



# General Assembly

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

## Budget performance for the period from 1 July 2019 to 30 June 2020 and proposed budget for the period from 1 July 2021 to 30 June 2022 of the African Union-United Nations Hybrid Operation in Darfur

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

Approved resources for 2019/20	\$514,505,600
Expenditure for 2019/20	\$509,292,600
Unencumbered balance for 2019/20	\$5,213,000
Appropriation for 2020/21 <sup>a</sup>	\$484,687,100
Projected expenditure for 2020/21 <sup>b</sup>	\$484,238,300
Projected underexpenditure for 2020/21 <sup>b</sup>	\$448,800
Proposal submitted by the Secretary-General for 2021/22	\$82,397,100
Adjustment recommended by the Advisory Committee for 2021/22	(\$1,341,200)
Recommendation of the Advisory Committee for 2021/22	\$81,055,900

<sup>a</sup> The sum of appropriated resources of \$438,962,800 gross (\$423,744,000 net) for the period from 1 July 2020 to 30 June 2021 and resources authorized under commitment authority of \$45,724,300 for the period from 1 January to 30 June 2021. The General Assembly, by its resolution [75/251](#) B authorized the Secretary-General to enter into commitments for the Operation in an amount not exceeding \$45,724,300 for the period from 1 January to 30 June 2021, taking into account the amount of \$240,182,900 for the period from 1 July to 31 December 2020 and the amount of \$198,779,900 for the period from 1 January to 30 June 2021 previously authorized by the General Assembly. The authorized resources of \$45,724,300 represent a decrease of \$1,000,000 compared to the amount proposed by the Secretary-General.

<sup>b</sup> Estimates as at 28 May 2021.



## I. Introduction

1. During its consideration of the financing of the African Union-United Nations Hybrid Operation in Darfur (UNAMID), the Advisory Committee on Administrative and Budgetary Questions received additional information and clarification from representatives of the Secretary-General, concluding with written responses received on 19 May 2021. The comments and recommendations of the Advisory Committee on cross-cutting issues related to peacekeeping operations are contained in its report ([A/75/822](#)), and those pertaining to the findings and recommendations of the Board of Auditors on the United Nations peacekeeping operations for the period from 1 July 2019 to 30 June 2020 can be found in its related report ([A/75/829](#)).

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

2. The General Assembly, by its resolution [74/261](#) B, appropriated the amount of \$514,505,600 gross (\$500,319,300 net) for the maintenance of the Operation for the period from 1 July 2019 to 30 June 2020, inclusive of the amount of \$388,198,700 gross (\$377,477,100 net) previously authorized for the Operation for the period from 1 July 2019 to 31 March 2020. Expenditures for the period totalled \$509,292,600 gross (\$492,643,400 net) compared with approved resources of \$514,505,600, representing an implementation rate of 99.0 per cent, which is lower than the implementation rate of 99.9 per cent experienced for the 2018/19 period.

3. The resulting unencumbered balance of \$5,213,000, in gross terms, represents 1.0 per cent of the overall level of resources approved for the financial period and is a combination of: (a) lower-than-budgeted expenditures under operational costs (\$10,001,900, or 7.9 per cent), owing primarily to lower-than-budgeted requirements for official travel in relation to the coronavirus disease (COVID-19) pandemic as well as lower requirements for freight, individual contractual services and programmatic activities as a result of travel restrictions and limitations on gatherings in connection with the COVID-19 pandemic; and (b) higher-than-budgeted expenditures for uniformed personnel (\$1,358,000, or 0.6 per cent), owing mainly to a higher-than-budgeted mission subsistence allowance for the United Nations police officers, and higher requirements for civilian personnel (\$3,430,900, or 2.1 per cent), owing primarily to the increase in the post adjustment multiplier for the Sudan during the performance period for international staff and an increase in the average level and step for national staff. A detailed analysis of variances is provided in section IV of the report of the Secretary-General on the budget performance of the Operation for the period from 1 July 2019 to 30 June 2020 ([A/75/865](#)).

4. During 2019/20, a total of \$1,408,600 was redeployed from group III (operational costs) to group I (military and police personnel) to cover the higher-than-planned mission subsistence allowance for the United Nations police officers owing mainly to the change in the accommodation arrangement. A total of \$3,467,600 was also redeployed from group III (operational costs) to group II (civilian personnel) to cover: (a) higher-than-planned salaries for international staff owing to the increase in the post adjustment multiplier during the performance period; and (b) higher-than-planned salaries for national staff owing to the change in average level and step. The redeployment of funds from group III, operational costs, was possible mainly because of lower requirements under the air operations and other supplies, services and equipment budget classes (*ibid.*, para. 101).

*Matters pertaining to the report of the Board of Auditors*

5. In considering the reports of the Secretary-General on the financing of UNAMID, the Advisory Committee also had before it the report of the Board of Auditors on the accounts of the United Nations peacekeeping operations for the financial period ended 30 June 2020 (A/75/5 (Vol. II), chap. II). In its report, the Board made observations and recommendations pertaining to UNAMID, including on: (a) short- and long-term vacancies (*ibid.*, para. 189); (b) weapons and ammunition management (*ibid.*, paras. 236–237); (c) lessons learned from the arbitral proceeding (*ibid.*, para. 292); and (d) the drawdown of UNAMID as regards the disposal of excessive inventory holdings and the handover of a communication tower (*ibid.*, paras. 314 and 318). **The Advisory Committee concurs with the Board of Auditors on the recommendations regarding administrative and budgetary matters and trusts that they will be implemented in a timely manner.**

### III. Information on performance for the current period

6. The Advisory Committee recalls that for the financial period from 1 July 2020 to 30 June 2021 for UNAMID, the General Assembly authorized the Secretary-General to enter into commitments, with assessment, as follows: (a) in an amount not exceeding \$240,182,900 for the period from 1 July to 31 December 2020 (resolution 74/261 C); and (b) in an amount not exceeding \$198,779,900 for the period from 1 January to 30 June 2021 (resolution 75/251 A). The Committee also recalls that the total resources of \$484,687,100 represent the sum of appropriated resources of \$438,962,800 gross (\$423,744,000 net) and resources of \$45,724,300 authorized under commitment authority for the period from 1 January to 30 June 2021 (resolution 75/251 B).

