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Financing of the activities arising from Security Council resolution 1863 (2009)

Budget performance for the period from 1 July 2017 to 30 June 2018 and proposed budget for the period from 1 July 2019 to 30 June 2020 of the United Nations Support Office in Somalia

Report of the Advisory Committee on Administrative and Budgetary Questions

Appropriation for 2017/18	\$582,000,000
Expenditure for 2017/18	\$571,498,500
Unencumbered balance for 2017/18	\$10,501,500
Appropriation for 2018/19	\$558,152,300
Projected expenditure for 2018/19 ^a	\$558,144,100
Projected underexpenditure for 2018/19	\$8,200
Proposal submitted by the Secretary-General for 2019/20	\$569,506,600
Adjustment recommended by the Advisory Committee for 2019/20	(\$248,500)
Recommendation of the Advisory Committee for 2019/20	\$569,258,100

^a Estimates as at 31 January 2019.



I. Introduction

1. During its consideration of the financing of United Nations Support Office in Somalia (UNSOS), the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 16 April 2019. The documents reviewed and those used for background by the Committee are listed at the end of the present report. The comments and recommendations of the Committee on cross-cutting issues related to peacekeeping operations, including those pertaining to the findings and recommendations of the Board of Auditors on the United Nations peacekeeping operations for the period from 1 July 2017 to 30 June 2018, can be found in its related report ([A/73/755](#)).

II. Budget performance report for the period from 1 July 2017 to 30 June 2018

2. By its resolution [71/311](#), the General Assembly appropriated an amount of \$582,000,000 gross (\$576,973,600 net) for the maintenance of UNSOS for the period from 1 July 2017 to 30 June 2018. Expenditures for the period totalled \$571,498,500 gross (\$564,813,500 net), reflecting a budget implementation rate of 98.2 per cent. The resulting unencumbered balance of \$10,501,500, in gross terms, represents 1.8 per cent of the appropriation, reflecting the combined effect of: (a) lower-than-budgeted expenditures under military and police personnel (\$5,814,000, or 3.4 per cent) and operational costs (\$19,115,100, or 5.5 per cent); and (b) higher-than-budgeted expenditures under civilian personnel (\$14,427,600, or 24 per cent). A detailed analysis of variances is provided in section IV of the report of the Secretary-General on the budget performance of UNSOS for the period from 1 July 2017 to 30 June 2018 ([A/73/611](#)).

3. The budget performance report indicates that during the 2017/18 period, a total amount of \$14.4 million was redeployed to group II, civilian personnel from: group I, military and police personnel (\$3.2 million); and group III, operational costs (\$11.3 million) (see [A/73/611](#), para. 45). The comments of the Advisory Committee on the information presented in the performance report on individual objects of expenditure can be found, where relevant, in the discussion of the proposed budget for the period from 1 July 2019 to 30 June 2020 ([A/73/762](#)) in section IV below.

4. In considering the reports of the Secretary-General on the financing of UNSOS, 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 2018 ([A/73/5 \(Vol. II\)](#), chap. II).

III. Information on performance for the current period

5. With respect to current and projected expenditures for the period from 1 July 2018 to 30 June 2019, the Advisory Committee was informed that, as at 31 January 2019, expenditures amounted to \$383,320,400. At the end of the current financial period, total expenditures are projected at \$558,144,100 against the appropriation of \$558,152,300, leaving an underexpenditure of \$8,200.

6. The Advisory Committee was provided with information on the incumbency of United Nations and African Union Mission in Somalia (AMISOM) uniformed personnel and UNSOS civilian personnel as at 31 January 2019, as follows:

<i>Category</i>	<i>Authorized/approved 2018/19</i>	<i>Encumbered</i>	<i>Vacancy rate (percentage)</i>
Military and police personnel			
United Nations military contingent personnel	70	40	7 ^a
AMISOM military contingent personnel	20 586	20 586	–
AMISOM police personnel	200	164	18
AMISOM formed police unit personnel	840	479	43
Civilian personnel			
Posts			
International staff	350	320	8.6
National Professional Officers	38	30	21.1
National General Service staff	151	139	7.9
United Nations Volunteers	20	17	15
Government-provided personnel	6	6	–

^a Based on a budgeted deployment total of 43.

