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

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Report of the Advisory Committee on Administrative and Budgetary Questions

I. Introduction and background

1. The Advisory Committee on Administrative and Budgetary questions has considered the note by the Secretary-General containing a request for authority to enter into commitments with assessment in the total amount of \$130,227,800 gross (\$126,431,000 net) for the maintenance of the African Union-United Nations Hybrid Operation in Darfur (UNAMID) for the period from 1 January to 31 March 2020 (A/74/562). During its consideration of the document, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 11 December 2019.

2. In its resolution 2495 (2019) of 31 October 2019, the Security Council decided to extend until 31 October 2020 the mandate of UNAMID, as set out in resolution 2429 (2018). The Council further decided that, in line with existing tasks and in cooperation with the United Nations country team, UNAMID shall focus on: (a) support to the peace process; (b) support to peacebuilding activities, including strengthening the State liaison functions and expanding them into Jebel Marra; and (c) the protection of civilians.

3. In the same resolution, the Council requested the Secretary-General and the Chairperson of the African Union Commission to provide the Security Council with a special report by no later than 31 January 2020, including the following: (a) an assessment of the situation on the ground, an update on the peace process, information on the status of previously handed-over UNAMID team sites and recommendations on the appropriate course of action regarding the drawdown of UNAMID; and (b) options for a follow-on presence to UNAMID, based on the views and the needs of the Government of Sudan. In addition, the Council expressed its intention, taking



into account the findings of the Special Report, to decide by 31 March 2020, courses of action regarding the responsible drawdown and exit of UNAMID.

4. With regard to the request for a commitment authority, the Secretary-General indicates that he proposes financing arrangements for UNAMID for the three-month period until 31 March 2020 to provide the Operation with adequate resources to continue to fulfil its mandate. The three-month period will continue to be a period of consolidation as the Secretary-General awaits the decisions of the Council, expected after an assessment of the situation on the ground, on the appropriate course of action regarding the drawdown of UNAMID.

5. Upon enquiry, the Advisory Committee was informed that the Secretary-General would prepare a detailed budget proposal for the period from 1 July 2019 to 30 June 2020, which would supersede the commitment authority approved for the period from 1 July to 31 December 2019 and the commitment authority currently presented by the Secretary-General for the period from 1 January to 31 March 2020. Furthermore, the Secretary-General expected that the budget proposal would be submitted to the General Assembly at the beginning of 2020. The Committee notes that the level of information for the full budget proposal at the time of submission will be similar to the level that was available for the two requests for a commitment authority for the periods from 1 July to 31 December 2019 and 1 January to 31 March 2020, and therefore considers that the budget documents would be prepared and submitted based on the same assumptions. **In this context, the Advisory Committee considers that the Secretary-General should have proposed a budget for a twelve-month period from 1 July 2019 to 30 June 2020 rather than requesting a commitment authority for a three-month period from 1 January to 31 March 2020.**

II. Information on the current period, from 1 July to 31 December 2019

6. In its resolution [73/278 B](#), the General Assembly authorized the Secretary-General to enter into commitments for the Operation in an amount not exceeding \$257,970,900 for the period from 1 July to 31 December 2019. Upon enquiry, the Advisory Committee was informed that the expenditures as at 30 November 2019 had amounted to \$240,375,000 and the expenditures for the month of December 2019 were projected at \$34,599,500, which would result in a projected overexpenditure of \$17,003,600, if no prioritization measures were taken. Upon further enquiry, the Committee was informed that UNAMID was reviewing its ongoing resource requirements and monitoring its daily expenditures and activities to ensure that its overall expenditures for the six-month period would not exceed the approved commitment authority amount of \$257,970,900.

7. The Advisory Committee was further informed, upon enquiry, that, as at 2 December 2019, the cash available to the Operation amounted to \$74,313,100 reflecting an amount of \$75,000,000 borrowed from active peacekeeping missions and a negative cash balance of \$686,900 prior to that borrowing.

8. The information provided also indicated that the claims regarding contingent-owned equipment had been verified up to June 2019 and that the total amount to be paid for contingent-owned equipment claims was estimated at \$35,057,500 at the end of 2019.

9. With regard to death and disability compensations, the Advisory Committee was informed that, as at 27 November 2019, an amount of \$8,338,000 had been paid to settle 213 claims since the inception of the Operation and 14 claims were pending.

The Advisory Committee trusts that the pending claims will be settled expeditiously.

III. Resource requirements for the period from 1 January to 31 March 2020

Overview

10. The Secretary-General indicates that the total requirement for the maintenance of UNAMID for the three-month period from 1 January to 30 March 2020 amounts to \$130,227,800, which represents an increase of \$1,242,350 (or 1 per cent) compared with half of the appropriation for the six-month period from 1 July to 31 December 2019.

