on a coordinated, system-wide approach to victim assistance, along with details of specific efforts made in all field missions in that regard.**

### **Strengthening conduct and discipline**

178. The report on the overview of the financing of United Nations peacekeeping operations provides details concerning continued efforts to strengthen the capacity of the Department of Field Support and conduct and discipline teams in the field to consolidate and enhance the prevention of sexual exploitation and abuse and ensure proper enforcement and remedial action (A/67/723, paras. 82-84). The reports of the Advisory Committee on individual mission budget proposals refer to the Secretary-General's proposal to convert the vast majority of temporary positions to established posts in the missions' conduct and discipline teams. The conversions, numbering 41 in total, reflect the fact that those functions have, according to the Secretary-General, become an integral part of peacekeeping operations and can now be considered to be of a continuous nature. The incumbents will assist the respective teams in their efforts to eliminate misconduct through prevention, enforcement and remedial action. **The Committee supports the proposed conversion of the temporary**

positions in the missions' conduct and discipline teams to established posts and supports the Secretary-General's proposals in that regard in the context of individual mission budgets. While it recognizes the need for a permanent capacity to undertake educational and preventive work in the missions, the Committee expects that the number of misconduct cases, in particular instances of sexual exploitation and abuse, will continue to decline and consequently intends to keep the staffing levels of the conduct and discipline teams under close review.

179. Regarding training, outreach and advocacy, the Secretary-General provides some detail on efforts under way and foreseen to improve awareness and understanding of the Organization's approach to sexual exploitation and abuse (A/67/766, paras. 40-43). The Advisory Committee notes that efforts are under way to assess the effectiveness of current training materials and programmes, in response to its recommendation in its previous report on cross-cutting issues (A/66/718, para. 173). **The Committee recalls the importance of continually monitoring the effectiveness of the training and outreach materials developed to promote the Organization's zero-tolerance policy towards sexual exploitation and abuse, ensuring that they are properly adapted to the local context and audience. The Committee further stresses the need to ensure that the resources assigned to training and outreach are used effectively and efficiently.**

## **IV. Progress in the implementation of the global field support strategy**

### **A. Introduction**

180. The Advisory Committee has considered the reports of the Secretary-General on the implementation of the global field support strategy. Pursuant to the request of the General Assembly in its resolution 64/269, the Secretary-General submitted the third annual progress report on the implementation of the global field support strategy (A/67/633). In addition, the report of the Secretary-General on the overview of the financing of United Nations peacekeeping operations contains information on the implementation of the global field support strategy and on the Regional Service Centre in Entebbe (A/67/723, annexes I and II). The Committee has also reviewed the reports of the Secretary-General on UNLB (A/67/780/Add.10) and on the peacekeeping missions participating in the Regional Service Centre, comprising MONUSCO (A/67/780/Add.6), UNAMID (A/67/780/Add.7), UNISFA (A/67/780/Add.18), UNMISS (A/67/780/Add.17) and UNSOA (A/67/780/Add.16).

181. The Secretary-General indicates in annex I to the overview report that while the progress report and the main part of the overview report contain high-level qualitative information on the implementation of the global field support strategy, the annex contains detailed quantitative data on cost savings, cost comparisons and efficiencies, in addition to performance management information in field missions, at the service centres and at Headquarters.

182. During its consideration of the progress report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 8 March 2013.



183. In the context of its report on United Nations peacekeeping operations for the 12-month period from 1 July 2011 to 30 June 2012, the Board of Auditors provides comments on deficiencies in the implementation of the global field support strategy in five areas: (a) the end-state vision and implementation plan; (b) governance arrangements; (c) project management; (d) benefits management; and (e) cost management (A/67/5 (Vol. II), chap. II, paras. 169-200). In addition, the Board comments on the service centres, the finance pillar, the modularization pillar and the human resources pillar and provides its related conclusions and recommendations (*ibid.*, paras. 201-227). The comments of the Advisory Committee on the findings of the Board are contained in its related report (A/67/782) and in the paragraphs below, where appropriate. The Committee was informed, upon enquiry, that the recommendations of the Board relating to the global field support strategy had been accepted by the Secretary-General, whose representatives informed the Committee that progress had been made in respect of the findings and recommendations of the Board of Auditors since the conduct of its review, and the Committee has taken into account the relevant clarifications provided.

## **B. General comments and observations**

**184. The Advisory Committee reiterates its continued support for the broad goals of the global field support strategy for transforming the delivery of services to field missions through greater use of common and shared services and global management of resources, improving the timeliness and quality of service, enhancing the safety and living conditions of personnel and achieving greater efficiency and economies of scale. The Committee expresses its appreciation for the improved presentation of the third progress report, which includes the first iteration of the end-state vision, and the related information on the global field support strategy provided in the Secretary-General's overview report on the financing of United Nations peacekeeping operations. The Committee encourages the Secretary-General to continue to develop and refine the end-state vision for the four pillars of the global field support strategy for inclusion in his next progress report.**

### *Timing and reporting arrangements*

185. The Advisory Committee notes that, while previous reports of the Secretary-General have focused on operational improvements within the four pillars of the global field support strategy, the third progress report explains how the operationalization of the pillars will affect service delivery at each level: at Headquarters, at the Global Service Centre, at the Regional Service Centre and within the missions (A/67/633, para. 10).

186. In its previous report, the Advisory Committee noted that the existing reporting arrangements resulted in incomplete and piecemeal reporting on the global field support strategy, which hindered its consideration of the progress in its implementation (A/66/718, para. 189). In this regard, the Committee recalls that the General Assembly, in section VI, paragraph 29, of its resolution 64/269, endorsed the recommendation of the Committee that the Secretary-General submit an annual progress report that provides information on the implementation status of each initiative, including: (a) a timeline showing the key activities, milestones and project deliverables; (b) the benchmarks against which progress could be measured

and baseline information on current activity levels, resource requirements and quality of services and the tools used for measuring efficiency gains and monitoring progress; (c) achievements in areas such as service delivery improvements, efficiency gains, cost savings and reductions in vacancy and turnover rates in field missions; (d) a full update on the actual costs incurred and administrative overhead related to the implementation of the various initiatives; (e) information on the quality of services provided to the military, police and civilian components of field missions; and (f) an assessment of the adequacy of governance and management arrangements (A/64/660, paras. 158-159).

187. The Advisory Committee notes that the reports of the Secretary-General have included discussion of the end-state vision for the four pillars of the global field support strategy (A/67/633) and performance targets and benchmarks against which progress can be measured for the human resources, modularization and finance pillars, and have provided comprehensive information on the performance of the Regional Service Centre (A/67/723, annex II), an assessment of the adequacy of governance and management arrangements (A/67/633), an assessment of completed initiatives and achievements in terms of increased effectiveness and efficiency, improvements in service delivery, reporting and lessons learned for the Regional Service Centre (A/67/723, annex II) and an overview of the evaluation of the standardized funding model (A/67/633).

188. The Advisory Committee notes that it did not have before it for consideration the package of plans, strategies, frameworks, tools and concepts that the Secretary-General indicates in his overview report that the Department of Field Support would finalize by March 2013, including the global field support strategy implementation plan; the supply chain concept and implementation plan; the governance framework; the change management and communication strategies and plans; the risk management framework; and the performance management framework, which would include key performance indicators for all four pillars. The Committee was informed during its consideration of the reports of the Secretary-General that those elements were still under development in the Department. The report also indicates that the Department is exploring the use of outside expertise to support the development of the benefits realization plan, which will include a standard cost-benefit analysis methodology (A/67/723, annex I, paras. 2 and 3). The Committee notes that the benefits realization plan will be completed by the end of June 2013. **The Committee trusts that the Secretary-General will submit all outstanding information on the implementation of each initiative pertaining to the global field support strategy requested by the General Assembly in his next progress report.**

#### *End-state vision*

189. The Advisory Committee recalls that the General Assembly, in its resolution 66/264, requested that the Secretary-General submit his all-encompassing end-state vision for the global field support strategy. The Secretary-General's progress report presents his end-state vision, outlining how the four pillars of the strategy (finance, modularization/supply chain, service centres and human resources) are expected to transform support services, highlighting progress achieved and identifying critical next steps towards attaining the desired end state.

190. The Advisory Committee was informed that the end-state vision included the following specialized roles: (a) a headquarters that is focused on setting strategic direction for field support, exercises oversight of global activities and resources and serves as the main interface with Member States and with Secretariat partners; (b) a Global Service Centre that takes the lead in managing global supply chain operations; (c) a Regional Service Centre that performs certain transactional tasks on behalf of client missions; and (d) reconfigured and streamlined field missions that have a smaller support footprint and are more focused on mandate implementation. Upon enquiry, the Committee was informed that the end-state vision in the report of the Secretary-General describes the division of labour among those four levels of service delivery, which will facilitate economies of scale, specialization and qualitative and quantitative benefits and efficiencies.

191. The Advisory Committee was also informed that under the service centre pillar, the regional service centre model maintains separate financial arrangements for missions in order to ensure that resources and activities remain scalable, contracting or expanding to reflect the life cycle phase of the missions it serves, and that as missions change in size, the portion of funding and the number of staff members provided by them to the Regional Service Centre are adjusted accordingly. While the Committee was informed that the Centre was optimally positioned to absorb and integrate additional capacity, it recalls that the General Assembly, in its resolution 64/269, stressed that the resources and the volume of activities of a regional service centre must be scalable, reflecting the start-up, expansion, drawdown or closure of the field missions that it serves. **In this regard, the Committee reiterates its previous comments on the question of scalability in the context of the global field support strategy (see A/64/660, para. 118) and encourages the Secretary-General to ensure that the implementation of the Regional Service Centre continues to take into account the need for scalability.**

192. **It is indicated in the progress report that operational and transactional support is being provided at the Global Service Centre in Brindisi, Italy, and in Valencia, Spain, in the context of the overall goal of carrying out tasks previously performed at Headquarters closer to the missions (A/67/633, para. 7). The Advisory Committee recalls its stated position that the proposed modified concept for the deployment of the Global Service Centre in two geographically distinct locations constituted a major change from the initial proposals for the strategy and that it would be necessary for the Secretary-General to submit, for consideration and approval by the General Assembly, a comprehensive study clarifying the rationale for deploying the Centre in two locations (A/66/718, para. 233).** The Committee's comments and recommendations regarding the United Nations Support Base in Valencia are contained in its report on UNLB (A/67/780/Add.10).