7. With regard to current and projected expenditures for the period from 1 July 2020 to 30 June 2021, the Advisory Committee was informed that, as at 31 March 2021, expenditures amounted to \$334,578,100 against a total appropriation of \$484,687,100. Upon further enquiry, the Committee was informed that, at the end of the current financial period, the estimated total expenditures would amount to \$484,238,300, resulting in a projected unencumbered balance of \$448,800. **The Advisory Committee trusts that the updated information regarding the latest expenditures incurred by UNAMID, and the status of the unencumbered balance, will be provided to the General Assembly at the time of its consideration of the present report.**

8. As at 30 April 2021, a total of \$16,833,014,000 had been assessed on Member States since the inception of UNAMID. Payments received amounted to \$16,664,166,000, leaving an outstanding balance of \$168,848,000. As at 26 April 2021, the cash available to the Operation amounted to \$93,492,000, which is sufficient to cover the three-month operating reserve of \$78,894,000 (excluding reimbursements to troop- and police-contributing countries). **The Advisory Committee recalls that the General Assembly has repeatedly urged all Member States to fulfil their financial obligations as set out in the Charter of the United Nations on time, in full and without conditions.**

9. The Advisory Committee was informed that claims for the reimbursement of troop costs had been settled up to September 2020, leaving an outstanding balance of \$64,901,800 as at 31 December 2020. Contingent-owned equipment had been certified up to December 2020 and paid up to March 2020, leaving an outstanding balance of \$43,958,900 as at 31 December 2020.

10. The Advisory Committee was informed that, as at 29 April 2021, an amount of \$8,943,000 had been paid to settle 228 death and disability claims since the inception of the Operation, and 13 claims were pending.

11. **The Advisory Committee trusts that the outstanding death and disability claims and the reimbursement of troop costs and contingent-owned equipment will be settled expeditiously.**

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

##### **A. Mandate and planning assumptions**

12. The mandate of UNAMID was established by the Security Council in its resolution [1769 \(2007\)](#). In its resolution [2559 \(2020\)](#), the Council decided to terminate the mandate of UNAMID as of 31 December 2020. The Council requested the Secretary-General to commence the drawdown of UNAMID personnel on 1 January 2021 and to complete the withdrawal of all uniformed and civilian UNAMID personnel by 30 June 2021, other than those required for the Operation's liquidation. The Council also decided to authorize, for the duration of the UNAMID drawdown and liquidation, the retention of a guard unit from within the existing UNAMID footprint to protect the Operation's personnel, facilities and assets.

13. Also in its resolution [2559 \(2020\)](#), the Security Council reiterated its request to the Secretary-General to continue and expedite transition planning and management in accordance with the established policies, directives and best practices in order to ensure that the transition from UNAMID to the United Nations Integrated Transition Assistance Mission in the Sudan (UNITAMS) was phased, sequenced and efficient. Information on the planning assumptions, including the liquidation and mission support initiatives of UNAMID, for 2021/22 are summarized in section I.B of the report of the Secretary-General on the proposed budget ([A/75/867](#)).

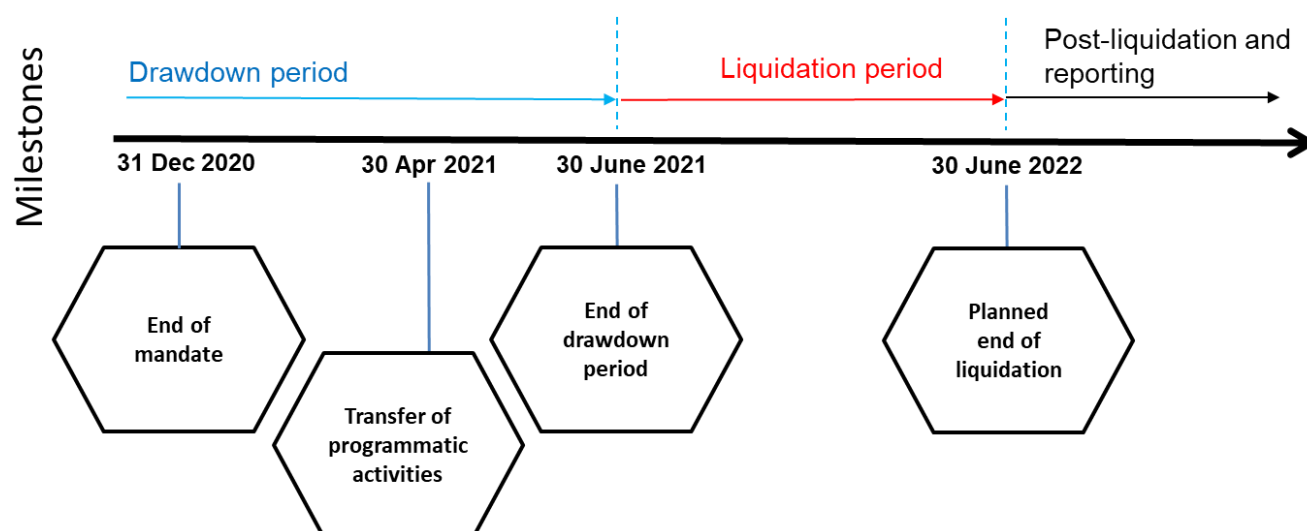
14. In the report, the Secretary-General indicates that UNAMID is currently in the midst of the progressive operational drawdown called for by the Security Council in resolution [2559 \(2020\)](#), which is to be completed by 30 June 2021. By the end of the drawdown period, the Operation is expected to: (a) complete the handover of transition tasks to UNITAMS; (b) finalize the handover its programmatic portfolio to the United Nations country team; and (c) physically close, environmentally clean up, co-identify civilian end users of and hand over a total of 14 team sites, except the El Fasher camp, from which it will operate during the proposed 12-month liquidation period, along with a limited presence in Khartoum and Port Sudan (*ibid.*, para. 5).

15. The Advisory Committee recalls that it was informed, upon enquiry, that UNAMID and UNITAMS had established a joint coordination mechanism and adopted a joint framework identifying priority activities for transfer, namely, political support for the Sudan in its quest for a long-lasting settlement, peacebuilding issues and protection concerns. While UNAMID draws lessons from previous closures of United Nations peacekeeping operations (see para. 41 below), the Operation's transition is unique in the sense that the cessation of the mandate happened before the actual drawdown of its substantive component. The Committee recalls that the drawdown of the Operation is being carried out in a post-mandate phase, compared with mission drawdown conducted on a gradual basis, concurrently with a phased reduction in mandated activities in other peacekeeping operations ([A/75/839](#), para. 6).