7. The Advisory Committee was informed that, as at 28 February 2019, a total of \$4,298,438,000 had been assessed on Member States in respect of UNSOS since its inception. Payments received as at the same date amounted to \$3,997,651,000, leaving an outstanding balance of \$300,787,000. As at 4 March 2019, the cash available to UNSOS amounted to \$107,632,000, which is insufficient to cover the three-month operating reserve of \$121,163,000 (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.**

8. The Advisory Committee was also informed that claims for the reimbursement of troop costs had been settled up to 30 September 2018, leaving an outstanding balance of \$303,000 as at 31 December 2018. Contingent-owned equipment had been certified and paid up to 30 September 2018, leaving an outstanding balance of \$34,312,000 as at 31 December 2018.

IV. Proposed budget for the period from 1 July 2019 to 30 June 2020

A. Mandate and planning assumptions

9. The mandate of UNSOS was established by the Security Council in its resolution 1863 (2009). The most recent extension of the mandate until 31 May 2019 was approved by the Security Council in its resolution 2431 (2018) dated 30 July 2018. In that resolution, the Council, inter alia, requested the Secretary-General to continue to provide a logistical support package for the United Nations Assistance Mission in Somalia (UNSOM), AMISOM and 70 AMISOM civilians, and for 10,900 Somali security forces, who are formally part of the national security architecture, on joint operations with AMISOM, on the same basis as such support was provided to the Somali National Army. In the same resolution, the Council further stressed the need for responsive and effective field support and in this regard welcomed UNSOS efforts, in collaboration with AMISOM, to implement measures aimed at strengthening accountability and efficiency in the management of resources and

finances in order to better align the delivery of logistical support to AMISOM priorities and activities (Security Council resolution [2431 \(2018\)](#), paras. 45 and 46).

10. As indicated in the proposed budget document ([A/73/762](#), paras. 13–15), a comprehensive review of UNSOS was conducted in August and September 2018 to assess the scope of its mandate and the conditions for successful mandate implementation and operationalization. In line with the recommendations of the comprehensive review, a staffing review for UNSOS was therefore undertaken in October and November 2018 to analyse UNSOS human resources capacities to effectively support the implementation of mandates by its primary clients, AMISOM and UNSOM, as well as to address existing gaps (see paras. 20–22 below).

11. The planning assumptions and mission support initiatives of UNSOS for the 2019/20 period are summarized in paragraphs 6 to 41 of the report of the Secretary-General on the proposed budget for UNSOS for 2019/20 ([A/73/762](#)).

B. Resource requirements

12. The proposed budget for UNSOS for the period from 1 July 2019 to 30 June 2020 amounts to \$569,506,600, representing an increase of \$11,354,300, or 2 per cent, compared with the appropriation for 2018/19. This reflects the combined effect of proposed increases under civilian personnel (\$8,669,000, or 11.5 per cent) and operational costs (\$4,290,200, or 1.4 per cent), offset in part by proposed decreases under military and police personnel (\$1,604,900, or 1 per cent). Detailed information on the financial resources proposed under the support component and an analysis of variances is provided in sections II and III of the proposed budget (*ibid.*).

1. Military and police personnel

<i>Category</i>	<i>Authorized 2018/19^a</i>	<i>Proposed 2019/20</i>	<i>Variance</i>
United Nations military contingent personnel	70	70	–
AMISOM military contingent personnel ^b	20 586	19 586	(1 000)
AMISOM police personnel ^b	200	240	40
AMISOM formed police unit personnel ^b	840	800	(40)

^a Represents the highest level of authorized strength.

^b See Security Council resolutions [2372 \(2017\)](#) of 30 August 2017 and [2431 \(2018\)](#) of 30 July 2018.

13. The proposed resources for military and police personnel for 2019/20 amount to \$164,165,100, reflecting a decrease of \$1,604,900, or 1 per cent, compared with the appropriation for 2018/19. The decrease reflects reductions under AMISOM military contingents (\$3 million, or 2 per cent), offset in part by increases under: (a) AMISOM formed police unit personnel, owing mainly to the deployment of an additional two formed police units (160 personnel each) to reach the minimum ceiling authorized by the Security Council¹ (\$1.4 million, or 18.4 per cent); and (b) AMISOM police personnel, attributable mainly to the deployment of an additional 40 officers (\$0.7 million, or 29.4 per cent) (*ibid.*, paras. 163–165).

14. It is indicated that the overall reduced requirements for 2019/20 includes a reduction of \$1 million in rations due to the full-year effect in the 2019/20 period of

¹ The Security Council, in its resolutions [2372 \(2017\)](#) and [2431 \(2018\)](#), decided that the deployment of AMISOM should include a minimum of 1,040 AMISOM police personnel, including five formed police units.

the reduction in deployment of troops by 1,000 that occurred during the 2018/19 period (*ibid.*, para. 163). With respect to rations transportation costs, the Advisory Committee received information, upon request, on expenditures incurred and planned under other freight and related costs for financial periods 2017/18, 2018/19 and 2019/20 (see table below).