193. The Secretary-General indicates that the Global Service Centre has provided assistance in the areas of logistics, administration and information and communications technology to 12 political and peacekeeping missions during the reporting period (A/67/723, para. 144). Upon enquiry, the Committee was informed that those missions comprised UNMIS, UNMISS, MINURCAT, BNUB, UNSMIL, BINUCA, UNOCI, UNOCA, MINUSTAH, UNOWA, UNSOA and UNSMIS. The Committee further notes that the Global Service Centre has also provided a number of administrative back-office support functions in the areas of finance and human resources management to the Office of the Special Envoy of the Secretary-General

for the Sahel (see A/67/780/Add.10, para. 60). **The Committee recommends that the Secretary-General be requested to clarify the role of the Global Service Centre in providing administrative support to field missions in his end-state vision.**

#### *Implementation plan*

194. The Advisory Committee recalls that in its previous report it recommended that the Secretary-General be requested to prepare and finalize a comprehensive plan for the five-year implementation of the four pillars of the global field support strategy and to incorporate the key elements of the plan in his next progress report (A/66/718, para. 195). According to the progress report, the strategic implementation plan needed to manage the global field support strategy, including a web-based tracking tool intended to enhance oversight and monitoring of progress and to identify issues of concern, has been finalized (A/67/633, para. 32). The Committee was informed at the time of its consideration of the reports of the Secretary-General, however, that the strategic implementation plan was still under development and would be ready for consideration by the General Assembly only during the second part of its resumed sixty-seventh session. **The Committee regrets the delay in the finalization of the strategic implementation plan, because of which the Committee was unable to undertake a comprehensive analysis of the plan prior to its consideration by the General Assembly, and the Committee recommends that the Secretary-General be requested to include the strategic implementation plan in his next progress report.**

#### *Monitoring and reporting on performance*

195. In its previous reports (A/64/660, A/65/743 and A/66/718), the Advisory Committee emphasized the need to define and develop appropriate tools for monitoring progress. It also recommended, in its previous report, that the Secretary-General be requested to develop a performance management framework based on well-defined concepts and effective mechanisms and tools for evaluating and measuring the results and impact of the activities implemented (A/66/718, para. 199).

196. The Board of Auditors noted that the key performance indicators for three pillars (finance, the Global Service Centre and human resources) had not yet been developed and that, while the relevant key performance indicators had been developed for the modularization pillar and for the Regional Service Centre, no system was yet in place to track performance (A/67/5 (Vol. II), chap. II, para. 187). The Advisory Committee recalls that it considered that further improvements were necessary regarding the key performance indicators for the modularization pillar (A/66/718, para. 198). Specifically as regards that pillar, the Secretary-General indicates that the initial key performance indicators presented in the second progress report are being reviewed in line with the development of a broader supply chain concept and will be refined accordingly (A/67/633, para. 64). The Committee comments further on the modularization programme in its report on UNLB (A/67/780/Add.10).

197. Concerning the performance management framework, the Advisory Committee notes that the Secretary-General's overview report includes performance indicators for the modularization and finance pillars and for the Regional Service Centre, including the Transportation and Movements Integrated Control Centre (A/67/723,

annexes I and II). According to the Secretary-General, a performance management framework is being developed to include all global field support strategy initiatives and projects linked through interrelated objectives, roles and responsibilities, which will provide visibility and enhance understanding of the contribution and dependency of each initiative in achieving the strategic objectives of the global field support strategy (A/67/723, annex I, para. 16). As indicated in paragraph 188 above, the Committee did not consider the performance management framework, which the Secretary-General indicates is still under development.

**198. The Advisory Committee re-emphasizes the importance of tracking and reporting on progress made towards the achievement of qualitative objectives and the full reporting of planned versus actual costs (A/66/718, para. 194). The Committee welcomes the efforts made to develop key performance indicators for the modularization pillar, the finance pillar and the Regional Service Centre. The Committee reiterates its recommendation that the Secretary-General be requested to ensure that accurate and reliable data are collected for baselines and performance measures and to include the performance management framework in his next progress report.**

#### *Benefits management*

199. The Advisory Committee recalls its previous recommendation that the Secretary-General be requested to provide a detailed cost-benefit analysis to support decision-making on proposals for specific initiatives to be implemented as part of each pillar (A/66/718, para. 190). In this connection, the Board of Auditors noted that the intended benefits of the adoption of the global field support strategy were not comprehensively collated in any single document; that there was no action plan for benefits delivery nor were there any benefit-tracking arrangements; and that there was no clearly assigned accountability for realizing the envisaged benefits (A/67/5 (Vol. II), chap. II, para. 187). While the report of the Secretary-General on the overview of peacekeeping operations contains cost-benefit analyses for the Global Service Centre in annex I and the Regional Service Centre in annex II, as noted in paragraph 188 above, the overall detailed cost-benefit analysis to support decision-making, including a standard cost-benefit analysis methodology, will be completed only by the end of June 2013 (A/67/723, annex I, para. 3).

200. The Advisory Committee requested additional information on resources, benefits, costs, movements of posts, budgetary reductions and financial savings to date attributable to the implementation of the global field support strategy. The Committee notes that the information provided is limited to savings under the service centres pillar of the strategy (see annex IX) and that the related costs, benefits and efficiencies are not presented. **While the Committee appreciates the efforts made towards efficiency gains and cost savings in the implementation of the global field support strategy, it notes that the General Assembly has not yet been provided with comprehensive reporting of the costs, benefits, savings and efficiencies projected to be achieved through the global field support strategy in the course of its five-year implementation period ending in July 2015 for each of its four pillars. The Committee reiterates its recommendation that in future reporting on benefits and cost savings, relevant supporting information should be provided that would clearly demonstrate the cause and effect relationships between the actions undertaken in relation to the implementation of the global**

field support strategy and the resulting benefits and savings (A/66/718, para. 200).

## **C. Observations and recommendations on the global field support strategy pillars**

### **1. Governance and implementation coordination framework**

201. Progress in programme management and oversight is discussed in the report on the implementation of the global field support strategy (A/67/633, paras. 30-33). According to the report, governance mechanisms for the global field support strategy at Headquarters continue to operate in line with the existing terms of reference, which are reviewed and updated periodically. In this regard, the Board of Auditors noted that the Global Field Support Strategy Steering Committee had provided insufficient guidance on the feasibility of the proposed project actions and initiatives (A/67/5 (Vol. II), para. 174). The Secretary-General indicates that the Steering Committee met quarterly in 2012 and provided advice on implementation, focusing on issues that included alignment with Secretariat initiatives, project management and performance measurement (A/67/633, para. 31). The Board also found that despite being a key project implementer, the Regional Service Centre was not represented on the Steering Committee. In this regard, the Advisory Committee notes that the Regional Service Centre has since been included on the Steering Committee (A/67/633, para. 61). The Committee also notes that in the coming year, the governance mechanism of the global field support strategy will be further strengthened and that regular Steering Committee meetings will enable the provision of more cogent guidance to the initiative and better client input from the Department of Peacekeeping Operations, the Department of Political Affairs and field missions (ibid., para. 61).

202. The Advisory Committee recalls that the Client Board, composed of field force commanders and police commissioners and the military and police components of the Department of Peacekeeping Operations, provides feedback, validates priorities and suggests corrective actions to the Global Field Support Strategy Steering Committee (A/65/643, para. 4). The Board of Auditors noted that the Client Board had not met since October 2011 and that the Administration had informed it that the functioning of the Client Board had been strengthened by including representation from the Department of Political Affairs and field missions and by ensuring that meetings were scheduled on a timely and consistent basis (A/67/5 (Vol. II), chap. II, paras. 174-178). The Committee further notes that the civilian component of peacekeeping and special political missions will be represented on the Client Board (A/67/633, para. 61).

203. Upon enquiry, the Advisory Committee was informed that Member States also play a fundamental role in the governance of the global field support strategy. The Department of Field Support maintains ongoing exchanges with Member States, including troop- and police-contributing countries deploying personnel to field missions, through: (a) periodic informal briefings at the request of the General Assembly and its subsidiary bodies, which supplement the formal reporting procedures; (b) formal briefings to the relevant Committees of the General Assembly; (c) workshops conducted with military and police experts; and (d) bilateral consultations with Member States.

204. The Advisory Committee notes the actions taken by the Secretary-General to address the concerns of the Board of Auditors in governance arrangements for the global field support strategy and it is of the view that the Secretary-General should be requested to strengthen overall programme management and oversight to ensure that the goals of the strategy are being met on behalf of all relevant stakeholders.

## 2. Financial framework

205. The Advisory Committee recalls that the finance pillar of the global field support strategy initially comprised modified arrangements for commitment authority and the replenishment of the strategic deployment stocks, which were addressed by the General Assembly in its resolution 64/269. The pillar also comprised a standardized funding model for the first year of a peacekeeping operation. The stated objectives of the model were to improve budgetary discipline, to streamline the development of the initial budget and to strengthen operational integration and accountability by improving the alignment and integration of programmatic and support activities (A/65/696).

206. The Advisory Committee recalls its recommendation that an initial review of the application of the model be conducted by the Secretary-General following the issuance of the performance report for the first start-up mission to which the standardized funding model is applied (A/65/743, para. 209). The Committee considered the first application of the standardized funding model in the context of the budget for UNMISS for the period from 1 July 2011 to 30 June 2012 (A/66/532) and its preliminary comments and recommendations are contained in its related report (A/66/592). In its resolution 66/264, the General Assembly endorsed the Committee's recommendation that any further development of standardized funding models take into account the outcome of the evaluation of the first application of the standardized funding model to UNMISS and, pending the completion of such a review, its recommendation against the application of the standardized funding model to new start-up missions (A/66/718, para. 218).

207. The third progress report of the Secretary-General provides the results of his review of the standardized funding model as applied in UNMISS, including an assessment of whether the model had achieved its primary objectives. It was concluded that, on balance, the standardized funding model had been a successful tool in supporting the start-up of missions, promoting fiscal discipline by helping to minimize the underutilization of approved budgets, enhancing legislative discipline and transparency and facilitating operational flexibility. The Secretary-General further indicated that the review had resulted in a number of proposed revisions to the model, including: (a) the development of an electronic application to provide greater flexibility and responsiveness to key mission-specific resourcing drivers; (b) the inclusion of an initial civilian capacity of general temporary assistance positions; and (c) the incorporation of updated costs, global field support strategy initiatives and implementation of the technical observations of the Board of Auditors (A/67/633, paras. 34-36).

### *Standardized funding model methodology*

208. The Board of Auditors, noted a number of weaknesses in the methodology underpinning the standardized funding model, including the lack of flexibility in the

model, non-consideration of key factors in estimating resource requirements, unjustified budget assumptions and errors in the calculations used to derive the costs of the six scenarios and profiles under the standardized funding model. The Advisory Committee notes that the Secretary-General agreed with the Board's recommendation that he address the deficiencies in budget assumptions and methodology to make the indicative budget in the standardized funding model more realistic and better justified (A/67/5 (Vol. II), chap. II, paras. 204-219).