16. The Secretary-General indicates that during the liquidation period, the liquidation team will operate out of the El Fasher camp and will maintain a limited presence in Port Sudan and Khartoum. The Khartoum Liaison Office will be transferred to UNITAMS by 31 May 2021, with UNAMID utilizing shared space during the 2021/22 period. The Secretary-General further indicates that by the end of the drawdown period, it is planned that the Operation will have disposed of, in compliance with the Financial Regulations and Rules of the United Nations, property holdings amounting to approximately \$200 million in acquisition value (\$100 million in residual value), including all real estate and infrastructure assets in all physical locations outside the El Fasher camp, as well as the assets at the Agricultural Research Corporation compound and the Joint Security Operations Centre in El Fasher (A/75/867, paras. 8, 9 and 12). The Advisory Committee was provided with additional information regarding the current stage of the drawdown (see figure I).

Figure I

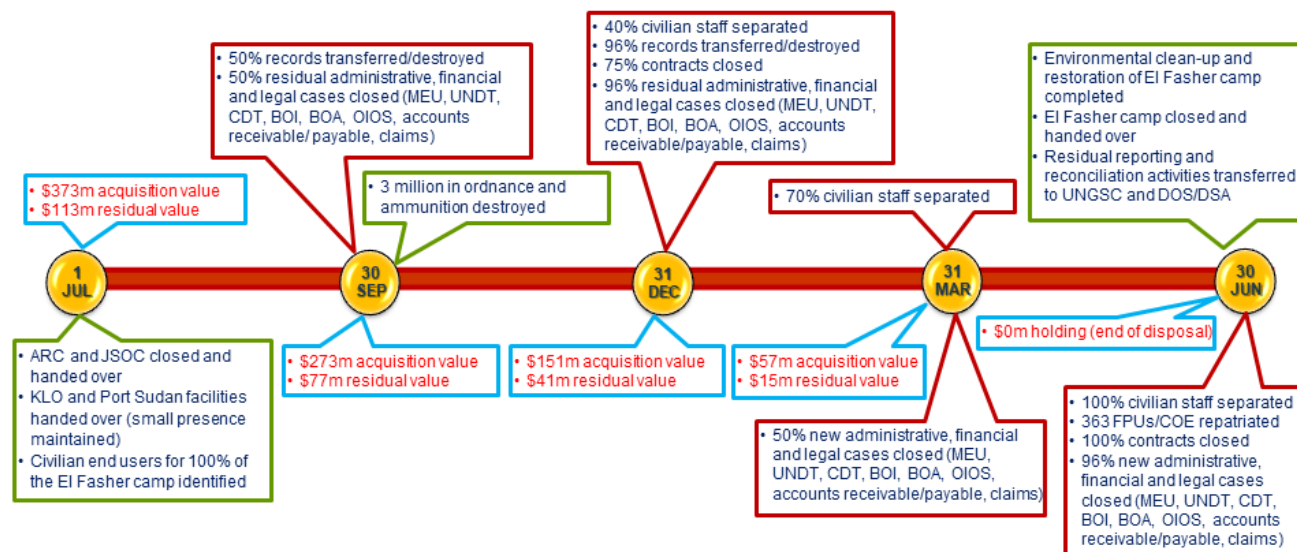
**Drawdown and liquidation phases of the African Union-United Nations Hybrid Operation in Darfur mandate in line with Security Council resolution 2559 (2020)**



17. The Advisory Committee was also provided with information regarding the length of the liquidation period, the activities to be performed and the staffing required, as well as the status of and framework for the transition of residual activities from UNAMID to the United Nations country team (see figure II).

Figure II

**African Union-United Nations Hybrid Operation in Darfur: activities to be performed during the period from 1 July 2021 to 30 June 2022**



*Abbreviations:* ARC, Agricultural Research Corporation; BOA, Board of Auditors; BOI, Board of Inquiry Section; CDT, Conduct and Discipline Team; COE, contingent-owned equipment; DOS/DSA, Division for Special Activities in the Department of Operational Support; FPU, formed police unit; JSOC, Joint Security Operations Centre; KLO, Khartoum Liaison Office; MEU, Management Evaluation Unit; OIOS, Office of Internal Oversight Services; UNDT, United Nations Dispute Tribunal; UNGSC, Global Service Centre.

18. Upon enquiry, the Advisory Committee was informed that, during liquidation, UNAMID remains at risk of looting owing to the actual and perceived value of its real estate and other property, and that by the end of March 2022 the liquidation team will have reduced the property holdings to \$15 million of residual value, most of which relates to the real estate of the El Fasher camp (see figure II). The Committee was also informed that as protection is still required but envisaged to be of a lesser extent, funding for the guard unit is being proposed until 31 March 2022. The Committee was informed that the Operation is enhancing its cooperation with the host Government, based on the improved relationship, through strong technical cooperation using a joint task force mechanism of a cross-functional team drawn from all ministries with the aim of supporting the drawdown and liquidation of UNAMID. The Committee was further informed that, while the UNAMID guard unit will provide internal perimeter protection only up to 31 March, an agreement has been reached with the Government of the Sudan to deploy a security force to protect the external perimeter of the camp throughout the entire liquidation period (see also para. 22 below).

19. The Advisory Committee notes the planned timeline of six months for the drawdown of the Operation from 31 December 2020 to 30 June 2021 and the planned liquidation timeline of one year from 1 July 2021 to 30 June 2022. While noting the challenging environment in which UNAMID operates compared to those experienced by other missions during drawdown and liquidation, the Committee would have expected the completion of liquidation to take place over a shorter period of time. The Committee trusts that further information will be provided to the General Assembly at the time of its consideration of the present report.



## B. Resource requirements

20. The proposed budget in the amount of \$82,397,100 for the 2021/22 period represents a decrease of \$356,565,700, or 81.2 per cent, compared with the resources of \$438,962,800 for the 2020/21 period (see table below). The Advisory Committee recalls that the amount of \$484,687,100 represents the sum of appropriated resources of \$438,962,800 gross (\$423,744,000 net) for the period from 1 July 2020 to 30 June 2021 and resources authorized under commitment authority of \$45,724,300 for the period from 1 January to 30 June 2021.

### Financial resources

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

Category	Apportionment (2019/20)	Expenditure (2019/20)	Apportionment (2020/21)	Expenditure as at 31 March 2021	Cost estimates (2021/22)	Variance	
						Amount	Percentage
Military and police personnel	226 194.8	227 552.8	188 642.4	131 442.8	13 317.0	(175 325.4)	(92.9)
Civilian personnel	161 913.4	165 344.3	171 693.7	120 578.4	46 949.3	(124 744.4)	(72.7)
Operational costs	126 397.4	116 395.5	78 626.7	63 960.7	22 130.8	(56 495.9)	(71.9)
<b>Total requirements</b>	<b>514 505.6</b>	<b>509 292.6</b>	<b>438 962.8</b>	<b>315 981.9</b>	<b>82 397.1</b>	<b>(356 565.7)</b>	<b>(81.2)</b>

*Note:* Detailed information on the financial resources proposed and an analysis of variances is provided in sections II and III of the proposed budget for the Operation for 2021/22 ([A/75/867](#)).