Military and police personnel

11. The Secretary-General indicates that, in accordance with Security Council resolution 2495 (2019), the Operation will maintain the current ceilings of 4,050 military personnel and 2,500 police personnel. The proposed requirement for uniformed personnel amounts to \$56,928,200 for the three-month period, which represents a reduction of \$782,250 (or 13.6 per cent) compared with half of the apportionment for the six-month period from 1 July to 31 December 2019. The requirement provides for the following categories of uniformed personnel: military observers (\$392,100), military contingents (\$36,142,500), United Nations police (\$6,189,900) and formed police units (\$14,203,700) (see A/74/562, table on financial resources). The supplementary information provided to the Advisory Committee indicates that the reduced requirement primarily reflects: (a) a lower volume of travel on emplacement, rotation and repatriation due to the consolidation of the operating sites of UNAMID; (b) the absence of recreational leave allowance for a three-month period; and (c) higher vacancy rates for military observers (from 15 per cent to 30 per cent) and United Nations police (from 2 per cent to 23 per cent) than budgeted during the previous period.

Civilian personnel

12. As regards civilian personnel, the Secretary-General indicates that the maximum civilian personnel strength will be 1,580 posts and positions, including 531 international staff, 878 national staff, 68 United Nations Volunteers, 97 temporary positions and 6 government-provided personnel (*ibid.*, para. 29). The proposed requirement for civilian personnel for the three-month period amounts to \$39,404,000, which represents an increase of \$4,400,500 (or 12.6 per cent) compared with half of the apportionment for the six-month period from 1 July to 31 December 2019. The requirement would include resources for the following categories of personnel: international staff (\$26,867,100), national staff (\$9,824,200), United Nations Volunteers (\$1,056,300), general temporary assistance (\$1,593,100) and government-provided personnel (\$63,300) (*ibid.*, table on financial resources).

13. The requirements for posts reflect the following vacancy rates: 6 per cent for international staff; zero per cent for National Professional Officers; 1 per cent for national General Service staff; and 3 per cent for United Nations Volunteers. According to the Secretary-General, the proposed vacancy rates take into account recent deployment patterns (*ibid.*, paras. 37–41). Upon request, the Advisory Committee was provided with information showing that the actual vacancy rates as at 31 October 2019 were: 5.8 per cent for international staff; 1.6 per cent for National Professional Officers; 1.5 per cent for national General Service staff; and 2.9 per cent for United Nations Volunteers. **The Advisory Committee reiterates its view that**

budgeted vacancy rates should be based, as much as possible, on actual vacancy rates. In cases where the proposed budgeted rates differ from the actual rates at the time of budget preparation, clear justification should be provided in the related budget documents for the rates used (A/70/742, para. 45, and A/73/755/Add.10, para. 17).

14. The Secretary-General indicates that UNAMID plans to hire an individual consultant to provide training sessions on the downsizing and liquidation processes (A/74/562, para. 30). **The Advisory Committee reiterates the need for capacity-building activities to support national staff during the downsizing and requests that detailed information thereon be presented in the next budget proposal (see also A/73/755/Add.10, para. 26).**

Operational costs

15. The proposed requirement for operational costs over the three-month period amounts to \$33,895,600, which represents a reduction of \$2,375,900 (or 6.6 per cent) compared with half of the apportionment for the six-month period from 1 July to 31 December 2019.

Consultant and individual contractors

16. The Secretary-General indicates that requirements in the amount of \$156,900 under consultant and consulting services (compared with the apportionment of \$49,100 for the six-month period from 1 July to 31 December 2019), would provide for various individual consultants on mediation, human rights and conflict-related sexual violence, as well as a gender expert specialized in relation to peace and security, the rule of law, judicial system and prisons advisory services (A/74/562, para. 45). **The Advisory Committee recalls that the General Assembly has affirmed repeatedly that the use of consultants should be kept to an absolute minimum and that their services should be used only when necessary, and stressed the need for using the in-house capacity of the Organization to perform core activities or to fulfil functions that are recurrent over the long term (General Assembly resolutions 70/247, para. 45, and 71/263, para. 34).**

Programmatic activities

17. The Secretary-General indicates that an amount of \$10,234,500 is proposed to support programmatic activities during the three-month period (A/74/562, para. 53). Upon request, the Advisory Committee was provided with the following table on the breakdown of the programmatic activities for UNAMID for the period from 1 January to 31 March 2020.