209. The Board of Auditors also noted that it was important to consider a mission's actual situation and requirements and make any necessary adjustments so that the budget is realistic. In this regard, the Board noted deficiencies in the UNMISS budget proposal, including that: (a) no cost adjustments had been made to align staffing costs with the actual approved strength; (b) assets transferred from UNMIS at a historical value of \$156.48 million were not considered in the UNMISS budget proposal; (c) in the standardized funding model, funding was allocated for 1,540 formed police unit personnel at \$26.54 million, despite the General Assembly not having approved any formed police units in 2011/12 for UNMISS; and (d) the model did not include funding for general temporary assistance, government-provided personnel or mine detection, which are common requirements for peacekeeping missions in the first year of operation. The Advisory Committee notes that the Secretary-General agreed with the Board's recommendation that it fully consider the actual situation and requirements of a new mission when making budget proposals based on the standardized funding model.

**210. The Advisory Committee considers that a budget resulting from the application of the standardized funding model methodology is a financing mechanism rather than a precise presentation of the actual budgetary requirements of a peacekeeping operation in its first year of operations. The Committee is of the view that the lack of flexibility highlighted by the Board of Auditors in the methodology of the standardized funding model may be remedied by a re-examination of its underlying assumptions. The Committee encourages the Secretary-General to continually revise and improve the standardized funding model methodology, including its underlying data and assumptions, and to develop the proposals contained in his progress report (A/67/633, para. 36). The Committee has made specific recommendations in the areas of budget implementation, civilian capacity and performance measurement in the paragraphs below.** The Committee comments further on the application of the standardized funding model in its report on UNMISS (A/67/780/Add.17).

#### *Budgetary discipline*

211. The Advisory Committee recalls that it had indicated its support for the establishment of a more realistic start-up budget proposal, based on what is reasonably achievable in the first year of operation, as a positive development, which should lead to a reduced level of unspent balances and improvements in budget implementation rates (A/65/743, para. 205). The Secretary-General includes among the performance measures under the finance pillar related to the standardized funding model the streamlining of processes, allowing resources to be mobilized more quickly and with less administrative burden on mission and Headquarters staff, who would be more focused on operational planning and implementation (A/67/723, annex I, para. 25).



212. The Board of Auditors noted that under the standardized funding model, missions do not need to submit detailed costing forms, which may weaken the monitoring and control of resource utilization. The Board also noted that a resource management committee had been established by UNMISS aimed at enabling senior leadership to set priorities and collectively monitor the use of funding; however, as the resource management committee in UNMISS failed to meet regularly, the Board considered that there was a need for Headquarters to strengthen its monitoring of missions' budget management arrangements and utilization of funds (A/67/5 (Vol. II), chap. II, paras. 217-219). The Advisory Committee notes with concern that only 37 per cent of key stakeholders surveyed actually considered that the use of the standardized funding model benefited fiscal discipline (A/67/723, annex I, para. 30 and table A.8). **The Committee considers that the lack of a fully elaborated budget to guide operations under the standardized funding model may pose certain risks to the Organization, which may require the introduction of additional internal controls. The Committee notes the recommendation of the Board that the Secretary-General establish a robust monitoring mechanism to monitor resource utilization in missions applying the standardized funding model.**

*Streamlined budget development in the United Nations Mission in South Sudan*

213. The Advisory Committee recalls that it had considered favourably the establishment of a definitive timeline and sequencing of the envisaged budgetary cycle, combined with the formulation and submission of the initial budget of a mission within 30 to 90 days of the mandate, based on standardized and transparent costing parameters and realistic estimates of the resources that could be deployed during the first year of operations (A/65/743, para. 191). The Secretary-General includes among the performance measures under the finance pillar related to the standardized funding model the facilitation of the submission of a full budget within 90 days of the establishment of a mission without compromising operational planning, governance and accountability (A/67/723, annex I, para. 25). Upon enquiry, the Committee was provided with additional information on the interval between the adoption of a mandate and the submission of a budget for the first year of operation of new peacekeeping missions established since 2005 (see table below). The Committee notes that the average interval was 164.2 days. In this regard, the Committee notes that the review undertaken by the Secretary-General of the standardized funding model in UNMISS indicates that the funding model has been partially successful in achieving the objective of streamlining the budget process, in that 112 days had elapsed from the time of the establishment of the Mission to the presentation of a budget for legislative review, which is attributed, in part to the time required to prepare detailed staffing justifications (A/67/633, para. 37).

**Interval between date of mandate and submission of budgets for new peacekeeping operations, 2005-2011**

<i>Mission</i>	<i>Date of mandate</i>	<i>Budget report issue date</i>	<i>Number of days between mandate and budget report</i>
UNMISS	8 July 2011	28 October 2011	112
UNISFA	27 June 2011	24 October 2011	119
UNMIS	24 March 2005	3 August 2005	132
MINURCAT	16 January 2007	13 November 2007	301
UNAMID	31 July 2007	3 October 2007	64
UNSOA	16 January 2009	30 September 2009	257

214. In the case of UNMISS, which is the first instance in which the standardized funding model has been applied, the Advisory Committee notes that the application of the model has shortened the time required to submit a budget for review by the legislative bodies and to secure funding for the critical first year of operations. The Committee also notes that the level of the appropriation provided for UNMISS in the 2011/12 period under the standardized funding model was adequate to establish and sustain the Mission without the need for subsequent requests for budgetary resources (see also A/67/780/Add.17). The Committee encourages the Secretary-General to continue to refine the presentation of mission budgets for the first year of operations of new peacekeeping missions when using the standardized funding model.

215. The Board of Auditors noted that, in effect, in the first year of UNMISS, a total of \$26.8 million was required for general temporary assistance, which was not included in the UNMISS budget proposal based on the standardized funding model (A/67/5 (Vol. II), chap. II, annex XIII). As noted in paragraph 207 above, the Secretary-General includes among his proposed revisions and improvements to the standardized funding model an initial civilian capacity of general temporary assistance positions (A/67/633, paras. 36 and 78). According to the Secretary-General, this approach would further streamline the budget development process, enhance oversight and transparency and ensure the pre-eminence of the General Assembly by presenting a full staffing table in the second-year budget for its consideration, without prejudice to the initial capacity temporarily approved. In this regard, the Advisory Committee recalls that the Assembly, in section VI, paragraph 11, of its resolution 64/269, requested the Secretary-General to submit proposals for a standardized funding model for the first year of peacekeeping operations, on the understanding that the model should not in any way derogate from the legislative role of the Assembly in the consideration and approval of budgets. Furthermore, the Committee notes that the Assembly has consistently affirmed, most recently in resolution 64/269, the authority of the Fifth Committee to fully review the administrative structures, the staffing levels, including the number and level of posts established through the exercise of commitment authority, at the time of the presentation of the budget, with a view to making adjustments as necessary.

216. The Advisory Committee reiterates its position that the formulation of budget proposals based on a standardized funding model should not in any way lessen the requirement for a full justification of the resources proposed for the first year of operation (A/65/743, para. 205), and it recommends at this stage against approval of the proposal of the Secretary-General contained in paragraph 36 of his progress report to replace a full staffing table with an initial civilian capacity of general temporary assistance positions in future applications of the standardized funding model. In the light of the experience gained in using the standardized funding model in UNMISS, the Committee recommends that the Secretary-General be requested to include, when compiling the initial staffing requirements for the first year of operations, a combination of posts and general temporary assistance positions for the first year of operations under the civilian personnel component, in the context of his revisions to the standardized funding model methodology for the consideration of the General Assembly.

*Budget implementation*

217. The Secretary-General indicates that the budget implementation rate of 99.9 per cent achieved for UNMISS for the 2011/12 period represents a significant improvement over traditional start-up budget implementation rates (A/67/633, para. 35). The Advisory Committee notes that the Secretary-General provides a comparison of the appropriation and actual expenditure of new peacekeeping missions, which indicates budget implementation rates of 76.9 per cent for UNSOA, 82.8 per cent for UNAMID, 82.6 per cent for UNMIS and 90.5 per cent for MINURCAT in their first year of operations (A/67/723, annex I, table A.2).

218. The Advisory Committee recalls its stated position that, given the transfer of uniformed and civilian personnel and assets from UNMIS, it did not consider UNMISS to be an adequate case to use to reliably assess the effectiveness of the standardized funding model approach to budget formulation (A/66/592, para. 33). The Committee points out that the deployment of UNMISS as a successor mission to UNMIS was expedited by the existence of United Nations facilities, infrastructure and equipment in the mission area remaining from UNMIS, as well as the deployment of police, military and civilian personnel from UNMIS during its liquidation, which had a significant impact on the budget implementation rate in UNMISS in its first year of operation.

219. The Advisory Committee notes from the variances in the UNMISS performance report (see A/67/610, sect. III) that the standardized funding model does not provide a baseline against which to analyse the impact of variances from the current appropriation or the proposed requirements for the 2012/13 financial period. **The Committee further notes that the UNMISS budget for the 2011/12 financial period did not include such critical mandated tasks as mine action and disarmament, demobilization and reintegration, nor was there a provision for general temporary assistance.**

220. The Board of Auditors noted that under the standardized funding model, missions were not required to submit detailed costing forms and as such, monitoring and control of resource utilization may be weakened. The Board also noted the lack of consideration of the actual requirements of UNMISS and commented that the Mission was subsequently required to make frequent and widespread budget

redeployments at a rate significantly higher than that for other missions in the first year of operation (A/67/5 (Vol. II), sect. II, paras. 215-218). **The Committee considers that, because of the limited scenarios in the standardized funding model, the model may not be flexible enough to take into account the variety of mandates and missions in which it is to be applied. The Committee therefore recommends that the Secretary-General be requested to ensure that the underlying methodology of the standardized funding model provide a means to systematically generate realistic levels of budgetary resources.**

221. In the case of UNMISS, because of the variances from the apportionment in the actual expenditure and the significant quantities of assets and personnel received from a liquidating mission, the Advisory Committee does not consider that the rate of implementation of the appropriation based on the standardized funding model by itself is a meaningful indicator of success. Moreover, the wide variances in the expenditure vis-à-vis the appropriation under the classes of expenditure noted above may indicate weaknesses in the underlying assumptions in the scenarios and profiles under the standardized funding model, which should be addressed by the Secretary-General in his proposals to revise and improve the methodology. **The Committee therefore recommends that the Secretary-General be requested to develop more meaningful performance indicators for the standardized funding model in order to be able to better assess the degree to which its primary objectives have been achieved.**

222. Taking into account the paragraphs above, the Advisory Committee recommends that the General Assembly request the Secretary-General to submit his proposals for revisions and improvements to the standardized funding model methodology in the context of his next progress report. Notwithstanding the foregoing and based on lessons learned, the Committee further recommends that the Secretary-General be encouraged, should the Security Council approve a new mandate, to apply the revised standardized funding model in the context of the start-up of a new peacekeeping mission, if appropriate.