### 1. Military and police personnel

Category	Authorized 2020/21 <sup>a</sup>	Proposed 2021/22	Variance
Military observers	49	—	(49)
Military contingent personnel	4 001	—	(4 001)
United Nations police	760	2 <sup>b</sup>	(758)
Formed police unit personnel	1 740	360 <sup>b</sup>	(1 380)

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

<sup>b</sup> The number of United Nations police and formed police unit personnel is proposed for the period from July 2021 to March 2022, with zero units proposed for the period from April to June 2022.

21. The proposed resources for military and police personnel for 2021/22 amount to \$13,317,000, reflecting a decrease of \$175,325,400, or 92.9 per cent, compared with the resources for 2020/21, owing mostly to: (a) a complete withdrawal of military observers and military contingent personnel by 30 June 2021 in accordance with Security Council resolution [2559 \(2020\)](#); (b) the retention of two individual police officers to complement the guard unit for the period from 1 July 2021 to 31 March 2022 during the liquidation period, with the application of a full deployment factor; and (c) reduced requirements attributable to the phased withdrawal of the formed police units in the context of the withdrawal and liquidation of the Operation in accordance with resolution [2559 \(2020\)](#), the proposed retention of two formed police units with up to 180 personnel per unit to complement the guard unit for the period from 1 July 2021 to 31 March 2022, and the application of a full deployment factor for the formed police personnel during the liquidation period ([A/75/867](#), paras. 67–70).

22. Upon enquiry, the Advisory Committee was informed that the agreement reached with the Government of the Sudan would provide for the deployment of a security force of 206 military and 50 police to protect the external perimeter of the

camp and that the Sudanese security forces would represent the first line of defence for the UNAMID camp in El Fasher in case of major security incidents (see para. 18 above). The Committee was informed that the conditionality on the UNAMID uniformed footprint during liquidation is predicated on the positive cooperation recently experienced with the Government. The Committee was also provided with the breakdown of the proposed requirements for security services during the 2021/22 period (see table below).

**Breakdown of African Union-United Nations Hybrid Operation in Darfur requirements for security services during the 2021/22 period**

(United States dollars)

<i>Security service</i>	<i>Location</i>	<i>Number of guards</i>	<i>Total estimated cost</i>
Diplomatic police services	El Fasher	50	60 000
Security arrangement for Port Sudan	Port Sudan	—	36 000
Guard services by the Sudanese force of 206 personnel	El Fasher	206	642 720
<b>Total</b>			<b>738 720</b>

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

**2. Civilian personnel**

<i>Category</i>	<i>Approved 2020/21</i>	<i>Proposed 2021/22</i>	<i>Variance</i>
Posts			
International staff <sup>a</sup>	527	130	(397)
National staff <sup>b</sup>	872	155	(717)
Temporary positions <sup>c</sup>	97	3	(94)
United Nations Volunteers <sup>d</sup>	68	15	(53)
Government-provided personnel	6	—	(6)
<b>Total</b>	<b>1 570</b>	<b>303</b>	<b>(1 267)</b>

<sup>a</sup> A total of 130 international staff posts are proposed for the period from July to December 2021, with a drawdown to 80 posts from January to March 2022 and to 40 posts from April to June 2022.

<sup>b</sup> Includes National Professional Officers and national General Service staff. A total of 155 national staff posts are proposed for the period from July to December 2021, with a drawdown to 92 posts from January to March 2022 and to 46 posts from April to June 2022.

<sup>c</sup> Funded under general temporary assistance. Three positions are proposed for the period from July to December 2021, with a drawdown to zero positions from January to June 2022.

<sup>d</sup> Fifteen international United Nations Volunteer positions are proposed for the period from July to December 2021, with a drawdown to nine positions from January to March 2022 and to four positions from April to June 2022.

24. The proposed resources for civilian personnel for 2021/22 amount to \$46,949,300, reflecting a decrease of \$124,744,400, or 72.7 per cent, compared with the apportionment for 2020/21. The Secretary-General indicates that this decrease is under all categories of civilian personnel and is attributable to the phased withdrawal of staff by 30 June 2021 in accordance with Security Council resolution [2559 \(2020\)](#), other than those required for the Operation's liquidation. In this regard, the Secretary-General proposes that the following numbers of staff be retained during the liquidation period and gradually withdrawn as the Operation's closure progresses:



(a) up to 130 international staff; (b) up to 155 national staff, including 13 National Professional Officers and 142 national General Service staff; and (c) up to 15 international United Nations Volunteers. It is proposed that a full incumbency rate for these categories of staff posts and positions be applied during the liquidation period. The reduced requirements for general temporary assistance positions are likewise attributable to the phased withdrawal of the positions by 30 June 2021, also in accordance with resolution [2559 \(2020\)](#), and are offset in part by the proposed establishment of three general temporary assistance positions for the period from 1 July to 31 December 2021. The reduced requirements for government-provided personnel are due to a complete withdrawal of personnel from the mission area by 30 June 2021, in accordance with resolution [2559 \(2020\)](#).

### **Recommendations on posts and positions**

25. For 2021/22, a total of 303 civilian posts and positions are proposed, compared with 1,570 approved posts and positions for 2020/21. Details with respect to the staffing proposals are provided in section I.C of the report of the Secretary-General and include the drawdown of all categories of civilian personnel attributable to the phased withdrawal of staff by 30 June 2021 in accordance with Security Council resolution [2559 \(2020\)](#) (see para. 24 above) and the establishment of a staff placement team under the Human Resources Management Section in New York. The Secretary-General indicates that the liquidation team will be headed by the Director of Mission Support (D-2), who would be responsible for planning, implementing and reporting on the liquidation activities, and that, in view of the need to support UNAMID in placing staff members holding continuing and permanent appointments across the Secretariat, a team consisting of three general temporary assistance positions, namely, one Human Resources Officer (P-4), one Human Resources Officer (P-3) and one Human Resources Assistant (General Service (Other level)) in the Office of the Assistant Secretary-General for Human Resources in New York is proposed for the period from 1 July to 31 December 2021 ([A/75/867](#), paras. 4 and 53–56).

26. Upon enquiry, the Advisory Committee was informed that in developing the structure and composition for the liquidation team, UNAMID noted the projected footprint starting point on 1 July 2021, the staffing complement required to ensure a successful liquidation and the expectation of full incumbency during the liquidation period. The staffing complement will be reduced by 40 per cent on 1 January 2022 and by 30 per cent on 1 April 2022, in line with targeted milestones that have been accommodated in the planning assumptions and the proposed resources for the 2021/22 period (see civilian personnel table above). The Committee was also provided with details regarding the quarterly milestones and liquidation targets of the team and the requirement to retain 90 civilian staff members as of June 2022.