Rations transportation expenditures, incurred and projected

(Thousands of United States dollars)

<i>Component</i>	<i>Actual (2017/18)</i>	<i>Projected (2018/19)</i>	<i>Cost estimates (2019/20)</i>	<i>Remarks</i>
Multimodal transportation of rations using third-party logistics assets (by air within Somalia and inland from Kenya to Dhooble)	5 860.9	7 695.9	8 970.0	Increasing expenditures on freight have been offset by lower overall requirements related to rations handling due to the use of third-party logistics air assets instead of the previously used independent rations contractor, whose requirements included freight, which was not recorded separately
Transportation of rations by sea along the Somalia coastline (barge to Baraawe)	1 213.7	1 513.7	2 760.0	Beginning in January 2018
Total	7 064.6	9 269.6	11 730.0	

15. The Advisory Committee recalls that it had commented on the significant overexpenditures incurred for the delivery of rations under the amended rations contract for the financial periods 2015/16, 2016/17 and 2017/18 (see [A/72/789/Add.6](#), paras. 18 and 19). During its review of the proposed budget for 2019/20, the Committee requested updated information (see table below), reflecting the breakdown of all rations-related resources approved, expenditures incurred and projected, and cost estimates since the financial period 2015/16.

Breakdown of all ration-related costs: 2015/16 to 2017/18 (actual), 2018/19 (projected), 2019/20 (proposed)

(United States dollars)

<i>Budget line</i>	<i>2015/16</i>		<i>2016/17</i>		<i>2017/18</i>		<i>2018/19</i>		<i>2019/20</i>
	<i>Approved budget</i>	<i>Actual expenditure</i>	<i>Approved budget</i>	<i>Actual expenditure</i>	<i>Approved budget</i>	<i>Actual expenditure</i>	<i>Approved budget</i>	<i>Projected expenditure</i>	<i>Proposed budget</i>
Rations									
Military contingent	65 670 252	92 842 600	82 504 769	96 467 600	89 921 377	79 528 777	71 788 376	64 345 064	70 754 446
Formed police	832 096	750 600	1 468 665	1 457 200	1 450 718	1 000 085	2 631 752	1 589 667	2 959 933
Other	–	31 000	34 772	110 800	–	–	–	–	–
Rations freight									
Third-party logistics contractor	–	777 517	–	12 357 358	–	7 064 578	9 824 200	13 904 368	11 730 000
Total	66 502 348	94 401 717	84 008 206	110 392 958	91 372 095	87 593 440	84 244 328	79 839 099	85 444 379

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

2. Civilian personnel

<i>Category</i>	<i>Approved 2018/19</i>	<i>Proposed 2019/20</i>	<i>Variance</i>
Posts			
International staff	350	370	20
National Professional Officers	38	41	3
National General Service	151	148	(3)
United Nations Volunteers	20	20	–
Government-provided personnel	6	6	–
Total	565	585	20

17. The proposed resources for civilian personnel for 2019/20 amount to \$84,025,100, reflecting an increase of \$8,669,000, or 11.5 per cent, compared with the appropriation for 2018/19. The Secretary-General indicates that the increase is attributable mainly to higher requirements under international staff owing to (a) the proposal to establish a net 20 additional posts; (b) the application of a lower vacancy rate (8 per cent proposed for 2019/20, compared with 11.6 per cent applied for 2018/19); and (c) the application of the latest effective salary scales and actual average step levels. In addition, an amount of \$514,600 is proposed to cover the UNSOS share of general temporary assistance related to the support activities for Umoja Extension 2 and cross-cutting initiatives (A/73/762, paras. 166 and 167).

Recommendations on posts

18. In his proposed budget for 2019/20 for UNSOS (A/73/762, paras. 13–15), the Secretary-General indicates that the comprehensive review found that the practical implementation of the “light footprint” approach had left UNSOS seriously underresourced in areas that could cause administrative, operational or reputational risks for UNSOS and identified a number of “pain point” areas in need of strengthening, such as contract management, movement control, compliance and oversight, environmental management and budget preparation and administration. He also indicates that the proposed changes in the staffing component for the 2019/20 period are in line with the recommendations of the comprehensive review of UNSOS and the subsequent staffing review conducted in 2018 (ibid., paras. 14 and 57).