Table 1
Breakdown of programmatic activities for the African Union–United Nations Hybrid Operation in Darfur for the period 1 January–31 March 2020

(United States dollars)

<i>Programmatic Activities</i>	<i>State liaison functions (four Darfur states)</i>	<i>State liaison functions (greater Jebel Marra)</i>	<i>UNAMID core activities</i>	<i>Total</i>
Support to rule of law (police, judiciary and corrections)	1 594 300	303 300		1 897 600
Support to the promotion of human rights	956 000	65 400		1 021 400
Support to durable solutions and livelihoods	3 894 100	2 043 700		5 937 800
Operational support costs	300 000			300 000

<i>Programmatic Activities</i>	<i>State liaison functions (four Darfur states)</i>	<i>State liaison functions (greater Jebel Marra)</i>	<i>UNAMID core activities</i>	<i>Total</i>
Support to the peace process			156 500	156 500
Protection of civilians			671 200	671 200
Support to local conflict mediation			250 000	250 000
Total	6 744 400	2 412 400	1 077 700	10 234 500

18. The Secretary-General indicates that the total requirement for programmatic activities of \$10,234,500 includes an amount of \$9,156,800 to enable the United Nations country team to continue to undertake programmatic activities as part of the State liaison functions. These functions cover the areas of rule of law, resilience and livelihoods/durable solutions for the displaced population and host communities, specific services for internal displaced persons and human rights (A/74/562, para. 53). As shown in the table above, the proposed amount covers the costs of the state liaison functions in four Darfur states (\$6,744,400) and in the greater Jebel Marra area (\$2,412,400). The latter cost represents an additional requirement reflecting the extended mandate of UNAMID as decided upon by the Security Council in its resolution 2495 (2019). The Secretary-General indicates that an additional amount of \$1,077,700 would support programmatic activities related to peace promotion, recovery, community stability and security in the greater Jebel Marra area, as part of UNAMID core activities (A/74/562, paras. 10 and 54).

19. In his note, the Secretary-General uses the term “other programmatic activities” when referring to both the State liaison functions and UNAMID core programmatic activities. **In the view of the Advisory Committee, the Secretary-General’s use of the term “other” to define different programmatic activities is confusing. The Committee trusts that this matter will be clarified in the next budget submission on UNAMID.**

20. Upon enquiry, the Advisory Committee was informed that, of an approved amount of \$660,480 for UNAMID core programmatic activities for the period from 1 July to 31 December 2019, only \$366,523 (or 55 per cent) had been expended as at 30 November 2019. Upon enquiry, the Committee was informed that, according to the Secretary-General, there would not be an overlap of functions between UNAMID programmatic activities and the country office of the Office of the United Nations High Commissioner for Human Rights (OHCHR), which is proposed to be established in Khartoum (see A/74/529, paras. 239 and 244, and A/74/7/Add.26, para. 18).

21. **The Advisory Committee considers that additional clarification is needed regarding the delineation and monitoring of the different programmatic activities undertaken in Darfur together with more realistic projections. The Committee trusts that updated information will be provided to the General Assembly at the time of its consideration of the present and that updated details will be included in the next report of the Secretary-General on UNAMID.**

Camp closure and environmental mitigation

22. The Secretary-General indicates that the proposed requirements amounting to \$3,722,700 for facilities and infrastructure include provisions for activities related to the environmental clean-up and bioremediation of the Operation’s sites (A/74/562, para. 47). Upon enquiry, the Advisory Committee was informed that the Operation was committed to continuous environmental clean-up activities in all of its 15 locations in Darfur and had identified critical activities to be carried out as part of the environmental clean-up exercise, including bioremediation of petrol oil and

lubricants in contaminated soil. In addition, UNAMID was constructing a waste management yard at the El Fasher logistics base as a way of improving solid waste management practices and methodologies. **The Advisory Committee stresses the importance of compliance with the United Nations environmental and waste management policy and procedures, as requested by the General Assembly in paragraph 31 of its resolution 70/286. Furthermore, the Committee is of the view that lessons learned from the closed peacekeeping operations with respect to environmental clearance activities should be applied by the Operation and trusts that updated information will be provided to the General Assembly at the time of its consideration of the present report.**

Transition

23. The Secretary-General indicates that the proposed resources for the three-month period from 1 January to 31 March 2020 are based on the existing mandate of UNAMID, which incorporates a whole-of-system approach for Darfur, including a transition concept for the drawdown and exit of the Operation that focuses on providing sustainable solutions to the critical drivers of conflict, through substantive areas identified as critical to preventing relapse. To strengthen the coordination of the transition planning, UNAMID has established a joint transition cell with the United Nations country team (*ibid.*, para. 9). Upon enquiry, the Advisory Committee was informed that, in addition, a comprehensive joint transition action plan had been developed and endorsed by UNAMID and the United Nations country team in March 2019. The plan sets out the roles, responsibilities and specific deliverables affecting the transition process and aims at ensuring broad coherence while providing resources for day-to-day coordination.

IV. Conclusion

24. The action to be taken by the General Assembly in connection with the financing of UNAMID are indicated in paragraph 55 of the Secretary-General's note. **Taking into account its observations and recommendations above, the Advisory Committee recommends that the General Assembly:**

(a) **Authorize the Secretary-General to enter into commitments in an amount not exceeding \$130,227,800 for the maintenance of the Operation for the three-month period from 1 January to 31 March 2020;**

(b) **Assess the amount in subparagraph (a) above.**