### 3. Modularization/supply chain pillar

223. In his progress report, the Secretary-General discusses the development of a comprehensive supply chain management strategy aimed at the effective, responsive and efficient provision of goods and services required for mandate implementation (A/67/633, paras. 41-43). The Advisory Committee notes that while the original modularization concept focused on only a narrow part of mission support through the deployment of predefined modules and service packages, the Secretary-General indicates that the modularization pillar of the global field support strategy will be integrated into a holistic concept of supply chain management that encompasses all of the logistics activities of the Department of Field Support, which will be integrated within the larger global field support strategy framework (A/67/633, para. 15, and A/67/723, para. 143).

224. According to the Secretary-General, Headquarters will be responsible for establishing overall strategic goals for the entire supply chain and promulgating those goals through the use of a robust performance management framework. The implementation of the supply chain management concept as part of the end-state vision for the global field support strategy would result in a Secretariat better able to:

(a) identify and anticipate clients' needs; (b) more effectively source equipment and services; (c) improve global asset management; (d) optimize cargo and freight from centralized locations; (e) backstop missions; and (f) complete the life cycle by ensuring the proper liquidation and disposal of assets. The Committee notes that the performance measures for the modularization pillar, reflected in annex I to the overview report, are the responsibility of the Global Service Centre, and the Secretary-General indicates that the Logistics Support Division will be responsible for strategic planning, oversight and the provision of technical advice to Member States, clients and partners for all matters related to logistics and the supply chain (A/67/633, paras. 13, 15 and 43).

**225. The Advisory Committee supports the emphasis placed on supply chain management in support of peacekeeping operations and recommends that the Secretary-General be requested to provide further information on the implementation of a comprehensive supply chain strategy, including the delineation of responsibilities for the pillar, in his next progress report.** The Committee makes detailed observations on modularization in its report on UNLB (A/67/780/Add.10).

#### 4. Service centres

##### (a) Global Service Centre

226. Information on the end-state vision for the Global Service Centre is provided in the progress report. The Global Service Centre will have evolved from a logistics base focused primarily on transportation and distribution services to a holistic and integrated operational centre for information and communications technology, logistics and supply chain management. Owing to the critical nature of the supply chain in improving the speed and predictability of deployment, the Global Service Centre will become a hub for global supply chain management in close consultation with the Procurement Division of the Department of Management (A/67/633, paras. 15-17).

227. The Advisory Committee notes the intention of the Secretary-General to enhance the role of the Global Service Centre under the global field support strategy to include supply chain management, including global asset management. **The Committee recalls the finding of the Board of Auditors that field missions held high levels of assets remaining in stock for more than a year, which the Board attributed to the absence of an effective oversight mechanism (A/66/5 (Vol. II), chap. II, summary). The Committee stresses that asset holdings must be properly managed and fully accounted for and recommends that the Secretary-General be requested to provide additional information on oversight of asset management in his next progress report.**

##### *Transfer of functions to the Global Service Centre*

228. In his progress report, the Secretary-General notes that, in the context of the refocusing of Headquarters to a strategic rather than an operational role, an initial eight posts were transferred from Headquarters to the Global Service Centre in the 2011/12 financial period in the areas of the management of ICT assets, financial systems technical support, global education grant processing and field contract management. Another 23 posts were later transferred to the Centre in 2012/13 in the areas of global asset and material management for engineering, surface transport

and supply; mission operational support; management of the strategic deployment stocks; and mission liquidation (A/67/633, para. 29). The Advisory Committee notes from the proposed budget for UNLB for 2013/14 that no additional posts or functions are proposed to be transferred from Headquarters to the Global Service Centre during the period because of the need to finalize, absorb and analyse the transfer of functions that has already taken place in previous periods and to reflect on the re-engineering of business processes, develop benchmarks and determine what additional functions would augment and enhance the existing services (A/67/722, para. 9).

229. The Advisory Committee recalls that the relocation of functions to the Global Service Centre was expected to improve service delivery through speedier processing and faster response to service requests (A/65/743, para. 165). The transfer of functions in 2012/13 was intended to integrate logistics functions and provide centralized services to field missions in such areas as the strategic deployment stocks, centralized warehousing and global asset and material management for engineering supply and surface transport (A/66/718, para. 242). In a previous report, the Committee observed that the implementation of a new service delivery model should lead to a higher quality of service, streamlined business processes and improved working methods and result in the optimal use of resources and the realization of efficiency, including reduced staffing requirements (A/65/743, para. 144). The Committee also stressed the need for clarification of the division of roles between Headquarters, the Global Service Centre and the Regional Service Centre and requested the Secretary-General to provide information on the criteria established for determining the optimum location from which functions and services could be provided, with details on expected improvements in the efficiency and effectiveness of service delivery through the relocation of functions. **The Committee considers that the above observations remain valid and reiterates its earlier recommendations.**

230. The Secretary-General indicates that the savings expected over a five-year period from the transfer of 31 posts from Headquarters to the Global Service Centre are estimated at some \$2.9 million, after the deduction of one-time costs (A/67/723, annex I, table 5). The Advisory Committee notes that the estimated savings are attributable essentially to variations in the rates of post adjustment and other staff costs at the two locations, and therefore reflect only rough estimates, with the actual amount depending on the exchange rate and cost of living fluctuations. **The Committee stresses that it will be necessary to consolidate, integrate, centralize, re-engineer and standardize processes in order to achieve improved service delivery as well as greater efficiencies and economies of scale, and notes in this regard the Secretary-General's intention to do so. The Committee recommends that the Secretary-General be requested to pursue these efforts and to provide details on the results achieved in his next progress report.**

231. The Advisory Committee was informed that of the posts transferred from the Department of Field Support to UNLB in the 2011/12 period, two had been assigned to the United Nations Support Base in Valencia, Spain, and were used to process education grant claims in Valencia and that the functions and posts would be returned to UNLB before the end of the 2012/13 financial period. **The Committee considers that the assignment of the UNLB posts to the Support Base was contrary to the decision of the Assembly in its resolution 66/266, and it urges**

**the Secretary-General to ensure their prompt return.** The Committee comments further on functions of the Support Base in its report on UNLB (A/67/780/Add.10).

*Strategic deployment stocks*

232. It is indicated in the progress report that a review of the composition of strategic deployment stocks by staff from the Global Service Centre, the Information and Communications Technology Division and the Logistics Support Division led to a reduction in holdings, allowing the application of \$50 million in savings to the resources required for UNLB for 2012/13, in accordance with the request of the General Assembly in paragraph 8 (a) of its resolution 66/266 (A/67/633, para. 44). In his financial report on peacekeeping operations, the Secretary-General noted that the value of the strategic deployment stocks as at 30 June 2012, following the reduction in holdings, was \$111.0 million (A/67/5 (Vol. II), chap. IV, para. 19). **The Advisory Committee considers that the Secretary-General has not demonstrated that the reduction in the assessment for the UNLB budget for the 2012/13 period in the amount of \$50 million attributed to the revision of the strategic deployment stocks is a savings.**

233. **The Advisory Committee has consistently pointed to the need for efficient management and deployment of the strategic deployment stocks (see A/65/743/Add.12). The Board of Auditors has identified numerous deficiencies and weaknesses in this area and has made a number of recommendations for improvement. In this regard, the Committee is not convinced that the action taken to reduce the overall level of the strategic deployment stocks will address such issues as slow-moving inventory or the obsolescence of assets. Furthermore, the Committee notes that the Secretary-General has not indicated in his report how the reduction in the level of the strategic deployment stocks will better align holdings with mission requirements. The Committee recommends that the Secretary-General be requested to provide in his next progress report comprehensive information on the reduced level of the strategic deployment stocks, including the timing of the decision to reduce the level of holdings, the composition of the inventory both prior to and following the reduction, how the action will address the weaknesses and deficiencies noted by the Board of Auditors and the efficiencies subsequently realized.**

**(b) Regional Service Centre**

234. It is indicated in the Secretary-General's progress report that the end-state vision is to move transactional, non-location-dependent administrative functions to the Regional Service Centre from field missions, including transactional elements of human resources management, finance, multimodal movement and control, personnel and cargo transport and ICT support (A/67/633, para. 18).

235. The overview report includes a list of current and future services of the Regional Service Centre (A/67/723, annex II, table B.1). The Advisory Committee was provided, upon enquiry, with the same list of services reflecting a breakdown of those currently provided by the Centre and those it is envisaged to perform in the future, including logistics and ICT services (see annex X). **The Committee expects that the Secretary-General will submit proposals for the transfer of additional administrative and technical services to the Regional Service Centre to the General Assembly for prior approval.**

236. The Advisory Committee notes the Secretary-General's intention to examine options for the consolidation of the global education grant-processing function at the appropriate location on the basis of a cost-benefit analysis (A/67/633, para. 74). At present those functions are carried out at the Global Service Centre for all non-African missions and at the Regional Service Centre for African missions. In an earlier report, the Committee questioned the requirement to process education grants in two locations and requested the Secretary-General to elaborate on that requirement in his subsequent report (A/65/743, para. 166). The Committee also emphasized the need for clarity on the division of roles among Headquarters units, the Global Service Centre and the Regional Service Centre, as well as well-defined criteria for determining the optimal location from which functions could be carried out and services provided. The Committee further stressed that proper coordination and central management would be required to avoid creating duplicative and overlapping structures in the service centres. **The Committee reiterates its earlier observations in this regard.**

**237. Concerning any envisaged consolidation of the education grant function at the Regional Service Centre, the Advisory Committee emphasizes the need for a comprehensive analysis of the implications — in terms of service delivery, operational efficiency, governance and management arrangements, lines of responsibility and accountability and costs — of providing a global support function from a regional service centre that is designed to remain scalable and is currently owned, governed and managed jointly by its participating missions and financed on a cost-sharing basis. The Committee stresses that such a change would entail a significant shift in the service delivery model underpinning the global field support strategy and would require the prior approval of the General Assembly.**

238. According to the Secretary-General, the Transportation and Movements Integrated Control Centre, as part of the Regional Service Centre, will expand further under the end-state vision to facilitate multimodal movement optimization within the framework of a global supply chain strategy, and it is expected eventually to coordinate regional efforts for airfield infrastructure, including ground support equipment, leading to safe operations and quick turnarounds. The Control Centre has benefited troop-contributing countries by providing a service that is more responsive to client needs and is flexible in scheduling the newly established long-term charter aircraft (A/67/633, paras. 48-49). It is indicated in the overview report that the Control Centre has achieved savings of \$102.4 million, comprising \$75.2 million in the 2010/11 financial period and \$27.2 million in 2011/12 (A/67/723, annex II, table B.2). The Advisory Committee notes that the Board of Auditors found a number of discrepancies regarding the savings reported by the Control Centre (A/67/5 (Vol. II), chap. II, paras. 193-194) and that the figures for savings attributable to the Control Centre in the overview report reflect the amounts as corrected following the review by the Board. It is further indicated in the overview report that the \$75.2 million in savings in the 2010/11 period were a result of the regional reconfiguration of the missions' aircraft fleet under the Transportation and Movements Integrated Control Centre, which permitted a reduction of 21 aircraft from the client missions with a total contract value of \$57.8 million, in addition to fuel savings of \$17.4 million (A/67/723, annex II, para. 27). Upon enquiry, the Committee was informed that the savings accrued



through the long-term charter contract for a widebody aircraft in the five-month period ending 31 January 2013 amounted to \$2,069,200.