27. The Advisory Committee was informed that as at the beginning of the liquidation period, there will be property with an estimated residual value of \$113 million that requires disposal and residual administrative and financial activities carried over from the drawdown period ending 30 June 2021, supplemented by administrative and financial activities directly related to the liquidation period. The Committee was further informed that UNAMID will have to contend with uncertainties of the security and political climate in Darfur within which UNAMID operates and that a faster drawdown and liquidation during the 2021/22 financial period would jeopardize the attainment of the established targets and milestone.

### *Staffing considerations during the liquidation period*

28. It is indicated that the selection process of personnel for the liquidation team also took into consideration personnel portfolios relevant to the liquidation period ([A/75/867](#), para. 27). Upon enquiry, the Advisory Committee was informed that the

work by UNAMID on the liquidation team framework, structure and staff eligibility criteria began in March 2020 and formed the basis for the formulation of the drawdown plan. The Committee was informed that owing to the nature of the liquidation, selection of the liquidation team would not be based on individual contractual status but rather on functional needs, and that those staff designated to be part of the liquidation team must have the necessary expertise and knowledge to be retained to work through the liquidation and closure of UNAMID. The Committee was also informed that the liquidation team is not subject to the comparative review process and that should more than one qualified staff member be eligible for a position in the liquidation team, staff would be retained on the basis of contract type and length of service, in accordance with the Staff Regulations and Rules of the United Nations.

29. The Advisory Committee was informed, upon enquiry, that efforts had been made to respect the 2019 directives of the Secretary-General on the UNAMID transition planning to provide a clear framework for the placement of staff members affected by the downsizing in order to broaden opportunities for Secretariat-wide placements and to increase the use of separation packages and limit litigation. In this regard, staff members have received assistance by means of: training, job searches and placements and counselling; the sharing of information through an online platform with the United Nations country team and other United Nations agencies operating in the Sudan; and the broadcast of job openings by United Nations entities, including UNITAMS (see also paras. 34–36 below). The Committee was provided with information regarding training activities from 1 July 2020 to 31 March 2021, prior to the abolishment of the Integrated Mission Training Centre, and was informed that UNAMID conducted a total of 77 courses, including 30 online courses, covering 32 thematic areas for 1,196 personnel, including 182 international and 331 national staff members, 110 United Nations Volunteers and 278 military and 295 police personnel.

30. With regard to staff separated from the Organization, the Advisory Committee was informed that as at 11 May 2021, 335 international and 792 national staff had been separated within the 2020/21 budget period, with a termination indemnity paid only to staff holding permanent or continuing appointments, as staff holding fixed-term or temporary appointments were terminated on the expiry date of their respective letters of appointment. The Committee was informed that the Secretariat does not have budgeted positions to facilitate the placement of staff members affected by downsizing and post abolishment and that, although staff rules 9.6 (e) and 13.1 impose an obligation on the Organization to consider such international staff for retention in suitable positions outside of the normal staff selection process in the global Secretariat, the lack of resources has prevented the Organization from taking a proactive approach towards fulfilling its obligation despite the closure of UNAMID.

31. The Advisory Committee was informed that efforts had been made on an ad hoc basis to support the identification of suitable positions and consider proposals for placement through the Office of the Assistant Secretary-General for Human Resources and the Management Evaluation Unit. Nevertheless, more than 120 UNAMID staff members holding a permanent or continuing appointment are facing termination and the Organization is likely to incur significant liabilities. In this regard, the Committee was informed that of the proposed resources of \$2,054,000 for claims/write-offs/adjustments under other supplies, services and equipment, a provision of \$1,600,000 is proposed to cover potential compensatory claims raised by civilian staff members affected by the downsizing that may result in litigation cases.

32. The Advisory Committee was further informed that the three general temporary assistance positions are proposed for establishment to intensify efforts in placing staff members in positions best suited to their knowledge and qualifications. The remaining UNAMID staff in the Human Resources Management Section will execute all activities pertinent to the massive separation of staff and settling their entitlements,

while also supporting the staff placement team through the provision of information regarding staff members holding permanent or continuing appointments and being considered for placement.

**33. The Advisory Committee notes that the drawdown and liquidation of the Operation is taking place in a challenging environment and during a pandemic. Nevertheless, the Committee stresses that the relevant staff regulations and rules for the retention of staff members on permanent and continuing appointments, including those on gender equality, will be adhered to during the liquidation of the Operation. Furthermore, the Committee trusts that all necessary measures will be taken to limit any potential costs to the Organization (see also A/75/839, paras. 10 (b) and 16) and that detailed information and justifications will be provided in the context of the next performance report.**

*Capacity-building for national staff*

34. The Secretary-General indicates that the Operation does not envision the provision of capacity development training to the proposed 155 national staff members of the liquidation team, given that they already received training during the 2020/21 period in various areas identified as supporting career development and sustainable self-advancement, including retirement, such as soft skills, vocational and technical skills and post-UNAMID sustainability. The Secretary-General further indicates that the experience gained in first-hand liquidation activities will expand and reinforce national staff capacity and increase their chances of securing employment within the United Nations system and in the local and international job markets, and that as a stand-alone package, UNAMID is looking into the transfer of its International Computer Driving Licence centre to the United Nations Development Programme or the University of El Fasher, subject to the United Nations regulatory framework (A/75/867, paras. 27–28). **Taking into consideration the opportunities for national staff presented by the International Computer Driving Licence centre and its imminent transfer, the Advisory Committee trusts that further information will be provided in the next performance report, including on the future sustainability of the centre.**

35. Upon enquiry, the Advisory Committee was informed that in 2016, with the first downsizing in the Operation, and to date, the national staff capacity-building programme has offered various courses to national staff and implemented two job fairs and a series of courses on the theme “Career pathway, and empowering one’s transition” in Khartoum, Zalingei and El Fasher to impart soft skills. The Committee was informed that during February and March 2021, the programme on “Coaching and mentoring for transformation” was delivered to give sustainability to the various careers and alternative livelihoods identified by national staff for themselves, and that other measures are ongoing (see para. 29 above).