**239. The Advisory Committee welcomes the savings and efficiencies that the Transportation and Movements Integrated Control Centre has generated for the Organization, as well as the improvements in the quality of services provided to troop- and police-contributing countries. The Committee reiterates its recommendation that the Secretary-General be requested to continue to provide information on the impact of the use of shared air assets on the delivery of services to the military, police and civilian components of field missions, including details on services provided to specific field missions (see also A/66/718, para. 252).**

#### *Efficiencies*

240. In his progress report, the Secretary-General provides information on the posts and functions transferred to the Regional Service Centre. A total of 160 posts were transferred from client missions as at 1 July 2012, which enabled the Centre to create the initial framework for finance and human resources management. A second assessment was conducted to align the shared service operation of the Centre to the Umoja model and to support the implementation of Inspira as part of increased delegation of authority to missions, as a result of which a further 123 posts in finance and human resources management were identified for transfer in the 2013/14 period from the missions to the Centre (A/67/633, paras. 47-54).

241. The Board of Auditors made observations concerning the lack of synchronization in the transfer of posts and functions to the Regional Service Centre and noted that working procedures had not yet been standardized and streamlined. In this regard, the Board was informed that process re-engineering activities were under way with the aim of standardizing procedures. **The Advisory Committee expects that the Secretary-General will implement the Board's recommendation to ensure that a detailed action plan is established to synchronize the transfer of functions and posts and standardize and streamline working procedures at the Regional Service Centre as soon as possible (A/67/5 (Vol. II), chap. II, paras. 201-202).**

242. According to the Secretary-General, as the Regional Service Centre matures, it will seek to streamline business processes, address such emerging challenges as the implementation of IPSAS and Umoja and the roll-out of Inspira, and to achieve efficiency goals set out under the global field support strategy (A/67/723, annex II, para. 51). The Advisory Committee notes that the establishment of the Regional Service Centre and the consolidation of finance and human resources management functions have led to a reduction of 47 finance and 28 human resources posts in the budgets of the client missions, or 18 per cent and 8 per cent, respectively, compared with approved 2011/12 levels (*ibid.*, table B.17). The total finance staffing proposed to be retained for the 2013/14 financial period in the missions being served by the Centre amounts to 81 posts, compared with 268 approved in the 2011/12 period, and the total human resources staffing proposed to be retained for the 2013/14 financial period in the missions being served by the Centre amounts to 168 posts, compared with 340 approved in 2011/12. **The Advisory Committee considers that the economies of scale derived from the consolidation of finance and human resources functions in the Regional Service Centre should allow further**

**reductions in the ratio of finance and human resources staffing to overall staffing in the client missions it serves. The Committee recommends that the Secretary-General be requested to examine the actual requirements for staffing in the finance and human resources areas and to identify further reductions in the budgets of the client missions for the 2014/15 financial period.**

243. The Advisory Committee notes that both the Global and Regional Service Centres provide services, on a cost-reimbursable basis, to offices and special political missions financed from the regular budget. The Committee notes from the report of the Secretary-General on the overview of peacekeeping operations that the possibility of introducing a better funding model for the Regional Service Centre, such as a fee-for-service model, may arise (A/67/723, annex II, para 61). **The Committee recommends that the Secretary-General be requested to provide information on those arrangements, including any linkage with the global service delivery model, in his next progress report (see also para. 200 above).**

244. The Advisory Committee notes from the progress report that no new regional service centres for West Africa and the Middle East have been proposed for consideration at this time and that additional regional service centres will be considered only once operations in Entebbe have been firmly established and the Secretariat has drawn on lessons learned (A/67/633, para. 21). The Committee recalls that the General Assembly, in its resolution 64/269, requested the Secretary-General to present more than one option for any future proposed regional service centre for its consideration and approval. **The Committee considers that the approach of the Secretary-General in this regard is prudent, and it trusts that he will continue to explore means of improving the delivery of administrative and logistical services through closer cooperation among peacekeeping operations and that any proposals for additional regional service centres will take into account the relevant guidance of the Assembly.**

## **5. Human resources management framework**

245. According to the Secretary-General, the envisioned end-state for the human resources pillar will be the timely recruitment and deployment of personnel in response to mission requirements, as well as improved field workforce planning. As the Secretariat moves towards the 2015 end-state vision, data on operational indicators will be collected to provide improved oversight and implementation of the human resources pillar (A/67/633, paras. 13 and 66). In his overview report, the Secretary-General indicates that the human resources management framework will provide performance measures for both strategic human resources and delegated human resources authorities and that the framework will be designed in phases through 2015 (A/67/723, annex I, paras. 20-23). The Board of Auditors indicated that it had reviewed project management and implementation under this pillar and noted that while a broad idea had been given as to the overall direction, the end-state vision for this pillar remained unclear (A/67/5 (Vol. II), chap. II, para. 226). **The Advisory Committee recommends that the Secretary-General be requested to include objectives, performance indicators and timelines for the human resources pillar in his next progress report.**

## **D. Conclusions and recommendations**

246. Taking into account the views and recommendations expressed in the present report, the Advisory Committee recommends that the General Assembly take note of the progress report of the Secretary-General (A/67/633).

## **V. Conclusion**

247. With regard to the actions to be taken by the General Assembly, the Advisory Committee recommends that the Assembly be guided by the observations and recommendations in the paragraphs above.

## Annex I

### **Reports considered by the Advisory Committee on Administrative and Budgetary Questions on issues related to peacekeeping**

Financial report and audited financial statements for the 12-month period from 1 July 2011 to 30 June 2012 and report of the Board of Auditors on United Nations peacekeeping operations (A/67/5 (Vol. II)) and related report of the Advisory Committee (A/67/782)

Reports of the Secretary-General on the budget performance of peacekeeping operations for the period from 1 July 2011 to 30 June 2012, on proposed budgets for the period from 1 July 2013 to 30 June 2014 and on the disposition of assets, received by the Advisory Committee in advance or final form, and the related reports of the Committee, as follows:

MINURSO	A/67/612 A/67/731 A/67/780/Add.4
MINUSTAH	A/67/605 A/67/719 A/67/ 780/Add.5
MONUSCO	A/67/613 and Corr.1 A/67/797 and Add.1 A/67/780/Add.6
UNAMID	A/67/601 A/67/806 A/67/780/Add.7
UNDOF	A/67/589 A/67/705 A/67/780/Add.1
UNFICYP	A/67/590 A/67/706 A/67/780/Add.8
UNIFIL	A/67/631 A/67/747 A/67/780/Add.9
UNISFA	A/67/599 A/67/704 and Corr.1 A/67/780/Add.18
UNLB	A/67/582 A/67/722 A/67/780/Add.10

UNMIK	A/67/587 A/67/700 A/67/780/Add.11
UNMIL	A/67/609 A/67/755 A/67/780/Add.12
UNMIS	A/67/586 A/67/780/Add.13
UNMISS	A/67/610 and Corr.1 A/67/716 A/67/780/Add.17
UNMIT	A/67/614 A/67/813 A/67/774 A/67/618 A/67/780/Add.14
UNOCI	A/67/642 A/67/777 A/67/780/Add.15
UNOMIG	A/67/578 A/67/780/Add.3
UNSMIS	A/67/707 A/67/780/Add.2
UNSOA and financing of support for AMISOM	A/67/600 A/67/712 A/67/780/Add.16
Support account for peacekeeping operations	A/67/635 and Add.1 A/67/756 and Add.1
Other reports of the Secretary-General and related reports of the Advisory Committee:	
Overview of the financing of the United Nations peacekeeping operations	A/67/723
Updated financial position of closed peacekeeping missions as at 30 June 2012	A/67/739 A/67/837
Progress in the implementation of the global field support strategy	A/67/633
Special measures for protection from sexual exploitation and sexual abuse	A/67/766

## Annex II

## Cost reduction measures in peacekeeping operations, 2012/13

(Thousands of United States dollars)

	MINURSO	UNFICYP	UNDOF	UNMIK	UNMIL	UNIFIL	UNAMID	MINUSTAH	UNMIT	UNSOA	MONUSCO	UNOCI	UNISFA	UNMISS	Global Service Centre	Total
<b>Consumption efficiencies</b>																
Reduction in rations consumption by 5%	355	115	134	–	839	2 825	5 430	1 067	66	1 596	1 533	1 429	620	1 538	–	17 547
Reduction in spare parts replacements by 30%	199	152	342	31	–	257	5 528	–	116	–	2 492	1 993	–	–	638	11 747
Reduction in within-mission travel by 25%	–	–	16	–	396	160	–	3 229	707	–	1 358	664	–	–	–	6 529
Reduction in maintenance supplies by 10%	159	–	123	11	–	–	1 202	2 463	157	–	177	724	73	–	95	5 183
Reduction in fuel consumption by 5%	594	79	131	102	2 689	3 594	3 428	8 322	2 283	583	7 537	7 180	–	–	–	36 522
Reduction in contingent rotation travel by 5%	139	581	586	–	–	2 506	11 979	151	588	2 740	9 534	–	–	815	–	29 619
<b>Subtotal</b>	<b>1 445</b>	<b>927</b>	<b>1 331</b>	<b>144</b>	<b>3 924</b>	<b>9 342</b>	<b>27 568</b>	<b>15 232</b>	<b>3 916</b>	<b>4 919</b>	<b>22 631</b>	<b>11 989</b>	<b>693</b>	<b>2 353</b>	<b>733</b>	<b>107 147</b>
<b>Staffing</b>																
Reduction of posts	49	215	–	748	–	634	–	–	–	–	668	–	–	6 368	31	8 713
Nationalization of posts	116	–	–	–	–	113	–	–	–	272	–	–	–	–	–	502
<b>Subtotal</b>	<b>165</b>	<b>215</b>	<b>–</b>	<b>748</b>	<b>–</b>	<b>747</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>272</b>	<b>668</b>	<b>–</b>	<b>–</b>	<b>6 368</b>	<b>31</b>	<b>9 215</b>
<b>Air operations</b>																
Reduction of aircraft	2 257	–	–	–	4 157	–	54 750	2 392	7 606	–	17 880	6 812	–	3 300	–	99 154
Substitution of aircraft	–	–	–	–	6 472	1 092	5 923	–	–	–	8 181	7 473	–	–	–	29 141
Reduction in flight hours	–	–	–	–	–	1 469	1 439	–	–	–	–	–	–	–	–	2 908
<b>Subtotal</b>	<b>2 257</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>10 629</b>	<b>2 561</b>	<b>62 112</b>	<b>2 392</b>	<b>7 606</b>	<b>–</b>	<b>26 061</b>	<b>14 285</b>	<b>–</b>	<b>3 300</b>	<b>–</b>	<b>131 203</b>
<b>Other efficiencies</b>	<b>20</b>	<b>788</b>	<b>32</b>	<b>100</b>	<b>–</b>	<b>646</b>	<b>1 546</b>	<b>674</b>	<b>484</b>	<b>1 574</b>	<b>993</b>	<b>243</b>	<b>–</b>	<b>393</b>	<b>216</b>	<b>7 709</b>