**36. The Advisory Committee notes the efforts undertaken by UNAMID to assist national staff in developing the full range of knowledge and skills, and trusts that the necessary support is given in order to find employment opportunities during the drawdown phase and exit of the Operation.**

**37. The Advisory Committee recommends the approval of the Secretary-General’s proposals for civilian personnel.**

### 3. Operational costs

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

Category	Apportionment (2019/20)	Expenditure (2019/20)	Apportionment (2020/21)	Expenditure as at 31 March 2021	Cost estimates (2021/22)	Variance	
						Amount	Percentage
		(1)	(2)		(3)	(4)=(3)-(2)	(5)=(4)/(2)
Civilian electoral observers	—	—	—	—	—	—	—
Consultants and consulting services	196.1	228.2	136.1	149.2	—	(136.1)	(100.0)
Official travel	2 184.7	1 631.0	2 005.3	1 120.4	723.0	(1 282.3)	(63.9)
Facilities and infrastructure	17 432.3	17 362.1	13 413.8	11 051.4	5 396.9	(8 016.9)	(59.8)
Ground transportation	3 322.7	2 409.8	1 777.0	1 376.5	432.9	(1 344.1)	(75.6)
Air operations	37 252.1	33 338.5	26 823.4	24 934.6	3 790.5	(23 032.9)	(85.9)
Marine operations	5.2	22.4	—	18.5	—	—	—
Communications and information technology	14 523.5	11 256.8	12 283.4	9 651.6	3 292.9	(8 990.5)	(73.2)
Medical	803.3	4 042.3	1 366.1	1 034.0	479.4	(886.7)	(64.9)
Special equipment	—	—	—	—	—	—	—
Other supplies, services and equipment	50 677.5	46 104.4	20 821.6	14 624.5	8 015.2	(12 806.4)	(61.5)
Quick-impact projects	—	—	—	—	—	—	—
<b>Total</b>	<b>126 397.4</b>	<b>116 395.5</b>	<b>78 626.7</b>	<b>63 960.7</b>	<b>22 130.8</b>	<b>(56 495.9)</b>	<b>(71.9)</b>

38. The proposed decrease for 2021/22 reflects reduced requirements under all budget classes in the context of the withdrawal and liquidation of the Operation in accordance with Security Council resolution [2559 \(2020\)](#) (A/75/867, sect. III).

39. **While noting the reduced level proposed for the operational costs for 2021/22, the Advisory Committee is not convinced that the provided justifications fully support the requirements listed below. Taking also into account underexpenditure and the likely continued impact of COVID-19, the Committee provides comments and recommends adjustments as follows:**

(a) Facilities and infrastructure: the proposed resources of \$5,396,900 reflect a decrease of \$8,016,900 (59.8 per cent). As at 31 March 2021, total expenditure for 2020/21 amounted to \$11,051,400 against an apportionment of \$13,413,800. The Advisory Committee notes the relatively low implementation under budget lines including construction, alteration, renovation and major maintenance (\$58,300 against an apportionment of \$1,183,100). **The Advisory Committee recommends a reduction of 10 per cent to the proposed resources under facilities and infrastructure in the amount of \$539,700;**

(b) Other supplies, services and equipment: the proposed resources of \$8,015,200 reflect a decrease of \$12,806,400 (61.5 per cent). As at 31 March 2021, total expenditure for 2020/21 amounted to \$14,625,500 against an apportionment of \$20,821,600. Furthermore, the proposed resources for 2021/22 under other freight and related costs amount to \$2,000,000, with expenditure of \$850,300 as at 31 March 2021, against an apportionment of \$2,551,100 and expenditure of \$452,500 for the 2019/20 period against an apportionment of \$3,600,900. **The Advisory Committee recommends a reduction of 10 per cent to the proposed resources under other supplies, services and equipment in the amount of \$801,500.**

40. Subject to its observations and recommendations in paragraph 39 above, the Advisory Committee recommends the approval of the Secretary-General's proposals for operational costs.

## V. Other matters

### *Disposal of assets*

41. The Secretary-General indicates that the Operation has adopted the guide for senior leadership on field entity closure and lessons learned from the recent liquidations of other peacekeeping missions. The Secretary-General also indicates that the standard operating procedures for the closure of UNAMID camps and team sites, the handover of premises, facilities and lands and the disposal of assets incorporate both lessons learned and best practices accumulated and transmitted by the Department of Operational Support of the Secretariat, as well as those acquired during previous UNAMID downsizings during the period 2017–2019. The Operation has established mechanisms for documenting all drawdown and liquidation decisions and populating data to inform subsequent evaluations and reporting. Lessons learned from UNAMID drawdown and liquidation will be addressed by the Department of Operational Support and the Department of Peace Operations upon completion of the liquidation activities, in accordance with the request of the Security Council (*ibid.*, para. 38).

42. Upon enquiry, the Advisory Committee was provided with a preliminary breakdown of assets and disposal methods for the 2021/22 period (see table below). The Committee was informed that on 1 July 2021, through a specialized and dedicated task force, the head of the Property pillar will oversee, coordinate and monitor the disposal of property with an estimated residual value of \$113 million spread over 40,000 asset items, in compliance with the Financial Regulations and Rules. The total asset holdings comprise real estate (\$37 million), fixed assets (\$51 million), equipment (\$12 million) and inventory (\$13 million). The Committee was also informed that at the end of the liquidation period, UNAMID expects that 100 per cent of the disposal actions will be completed, processed and documented in accordance with the quarterly milestones, as follows: (a) by 30 September 2021, reduction of property holdings to \$273 million of historical cost and \$77 million of residual value; (b) by 31 December 2021, reduction of property holdings to \$151 million of historical cost and \$41 million of residual value; (c) by 31 March 2022, reduction of property holdings to \$57 million of historical cost and \$15 million of residual value; and (d) by 30 June 2022, completion of the disposal of all property.

### **Preliminary breakdown of African Union-United Nations Hybrid Operation in Darfur assets to be disposed of during the 2021/22 period**

(Millions of United States dollars)

<i>Disposal method</i>	<i>Number of items</i>	<i>Acquisition value</i>	<i>Residual value</i>	<i>Description</i>
Gifting during the handover process	194	95	46	Real estate and infrastructure
	2 097	51	9	Fixed assets: prefabricated buildings
	2 629	5	1	Equipment: air conditioners, installed equipment
<b>Subtotal</b>	<b>4 920</b>	<b>151</b>	<b>56</b>	

<i>Disposal method</i>	<i>Number of items</i>	<i>Acquisition value</i>	<i>Residual value</i>	<i>Description</i>
Destruction or transfer to other peacekeeping operation	1 069	27	6	Fixed assets: information technology/communications equipment, screening equipment
	16 979	21	5	Equipment: information technology/communications equipment, body armour, observation equipment
<b>Subtotal</b>	<b>18 048</b>	<b>48</b>	<b>11</b>	
Made available for sale, transfer and/or donation	2 845	136	28	Fixed assets
	9 283	25	5	Equipment
	5 000	13	13	Inventory
<b>Subtotal</b>	<b>17 128</b>	<b>174</b>	<b>46</b>	
<b>Total</b>	<b>40 096</b>	<b>373</b>	<b>113</b>	

43. In terms of the disposal of residual assets, the Advisory Committee was informed that by 30 June 2022, the end of the liquidation period, the Operation's liquidation team will: complete the environmental clean-up, closure and handover of the El Fasher camp; close 100 per cent of the service contracts; complete all major liquidation activities, including administrative, financial and legal activities and cases; repatriate the UNAMID guard unit and the respective contingent-owned equipment; and complete the disposal of all the remaining assets. Residual liquidation activities will be transferred to the United Nations Logistics Base at Brindisi, Italy, and the Regional Service Centre in Entebbe, Uganda.

44. With regard to collaboration between UNAMID and the United Nations Logistics Base for the completion of disposal actions in Umoja following the closure and handover of each team site, the Advisory Committee was informed that the activities are expected to be completed by 30 June 2022. The UNAMID liquidation team will dispose of \$373 million acquisition value and \$113 million residual value and conduct residual activities related to the shipping of assets to other missions, sales to the United Nations country team and disposal of the remaining assets through commercial sales and donations. Furthermore, the Committee was informed that a joint Logistics Base and UNAMID inspection team will inspect and technically assess the condition of all high-value assets identified for the strategic reserve. In coordination with the Logistics Base, assets that do not require refurbishment will be sent to Entebbe for imminent deployment to other missions, while assets that require refurbishment will be sent to the Logistics Base for refurbishment and certification before further deployment. Surplus assets, including spare parts and high-value assets, will be shipped to the Logistics Base and requesting peacekeeping missions, as appropriate. The Committee was informed that residual activities related to asset disposal will be handed over to the Logistics Base, including receipt of confirmation from the receiving entities, finalization of transactions and documentation, including the preparation of the Operation's final asset performance report.

45. Upon enquiry, the Advisory Committee was informed that any underachievement in terms of the score on the property management index would have a substantial impact on the drawdown and disposal of assets and that, in order to mitigate this risk, UNAMID has provided United Nations Headquarters with information regarding the disposal of assets and equipment. The Committee was informed that UNAMID updates the United Nations Logistics Base on the status of implementation of the preliminary asset disposal plan and the on-site/off-site status of implementation of recommendations of the Logistics Base regarding the drawdown period. Furthermore, the Committee was informed that UNAMID is engaging with the Government of the

Sudan through the drawdown working group to identify possible beneficiaries for the gifting of UNAMID assets and is working on asset disposal through the sale of assets to the United Nations country team, other Member States and non-governmental organizations.

**46. The Advisory Committee is of the view that comprehensive and transparent information on the breakdown of all UNAMID assets and their disposal, including the book value of the assets, the assets gifted and the revenue generated from the assets sold, and details on any related reimbursement or cost recovery for assets transferred to other missions and operations, should be presented in the context of the next performance report (see also [A/75/822](#), para. 76).**

#### *Mine action*

47. The Secretary-General indicates that the Ordnance Disposal Office of the Mine Action Service will support the Operation's overall responsible exit from the El Fasher camp during the period from July to September 2021. UNAMID has requested the Office to destroy excess ammunition from contingents that the Operation has determined will not be repatriated. To accomplish this task, the Office will operate with a reduced staffing level of one international and three national staff members ([A/75/867](#), para. 14). The Advisory Committee was provided with information regarding the staffing requirements for the Office and the timeline of work expected for the disposal of small arms ammunition and shelf-life expired ordnance, including completion of all disposals before 30 September 2021. The Committee was informed, upon enquiry, that requirements for mine detection and mine-clearing services for the period from 1 July to 30 September 2021 (\$439,300) are inclusive of personnel costs, third-party costs, operational costs and United Nations Office for Project Services (UNOPS) fees. The Committee was informed that Mine Action Service programmes are implemented in partnership with UNOPS, pursuant to the umbrella memorandum of understanding between the Secretariat and UNOPS, and that UNOPS recruits and manages the Ordnance Disposal Office personnel and procures services.

48. The Advisory Committee was informed that as at 31 December 2020, when UNAMID and the Ordnance Disposal Office ceased operations, accomplishments included survey and clearance activities, explosive ordnance risk education, victim assistance, weapons and ammunition management and national capacity development. The Committee was informed that responsibility for the clearance of the residual explosive remnants of war elements in the remaining localities had been transferred to the National Mine Action Centre, which will be supported by UNITAMS, and that responsibility for explosive ordnance risk education and victim assistance activities had been transferred on 31 December 2019 from the Ordnance Disposal Office to the National Mine Action Centre. With regard to national capacity development, the Ordnance Disposal Office transferred this responsibility to the UNITAMS mine action component on 31 December 2020 and worked closely with the National Mine Action Centre to enhance the capacity of its staff in operations management, provide basic explosive ordnance clearance training and mentor national non-governmental organizations to enable them to independently address any residual requirement. **The Advisory Committee trusts that updated information will be presented in the context of the next performance report.**

#### *Programmatic activities*

49. The Advisory Committee recalls that it was informed that, consequent to the drawdown of the Operation being carried out in a post-mandate phase and in order to implement paragraphs 8 and 9 of Security Council resolution [2559 \(2020\)](#), the Operation, in consultation with the United Nations country team and UNITAMS, established a multifunctional integrated team to support the country team in



overseeing the closing of unfinished programmatic activities ([A/75/839](#), para. 12). Upon enquiry, the Committee was informed that UNAMID had finalized the handover of the remaining programmatic activities by 30 April 2021 and that, in line with the provisions of the Security Council resolution, no new programmatic activities were initiated after 31 December 2020. Furthermore, as part of the UNAMID transition and drawdown process, appropriate arrangements to enable the United Nations country team to oversee the residual activities of programmatic cooperation, which were initiated by UNAMID in 2020 but had not been completed owing to the COVID-19 pandemic, had been put in place.