	MINURSO	UNFICYP	UNDOF	UNMIK	UNMIL	UNIFIL	UNAMID	MINUSTAH	UNMIT	UNSOA	MONUSCO	UNOCI	UNISFA	UNMISS	Global Service Centre	Total
<b>Deferral of acquisitions</b>																
Acquisition of ground transportation	229	220	752	396	2 170	–	781	1 333	–	932	8 900	2 131	–	27 901	–	45 745
Acquisition of facilities and infrastructure	420	207	–	–	2 469	925	10 096	2 401	–	1 987	5 900	3 227	–	1 554	20	29 206
Acquisition of communications and information technology equipment	537	323	509	500	469	1 122	5 721	3 269	–	3 310	4 000	872	–	4 724	1 399	26 755
Acquisition of other equipment	–	102	–	–	–	–	–	–	–	–	–	–	–	–	–	102
Construction services	–	13	–	–	365	498	–	720	–	5 068	–	2 132	–	–	–	8 796
Alteration and renovation services	214	124	–	–	–	263	–	6 200	–	–	–	314	–	–	–	7 115
<b>Subtotal</b>	<b>1 400</b>	<b>989</b>	<b>1 261</b>	<b>896</b>	<b>5 473</b>	<b>2 808</b>	<b>16 598</b>	<b>13 923</b>	<b>–</b>	<b>11 297</b>	<b>18 800</b>	<b>8 676</b>	<b>–</b>	<b>34 179</b>	<b>1 419</b>	<b>117 719</b>
<b>Total</b>	<b>5 287</b>	<b>2 919</b>	<b>2 624</b>	<b>1 887</b>	<b>20 026</b>	<b>16 104</b>	<b>107 823</b>	<b>32 221</b>	<b>12 006</b>	<b>18 062</b>	<b>69 153</b>	<b>35 193</b>	<b>693</b>	<b>46 593</b>	<b>2 399</b>	<b>372 993</b>

## Annex III

### Actual and projected vacancy rates for all categories of civilian personnel

	<i>Category</i>	<i>Actual, 28 February 2013</i>	<i>Projected 2013/14</i>
MINURSO	International	7.0	3.0
	National Professional Officers	–	–
	National General Service	5.8	4.0
	United Nations Volunteers	31.3	6.0
MINUSTAH	International	12.2	5.0
	National Professional Officers	4.3	2.0
	National General Service	6.2	3.0
	United Nations Volunteers	8.9	3.0
	Temporary international	16.1	–
	Temporary National Professional Officers	4.3	–
	Temporary national General Service	2.4	–
MONUSCO	International	7.8	13.0
	National Professional Officers	11.9	14.0
	National General Service	6.7	5.0
	United Nations Volunteers	10.7	7.0
	Temporary international	11.5	13.0
	Temporary National Professional Officers	4.2	7.0
	Temporary national General Service	11.8	15.0
UNAMID	International	16.0	16.0
	National Professional Officers	20.5	30.0
	National General Service	12.8	13.0
	United Nations Volunteers	27.3	27.0
	Temporary international	22.7	27.0
	Temporary national	13.3	17.0
UNDOF	International	10.9	10.0
	National	10.0	6.0
	Temporary international	–	10.0
UNFICYP	International	–	3.0
	National Professional Officers	–	25.0
	National General Service	3.6	5.0
UNIFIL	International	11.1	5.0
	National Professional Officers	10.3	10.0
	National General Service	8.9	8.0
UNISFA	International	26.0	20.0
	National Professional Officers	62.5	45.0



<i>Category</i>		<i>Actual, 28 February 2013</i>	<i>Projected 2013/14</i>
	National General Service	39.5	35.0
	United Nations Volunteers	71.9	45.0
	Temporary international	–	50.0
UNMIK	International	17.3	5.0
	National Professional Officers	–	5.0
	National General Service	1.5	1.0
	United Nations Volunteers	–	5.0
UNMIL	International	11.1	9.0
	National Professional Officers	25.7	20.0
	National General Service	7.2	5.0
	United Nations Volunteers	7.2	7.0
UNMISS	International	15.6	10.0
	National Professional Officers	40.0	40.0
	National General Service	14.2	20.0
	United Nations Volunteers (international)	23.2	30.0
	United Nations Volunteers (national)	82.4	50.0
	Temporary international	23.4	20.0
	Temporary National Professional Officers	27.8	40.0
	Temporary national General Service	–	20.0
UNOCI	International	6.5	10.0
	National Professional Officers	11.6	8.0
	National General Service	5.5	5.0
	United Nations Volunteers	5.8	1.0
	Temporary international	–	–
	Temporary national	14.3	–
UNSOA	International	7.2	15.0
	National Professional Officers	22.2	15.0
	National General Service	16.8	15.0
	Temporary international	–	15.0
UNLB	International	12.3	17.0
	National	7.0	6.0
	Temporary national	16.7	25.0
Support account	Professional and higher (continuing)	10.0	8.0
	General Service and related (continuing)	7.6	5.0
	General temporary assistance, Professional (continuing)	11.2	6.0
	General temporary assistance, General Service and related (continuing)	10.8	5.0
	Posts and general temporary assistance, Professional (new)	–	50.0
	Posts and general temporary assistance, General Service and related (new)	–	35.0

## Annex IV

### Construction projects valued at over \$1 million, 2012/13

Project description	Cost (United States dollars)		Status/remarks
	Estimated	Actual	
<b>UNSOA</b>			
Construction of sector hub, Baidoa	4 000 000	To be determined	Work is ongoing
Construction of sector hub, Belet Weyne	4 000 000	To be determined	Work is ongoing
Construction of sector hub, Kismaayo	4 000 000	To be determined	Work is ongoing
Construction of Aviation Facility, Baledogle	6 000 000	To be determined	Work is ongoing
<b>Total</b>	<b>18 000 000</b>		
<b>UNAMID</b>			
Construction of two hard-walled (masonry) warehouses at El-Fasher, UNAMID super camp	3 000 000	–	Requisition is ongoing
Construction of asphalt pavement internal roads in El-Fasher	1 500 000	–	Requisition is ongoing
Construction of 12 helipads at 12 team sites	3 300 000	–	Requisition is ongoing
<b>Total</b>	<b>7 800 000</b>		
<b>MONUSCO</b>			
Construction of an information and communications technology support and service facility (data centre) at the Regional Service Centre	2 981 945	4 728 745	Work is ongoing
Construction of office buildings at the Regional Service Centre	3 859 981	3 859 981	Work is ongoing
<b>Total</b>	<b>6 841 926</b>	<b>8 588 726</b>	
<b>UNOCI</b>			
Construction of integrated premise at Yopougon, Abidjan (relocation of troops from Akuedo military camp; relocation of Abidjan sector force headquarters and military officers' accommodation from Rue de Canal; relocation of Nigerian level II hospital and doctors' accommodation from Anyama)	4 787 508	–	Work is ongoing
<b>Total</b>	<b>4 787 508</b>	–	
<b>UNIFIL</b>			
Construction of 45 concrete ablutions at UNIFIL Headquarters and area of operations	812 925	–	Ongoing (multi-year project that ends in 2012/13)
<b>UNMISS</b>			
Construction of county support base at Maper, Lake State, South Sudan	3 100 000	2 875 094	Contract signed
Construction of county support base at Mayom, Unity State, South Sudan	3 100 000	3 500 000	Contract signed
Construction of county support base at Mulunaukonr, North Bahr State, South Sudan	3 100 000	2 229 248	Contract signed
Construction of county support base at Turalei, Warrap State, South Sudan	3 100 000	4 575 000	Requisition is ongoing

<i>Project description</i>	<i>Cost (United States dollars)</i>		<i>Status/remarks</i>
	<i>Estimated</i>	<i>Actual</i>	
Provision of heavy earth-moving equipment to UNMISS	3 500 000	3 408 319	Contract signed
Construction of 200 staff accommodation units (400 apartments) for UNMISS at United Nations House, Juba, South Sudan	13 000 000	13 376 266	Contract signed
<b>Total</b>	<b>28 900 000</b>	<b>29 963 927</b>	
<b>MINUSTAH</b>			
No major projects for 2012/13			
<b>UNTSO</b>			
Shelter/bunker upgrade (Bravo side, inside Syrian Arab Republic)	1 100 000	Not applicable	Not budgeted; work required due to the current security situation in the Syrian Arab Republic
Shelter/bunker upgrade (Bravo side, inside Syrian Arab Republic)	1 000 000	Not applicable	Not budgeted; work required due to the current security situation in the Syrian Arab Republic
<b>Total</b>	<b>2 100 000</b>		
<b>UNMIT</b>			No major projects
<b>MINURSO</b>			No major projects
<b>UNAMI</b>			No major projects
<b>UNMOGIP</b>			No major projects
<b>UNMIL</b>			No major projects
<b>UNISFA</b>			No major projects

## Annex V

## Planned construction projects valued at over \$1 million, 2013/14

<i>Project description</i>	<i>Estimated cost (United States dollars)</i>
<b>MINURSO</b>	—
<b>MINUSTAH</b>	—
<b>MONUSCO</b>	
Goma boundary wall, 6 km	1 200 000
16 airfield maintenance projects, including 80 helipads in all missions	1 600 000
Construction of logistics base and a new MONUSCO terminal at Kinshasa Ndjili airport	1 730 000
Force Intervention Brigade — Munigi camp	1 041 788
Force Intervention Brigade — Sake camp	3 946 863
Construction of office building at the Regional Service Centre	3 859 981
Construction of data centre (information and communications technology support and service centre)	2 981 945
Provision of supply, installation and commissioning of the centralized cooling at the Regional Service Centre	1 746 800
Construction of regional training and conference centre; regional issues as it is under the Regional Service Centre	2 500 000
Construction of office building at the Regional Service Centre	3 946 863
<b>Total</b>	<b>24 554 240</b>
<b>UNOCI</b>	
Construction of integrated premises at Yopougon, phase III: establishment of logistics base, transit camp, camps for formed police unit, security subgroup and special weapons and tactics force (relocation of Koumassi logistics base and American School camps)	10 943 669
<b>Total</b>	<b>10 943 669</b>
<b>UNAMA</b>	—
<b>UNAMI</b>	—
<b>UNAMID</b>	
Construction of 6 helipads at 6 team sites	1 650 000
Construction of 1 hard-walled warehouse at Nyala	1 000 000
<b>Total</b>	<b>2 650 000</b>
<b>UNFICYP</b>	—
<b>UNIFIL</b>	—
<b>UNISFA</b>	—
<b>UNLB</b>	—
<b>UNMIL</b>	—
<b>UNMISS</b>	—

<i>Project description</i>	<i>Estimated cost (United States dollars)</i>
<b>UNSOA</b>	
Construction of 3 battalion-size-equivalent camps in south-central Somalia	15 300 000
50 per cent of construction of 3 sector hubs (other 50 per cent are included in 2012/13)	3 600 000
Continuous third-party plant operation	2 100 000
<b>Total</b>	<b>21 000 000</b>

## Annex VI

### Planned acquisition of vehicles and information technology equipment, 2013/14

#### Vehicles

(Thousands of United States dollars)

<i>Mission</i>	<i>Amount</i>	<i>Type</i>	<i>Comments</i>
MINURSO	339	1 tractor truck, 1 mobile crane, 2 portable container offloaders	The replacement of 1 tractor truck that has exceeded its useful life and the acquisition of 1 mobile crane that was previously provided by the Government of Morocco
MINUSTAH	–	–	No planned acquisitions
MONUSCO	2 300.3	2 medium sewage trucks, 1 medium bulldozer, 1 tractor truck and 7 ground-support vehicles	For the deployment of personnel to Region East and to replace vehicles that have reached the end of their economic life
UNAMID	–	–	No planned acquisitions
UNDOF	–	–	No planned acquisitions
UNFICYP	–	–	No planned acquisitions
UNIFIL	156	2 ambulances, 4x4	To replace ambulances that have far exceeded their life expectancy and reached write-off status
UNISFA	1 647	25 light passenger vehicles and 5 special-purpose vehicles	All 30 vehicles are to replace vehicles that will be relinquished in 2013/14
UNMIK	–	–	No planned acquisitions
UNMIL	4 192	52 general-purpose vehicles, 7 minibuses, 6 sewage trucks, 9 ambulances, 1 aircraft tow motor	To replace vehicles, as no provision had been made for the acquisition of vehicles in the 2011/12 and 2012/13 financial periods
UNMISS	16 349	160 light passenger vehicles, 30 special-purpose trucks, 10 ambulances, 7 ground-support vehicles (airfield firefighter), 16 material-handling vehicles (forklift), 5 trailers	
UNOCI	–	–	No planned acquisitions
UNSOA	–	–	No planned acquisitions
<b>Total</b>	<b>24 983</b>		

## Information technology equipment

(Thousands of United States dollars)

<i>Mission</i>	<i>Amount</i>	<i>Type</i>	<i>Comments</i>
MINURSO	173.0	9 laptops, 60 uninterruptible power supply systems, 10 network switches, 2 disk back-ups and 2 firewall systems	To replace equipment that has exceeded its useful life or that will be written off
MINUSTAH	651.9	10 desktop computers, 10 monitors, 10 laptops, 1 multi-function unit, 1 plotter, 1 server bank, 3 network switchers, 4 network routers, 1 network attached storage device, 3 security optimization appliances, 2 storage disk drives	To replace technologically obsolete equipment that can no longer support current versions of operating systems; while the recommended life cycle of information technology equipment is 4 years, by 2014 the Mission will have 70 per cent of its information technology equipment exceeding the life cycle of 4 years
MONUSCO	2 227.0	450 desktop computers, 450 monitors and 180 network printers and other miscellaneous equipment	To provide Internet services for 30 troop-contributing contingent units at 3 locations and to replace equipment that has reached the end of its economic life
UNAMID	2 390.3	250 desktop computers, 100 monitors, 200 laptops, 62 network printers, 30 multi-function units, 7 server banks, 3 server racks, 10 digital senders, 15 uninterruptible power supply systems, 29 network switches, 2 network routers, 4 wireless radio access network kits, 2 security optimization appliances, 15 firewalls, 2 intrusion prevention systems, 3 storage area networks and 35 information technology toolkits	Provision is made for the replacement of equipment that have reached their useful lifespan or were damaged
UNDOF	202.7	100 computer desktops, 50 monitors, 13 laptops, 25 network printers, 5 servers, 10 digital senders, 100 uninterruptible power supply systems	Planned acquisition also includes replacement of equipment that is obsolete and uneconomical to repair
UNFICYP	173.8	20 monitors, 12 network printers, 1 server bank, 2 digital senders, 80 uninterruptible power supply systems, 11 digital switches, 51 computing devices, 10 Cisco access points, 1 CarLog unit	Planned acquisition also includes replacement of equipment that is obsolete and uneconomical to repair
UNIFIL	586.7	55 desktop computers, 50 monitors, 15 laptops, 4 handheld computers, 28 network printers, 17 multi-function units, 2 plotters, 11 servers, 150 uninterruptible power supply systems, 15 network switches and 1 network router	To replace technologically obsolete equipment that can no longer support current versions of operating systems; while the recommended life cycle of information technology equipment is 4 years, by 2014 the Mission will have an average of 5 per cent of its information technology equipment exceeding the life cycle of 4 years
UNISFA	477.9	150 computer monitors, 254 laptops and 200 uninterruptible power supply systems	
UNMIK	238.7	40 monitors, 30 laptops, 6 network printers, 1 plotter, 10 network switches, 4 network routers and 50 Thin Clients	The majority of routers and switches in the Mission are obsolete and need to be replaced to accommodate changes and provide more flexibility to standardize and improve the wide area network and local area network (LAN)

<i>Mission</i>	<i>Amount</i>	<i>Type</i>	<i>Comments</i>
UNMIL	1 211.2	40 desktop computers, 80 monitors, 40 laptops, 5 server banks, 10 uninterruptible power supply systems, 52 network switches, 17 network routers, 2 wireless radio access network kits, 2 disk library backup systems, 2 tape library backup systems, 2 security optimization appliances, 3 firewalls and 150 Thin Clients	To replace equipment that has exceeded its useful life and is no longer economical to repair
UNMISS	2 424.0	450 monitors, 450 laptops, 4 handheld computers, 80 network printers, 4 plotters, 48 digital senders, 9 scanners, 467 uninterruptible power supply systems, 30 network switches, 15 network routers, 5 firewalls, 11 high-end desktop computers, 25 thermal printers, 420 Thin Client workstations, 15 storage disk drives, 4 wireless LAN controllers, 15 Internet protocol cameras, 12 information technology toolkits and 24 barcode readers	Laptop and monitor replacement is within the standard threshold of 25 per cent of holdings Thin Client computing devices are acquired to replace standard desktops, which will enhance network security and ensure the efficient use of the Organization's limited resources Integrated service routers with service-ready engines and additional 10 kVA uninterruptible power supply systems to meet the additional requirements for new county support bases
UNOCI	366.1	250 desktop computers, 250 monitors, 128 laptops, 2 iPads, 2 external hard drives, 2 MacBook Pros, 2 iPhones	To replace equipment that has exceeded its useful life or that will be written off
UNSOA	2 934.4	15 monitors, 135 laptops, 200 Thin Clients, 8 network printers, 3 multi-function units, 2 server banks, 3 digital senders, 15 uninterruptible power supply systems, 7 network switches, 30 network attached storage units, 8 disk library backup systems, 35 mid-range laptops, 1 geographical information system laptop, 35 mid-range display monitors, 50 portable hard disks, 2 desktop videoconference units, 2 fibre testers	Primarily for the implementation of the Data Recovery and Business Continuity plan in Entebbe as well as replacement of obsolete equipment
<b>Total</b>	<b>14 057.7</b>		



## Annex VII

### Savings accrued due to the use of the long-term charter widebody aircraft, September 2012-January 2013

<i>Troop-contributing country</i>	<i>Month</i>	<i>Mission</i>	<i>Hours</i>	<i>Short-term contract cost<sup>a</sup></i>	<i>Passengers moved</i>	<i>Cargo moved (kg)</i>	<i>Final long-term contract cost<sup>b</sup></i>	<i>Final savings<sup>c</sup></i>
India	Sep.	MONUSCO	128.06	\$2 037 630.00	3 470	148 138	\$1 918 208.32	\$119 421.68
Bangladesh	Oct.	MONUSCO	210.86	\$3 627 200.00	4 968	363 380	\$3 158 467.96	\$468 732.04
India	Nov.	MONUSCO	134.25	\$1 971 860.00	3 968	147 673	\$2 010 928.21	(\$39 068.21)
Nepal	Nov.	MONUSCO	19.57	\$355 487.00	350	14 330	\$293 138.66	\$62 348.34
Nepal	Nov.	UNAMID	21.63	\$358 654.00	280	21 626	\$323 995.36	\$34 658.64
India	Nov.	UNIFIL	76.37	\$802 000.00	1 728	78 226	\$1 143 944.79	(\$341 944.79)
South Africa	Dec.	UNAMID	52.60	\$893 294.00	1 602	71 744	\$787 894.41	\$105 399.59
India	Dec.	MINUSTAH	65.36	\$779 360.00	252	25 200	\$979 026.21	(\$199 666.21)
Philippines	Dec.	MINUSTAH	0.00	\$975 000.00 <sup>d</sup>	280	12 600	—	\$975 000.00
Nepal	Dec.	MINUSTAH	98.46	\$1 907 220.00	980	57 595	\$1 474 830.48	\$432 389.52
Sri Lanka	Jan.	MINUSTAH	48.10	\$685 270.00	402	19 352	\$720 488.99	(\$35 218.99)
Nepal	Jan.	MONUSCO	77.01	\$1 097 301.00	1 737	67 045	\$1 153 531.34	(\$56 230.34)
India	Jan.	MINUSTAH	45.44	\$1 327 710.00	307	27 506	\$680 644.90	\$647 065.10
Bangladesh	Jan.	UNOCI	113.34	\$1 594 030.00	2 292	148 001	\$1 697 717.72	(\$103 687.72)
<b>Total</b>			—	<b>\$18 412 016.00</b>	<b>22 616</b>	<b>1 202 416</b>	<b>\$16 342 817.35</b>	<b>\$2 069 198.65</b>

<sup>a</sup> Figures are based on the similar contracted cost of each movement in the past.