50. The Advisory Committee was informed that members of the United Nations country team, as programmatic leads, will finalize ongoing activities related to the State liaison functions concept, initiated prior to 31 December 2020, in four substantive areas: (a) rule of law (police, justice and corrections); (b) resilience and livelihoods/durable solutions for the displaced population and host communities; (c) immediate service delivery for internally displaced persons; and (d) human rights. Members of the United Nations country team will conclude the implementation of ongoing residual activities on State liaison functions by 31 May 2021. The Committee was also provided with information on the framework for the transition of residual activities from UNAMID to the United Nations country team, the status of implementation of UNAMID programmatic activities during the 2020/21 period and the status of the residual activities. **The Advisory Committee trusts that updated information will be presented in the context of the next performance report.**

*Environmental site closure and clearance strategy*

51. The Secretary-General indicates that as at 26 April 2021, the Operation had physically closed, environmentally cleaned up (including the retrieval and disposal of all hazardous materials in an environmentally safe manner) and handed over to the Government of the Sudan a total of nine team sites, and that UNAMID remained on schedule to hand over the remaining five team sites by 25 May 2021 for the purpose of civilian end use, as guided by the Security Council in its resolution [2559 \(2020\)](#). The Secretary-General further indicates that the UNAMID environmental team will implement end-to-end processes for all environmental, waste management and occupational safety issues related to the Operation's liquidation such as the conduct of final environmental close-out assessments, joint inspections and clean-up of the three sites (the El Fasher airport terminal, by March 2022, while it is planned that El Fasher camp and the Zamzam controlled tipping site will have been completed by June 2022 for handover). The team will also conduct a number of other activities and monitor and report on environmental and occupational safety matters. UNAMID will continue to conduct a number of clean-up and disposal activities, including inspecting the local waste disposal contractors to ensure that the existing standards and requirements are met ([A/75/867](#), paras. 6 and 31).

52. The Secretary-General indicates that UNAMID will conduct the environmental clean-up and soil remediation at the El Fasher camp and airport terminal, the Zamzam tipping site and Port Sudan using mostly the outsourced capacity of local vendors, and that during the liquidation period, UNAMID will coordinate environmental matters with United Nations Headquarters and the United Nations Logistics Base, as well as relevant Sudanese governmental institutions (*ibid.*, para. 32). Upon enquiry, the Advisory Committee was informed that UNAMID had developed a two-phase environmental site closure and clearance strategy to guide the environmental clean-up process, with a major clean-up phase and a final clean-up phase. The Committee was informed that major clean-up activities involve remediating all major environmental aspects with a lower possibility of being further affected by ongoing operations, such as the backfilling of unserviceable septic tanks and oxidation ponds,

the backfilling of old garbage pits, the demolition of abandoned structures, and the excavation of oil- and diesel-contaminated areas and their backfilling with fresh soil. The final clean-up phase involves remediating all residual and reoccurring environmental aspects to ensure that the sites are restored to an environmentally acceptable condition similar to or better than at the time of takeover by UNAMID.

53. The Advisory Committee was further informed that the Operation will continue to resort to a dedicated environment team, headed by the UNAMID Environmental Officer, who will oversee and coordinate all environmental clean-up activities in close coordination and collaboration with United Nations Headquarters, the United Nations Logistics Base, the Rapid Environment and Climate Technical Assistance project and relevant Sudanese governmental institutions. The clean-up activities will be done in line with the UNAMID environmental site closure and clearance strategy drawn from the Department of Operational Support guidelines on environmental clearance and handover of mission/field entity/field entity sites. Furthermore, an environmental close-out assessment will be conducted by the UNAMID Environmental Officer to identify all necessary clean-up activities and will be followed by the issuance of a task order to the contractor. Intermittent verification inspection of the clean-up will be conducted by the UNAMID environment team and will be followed by a final joint inspection of the site prior to its handover, in which environmental clean-up works are verified and recorded in an addendum to the environmental close-out assessment. The environmental clean-up process will be concluded with the attainment of the environmental clearance certificate jointly signed by UNAMID and the landowner or the Government of the Sudan at the handover of the premises or site. With regard to the disposal of electronic waste, the Committee was informed that such items are covered by end user agreements requiring their destruction after their useful life; in accordance with those agreements, the dismantling of equipment and the extraction of electronic components are covered under electronic waste disposal protocols, given the extremely labour-intensive and specialized processing required.

**54. The Advisory Committee once again stresses the importance of compliance with the relevant rules and regulations, including, but not limited to, the United Nations environmental and waste management policy and procedures, as requested by the General Assembly in paragraph 31 of its resolution 70/286. The Committee trusts that the environmental clean-up activities and management of electronic waste will take place in close coordination with the host country authorities.**

#### *Lessons learned*

55. The Secretary-General indicates that mechanisms for documenting all drawdown and liquidation decisions have been established to inform subsequent evaluation and reporting. Lessons learned from UNAMID drawdown and liquidation will be addressed by the Department of Operational Support and the Department of Peace Operations upon completion of the liquidation activities, in accordance with the request of the Security Council, and a lessons learned study is planned to be conducted jointly by the United Nations and the African Union under the Joint United Nations-African Union Framework for Enhanced Partnership in Peace and Security to contribute to the Action for Peacekeeping shared commitment to improve peacekeeping partnerships (ibid., paras. 38 and 40; see also paras. 15 and 41 above).

56. With regard to the application of lessons learned in the handover of team sites and assets, the Advisory Committee was informed that special attention has been placed on a number of measures, including early outreach to the local authorities and communities for sensitization on the forthcoming exit of UNAMID, the identification of civilian end users for the team sites, facilities and assets and the establishment of a framework agreement between UNAMID and the Government for the handover of UNAMID team sites and assets exclusively for civilian use.

57. While noting the lengthy drawdown and liquidation time period, the Advisory Committee is of the view that a number of lessons learned relating to the drawdown and liquidation of the Operation require further consideration in terms of their implication for future missions. These include the need to start the process of retention and placement of staff members on permanent and continuing appointments against suitable positions in the global Secretariat earlier in the drawdown process (see para. 33 above); the management and disposal of assets, including details of inventory of assets, best value for the assets sold and any cost recovery for transferred assets (see para. 46 above); and environmental site closure and clearance strategies (see para. 54 above).

## VI. Conclusion

58. The actions to be taken by the General Assembly with respect to the financing of UNAMID for the period from 1 July 2019 to 30 June 2020 are indicated in section V of the performance report ([A/75/865](#)). **The Advisory Committee recommends that the unencumbered balance of \$5,213,000 for the period from 1 July 2019 to 30 June 2020, as well as other income/adjustments amounting to \$9,731,900 for the period ended 30 June 2020, be credited to Member States.**

59. The actions to be taken by the General Assembly with respect to the financing of UNAMID for the period from 1 July 2021 to 30 June 2022 are indicated in section IV of the proposed budget ([A/75/867](#)). **Taking into account its observations and recommendations above, the Advisory Committee recommends that the proposed resources be reduced by \$1,341,200, from \$82,397,100 to \$81,055,900. Accordingly, the Committee recommends that the General Assembly appropriate the amount of \$81,055,900 for the maintenance of the Operation for the 12-month period from 1 July 2021 to 30 June 2022.**

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