<sup>b</sup> The initial long-term contract is based on the number of hours flown for a specific requirement (country/mission) multiplied by the cost per hour (or ACMI — aircraft, crew, maintenance and insurance plus operational costs — clearances, fees, etc. — and finally the fuel per hour). A cost-sharing factor (an internal calculation done to reconcile the differential between the cost for the minimum contracted hours and the cost for actual hours flown for each movement during any given period) is then applied to the initial costs to give a final long-term cost.

<sup>c</sup> Final savings are the difference between the short-term contract cost and the final long-term contract cost.

<sup>d</sup> Savings are due to combining movements and rotations that would have been done separately under a short-term contract.

## Annex VIII

### Standard aviation fuel consumption rates and actual average rates for 2010/11 and 2011/12

<i>Aircraft</i>	<i>Mission</i>	<i>Standard litres/ hour (2011, United Nations)</i>	<i>Actual average litres/hour (2010/11)</i>	<i>Standard litres/ hour (2012, United Nations)</i>	<i>Actual average litres/hour (2011/12)</i>
An-24	MINURCAT		1 058		
	MINURSO	1 120	977	1 139	1 016
	MONUSCO		1 291		1 137
An-26	MINURCAT		1 229		
	MINURSO	1 242	1 151	1 211	1 191
	MONUSCO		1 253		1 220
B-1900D	MINURCAT		412		
	MINUSTAH		415		451
	UNAMID		438		458
	UNMIS		447		
	UNMIT	432	448	443	466
	MONUSCO		417		433
	UNISFA				436
	UNMISS				428
	UNOCI				434
B-200	MINURCAT		345		
	UNMIL		456		465
	UNMIS	332	349	354	
	UNISFA				309
	UNMISS				355
B-757-200	UNMIL	4 139	4 113	4 236	4 367
C-130 Hercules	MONUSCO	2 534	2 354	2 453	2 800
Casa 212	MINUSTAH	389	382	362	–
CRJ-200	UNAMID		1 537		1 599
	UNMIL		1 317		–
	UNMIS	1 498	1 598	1 528	
	MONUSCO		1 479		1 507
	UNMISS				1 519
DHC-7	MINUSTAH		834		846
	UNOCI	825	744	819	834
	UNMIL		849		900
	UNMISS				799

<i>Aircraft</i>	<i>Mission</i>	<i>Standard litres/ hour (2011, United Nations)</i>	<i>Actual average litres/hour (2010/11)</i>	<i>Standard litres/ hour (2012, United Nations)</i>	<i>Actual average litres/hour (2011/12)</i>
DHC-8	MINURCAT	694	689	724	
	UNOCI				681
	UNAMID		864		764
	MONUSCO		722		695
HS-125	MINURCAT	1 057	1 016	956	
	UNMIT				990
IL-76	UNAMID	9 209	7 566	9867	8 874
	MONUSCO		10 290		9 520
L-100	MONUSCO	2 503	2 447	2 582	2 707
Learjet 55	UNOCI	749	789	789	789
	MONUSCO		791		–
Let 410	UNAMID		350		336
	UNMIS	344	366	353	
	UNMISS				354
	MINURCAT	3 367	3 620	3 647	
MD-83	UNAMID		3 776		3 843
CRJ-100	MINURCAT	1 394	1 410	1 392	
	MONUSCO		1 317		–
CL-600	UNMIS	1 338	1 486	1 458	
Learjet 60	UNAMID	746	822	841	918
B-737-500	UNAMID		3 108		2 939
	UNMIL	3 137	–	3 091	3 089
	UNMIS		3 162		
	UNMISS				766
ATR-72	UNMIS	900	731	760	
	UNMISS				766
Agusta A109	UNOCI	165	193	174	–
Alouette II SA-315	MONUSCO	178	138	181	184
AS-330 Puma	UNMIS		582		
	MONUSCO	533		559	548
	UNMISS				346
	MINURCAT		286		
Bell-212	MINUSTAH		253		420
	UNOCI		296		294
	UNFICYP	326	306	338	281
	UNIFIL		356		348
	MONUSCO		293		304
	UNFICYP				
H-500	UNFICYP	96	86	94	83

<i>Aircraft</i>	<i>Mission</i>	<i>Standard litres/ hour (2011, United Nations)</i>	<i>Actual average litres/hour (2010/11)</i>	<i>Standard litres/ hour (2012, United Nations)</i>	<i>Actual average litres/hour (2011/12)</i>
Mi-17	MINURCAT	658	549	683	
	UNOCI		689		682
	UNAMID		566		–
	UNIFIL		634		574
	UNMIS		664		
	MONUSCO		509		590
	UNISFA				732
	UNMISS				734
Mi-24	UNMIL	801	669	774	680
	MONUSCO				628
Mi-25	MONUSCO	675	380	703	–
Mi-26	MINURCAT		2 703		
	UNAMID		2 313		2 338
	UNMIL		2 583		2 641
	UNMIS	2 548	2 764	2 596	
	MONUSCO		2 521		2 567
	UNISFA				2 436
	UNMISS				2 539
Mi-35	UNAMID	700	827	751	885
	MONUSCO		595		483
Mi-8MTV	MINURCAT		616		
	MINURSO		660		643
	MINUSTAH		587		577
	UNOCI		634		652
	UNAMID		575		566
	UNIFIL		587		740
	UNMIL	665	691	653	660
	UNMIS		683		
	UNMIT		629		618
	MONUSCO		595		628
	UNISFA				666
	UNMISS				648
Oryx (modified Puma)	MONUSCO	547	512	555	544
Bell-205	UNIFIL	318	277	281	–
Bell UH-1H Huey	MINUSTAH	315	275	333	368

## Annex IX

## Savings attributed to the global field support strategy, 2011/12 and 2012/13

(Thousands of United States dollars)

<i>Initiative</i>	<i>Global Service Centre</i>	<i>Regional Service Centre</i>	<i>MINURCAT</i>	<i>MONUSCO</i>	<i>UNAMID</i>	<i>UNIFIL</i>	<i>UNISFA</i>	<i>UNMISS</i>	<i>Total</i>
<b>Actual cost savings in 2011/12</b>									
Longer-term charter aircraft <sup>a</sup>	–	–	–	–	–	–	–	–	–
Transfer of 3 posts from Headquarters to Global Service Centre <sup>b</sup>	186.7	–	–	–	–	–	–	–	186.7
Posts abolished/transferred to Regional Service Centre <sup>c,d</sup>	–	1 836.5	–	–	–	–	2 194.4	–	4 030.9
Savings from optimization of Transportation and Movements Integrated Control Centre	–	–	7 126.2	36 495.1	50 519.1	–	–	8 262.2	102 402.6
<b>Total</b>	<b>186.7</b>	<b>1 836.5</b>	<b>7 126.2</b>	<b>36 495.1</b>	<b>50 519.1</b>	<b>–</b>	<b>2 194.4</b>	<b>8 262.2</b>	<b>106 620.2</b>
<b>Projected cost savings in 2012/13</b>									
Longer-term charter aircraft <sup>a</sup>	–	–	–	1 564.0	291.9	110.1	–	–	1 966.0
Transfer of posts from Headquarters to Global Service Centre <sup>b</sup>	(285.1)	–	–	–	–	–	–	–	(285.1)
Posts abolished/transferred to Regional Service Centre <sup>c</sup>	–	12 354.8	–	–	–	–	2 194.4	–	14 549.2
Savings from optimization of Transportation and Movements Integrated Control Centre	–	–	–	–	–	–	–	–	–
<b>Total</b>	<b>(285.1)</b>	<b>12 354.8</b>	<b>–</b>	<b>1 564.0</b>	<b>291.9</b>	<b>110.1</b>	<b>2 194.4</b>	<b>–</b>	<b>16 230.1</b>
<b>Total cost savings, 2011/12 and 2012/13</b>									
Longer-term charter aircraft <sup>a</sup>	–	–	–	1 564.0	291.9	110.1	–	–	1 966.0
Transfer of 3 posts from Headquarters to Global Service Centre <sup>b</sup>	(98.4)	–	–	–	–	–	–	–	(98.4)

<i>Initiative</i>	<i>Global Service Centre</i>	<i>Regional Service Centre</i>	<i>MINURCAT</i>	<i>MONUSCO</i>	<i>UNAMID</i>	<i>UNIFIL</i>	<i>UNISFA</i>	<i>UNMISS</i>	<i>Total</i>
Posts abolished/ transferred to Regional Service Centre <sup>c</sup>	– 14 191.3		–	–	–	–	4 388.8	–	18 580.1
Savings from optimization of Transportation and Movements Integrated Control Centre <sup>c</sup>	–	–	7 126.2	36 495.1	50 519.1	–	–	8 262.2	102 402.6
<b>Total</b>	<b>(98.4)</b>	<b>14 191.3</b>	<b>7 126.2</b>	<b>38 059.1</b>	<b>50 811.0</b>	<b>110.1</b>	<b>4 388.8</b>	<b>8 262.2</b>	<b>122 850.3</b>

<sup>a</sup> See A/67/723, annex I, para. 5.

<sup>b</sup> See A/67/723, annex I, para. 12.

<sup>c</sup> See A/67/723, annex II, table B.2.

<sup>d</sup> Includes savings from 2009/10 and 2010/11.

## Annex X

### Services provided by the Regional Service Centre

#### Current services

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##### Financial services

Payroll services for all international and national staff in Entebbe

Review and payment of vendor invoices

Review and payment of claims from applicable uniformed personnel and civilian personnel

Support in the preparation of financial statements

Banking services for the Centre

International banking services

##### Transport and movement coordination

Troop rotations and other movements

Transportation solutions through integrated flight schedule and ad hoc flight schedules

##### Human resources services

Recruitment of personnel for the Centre

Onboarding of Centre staff and of the ones selected by the missions

Management of attendance and leave

Contracts administration

Administration of entitlements and benefits

Travel services

Checking in and checking out

##### Other operational support

Training and conference management services

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#### Additional future services

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##### Back-office logistical support

Writing of specifications

Technical evaluations

Overall support for the procurement process

##### Transport and movement coordination

Coordinated multimodal movements

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##### Information technology services

Telephone billing

Network management

Help desk