19. A total of 585 civilian posts are proposed for 2019/20, comprising staffing changes, as follows (A/73/762, paras. 57 and 59–151):

(a) Establishment of 24 posts, comprising 21 international and 3 national (2 P-5, 5 P-4, 10 P-3, 1 P-2, 3 Field Service and 3 National Professional Officers) (see paras. 20–22 below);

(b) Abolishment of 4 posts, comprising 1 international and 3 national (1 Field Service and 3 national General Service);

(c) Reclassification of 2 posts: one Administrative Officer from P-3 to P-4 in the Office of the Chief of Operations and Resources Management, and one Associate Engineer (National Professional Officer) in the Engineering and Facility Maintenance Section to Senior Air Operations Assistant (national General Service) in the Aviation Section;

(d) Reassignment of 6 posts, redeployment of 10 posts and realignment of 44 posts (see paras. 23–28 below).

Establishment

20. The proposed establishment of 24 posts for the 2019/20 period is as follows (A/73/762, tables 2–6):

(a) Office of the Assistant Secretary-General (6 posts): two Programme Management Officers (1 P-4 and 1 National Professional Officer) (see para. 21 (a) below); one Administrative Officer (P-3); one Conduct and Discipline Officer (P-3); one Senior Legal Affairs Officer (P-5) (see para. 21 (b) below); and one Fire Safety Officer (Field Service);

(b) Office of the Director (2 posts): one Assistant Environmental Affairs Officer (National Professional Officer); and one Gender Affairs Officer (P-4) (see para. 21 (c) below);

(c) Operations and Resources Management (8 posts): three Finance and Budget Officers (P-4, P-3 and P-2) in the Budget and Finance Section (see para. 21 (d) below); one Contract Management Officer (P-3) in the Field Technology Section; one Human Resources Assistant (Field Service) and one Human Resources Officer (National Professional Officer) in the Human Resources Section; two Administrative Officers (P-3) in the Mission Support Centre, to be established in Dhuusamarreeb and Jawhar, respectively;

(d) Supply Chain Management (1 post): one Contract Management Officer (P-4) in the Acquisition Management Section;

(e) Service Delivery Management (7 posts): two Contract Management Officers (1 P-4 and 1 P-3) in the Office of the Chief of Service Delivery Management (see para. 21 (e) below); one Facilities Management Officer (P-3) and one Water and Sanitation Engineer (P-3) in the Engineering and Facility Maintenance Section; one Finance and Budget Assistant (Field Service) in the Life Support Services Section; one Chief of Movement Control (Field Service); and one Chief of the Transport Section (P-5).

21. Upon enquiry, the Advisory Committee was provided with justifications for some of the proposed new posts as follows, inter alia:

(a) The Programme Management Officer (P-4) in the Office of the Head of UNSOS would monitor and provide effective oversight of the unique support arrangements with each key client or partner of UNSOS so as to enable responsive and substantive engagement;

(b) The Legal Affairs Unit of UNSOS provides legal advice to both UNSOS and UNSOM. When benchmarking the staffing complements of Legal Affairs sections across missions, the review team observed that most missions have a Legal Affairs Officer at the P-5 level.² The workload and the number of existing positions in the Unit (1 P-4, 1 P-3 and 1 National Professional Officer) warrant the proposed establishment of a position at the P-5 level;

(c) While other large missions have Gender Affairs Officer positions at the P-5 or P-4 level supported by a team for programmatic engagement with partners,

² The African Union-United Nations Hybrid Operation in Darfur, the United Nations Mission in South Sudan, the United Nations Multidimensional Integrated Stabilization Mission in Mali, the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic, the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo, the United Nations Assistance Mission in Afghanistan, the United Nations Assistance Mission for Iraq, the United Nations Interim Force in Lebanon, the United Nations Truce Supervision Organization, the United Nations Verification Mission in Colombia and the United Nations Interim Administration Mission in Kosovo.

UNSOS did not have any dedicated capacity until the last quarter of 2018, when it engaged a Gender Affairs Officer on a temporary basis. The proposed Gender Affairs Officer (P-4) would promote the implementation of the system-wide strategy on gender parity and gender mainstreaming within UNSOS (only 31 per cent of staff were female as at 30 June 2018; see also para. 49 below and related table), and in addition, would support measures aimed at improving the well-being and welfare of female staff members of UNSOS and UNSOM;

(d) Three new posts of Finance and Budget Officer (P-4, P-3 and P-2³) are proposed in the Budget and Finance Section,⁴ which is responsible for preparing the budgets for both UNSOS and UNSOM (on different budget cycles and funding streams) and for associated trust funds, and for managing expenditures, monitoring and reporting;

(e) The proposals for four new posts of Contract Management Officer (see para. 20 (c) to (e) above) reflect the comprehensive review that identified contract management capacity as a “pain point” and risk area for UNSOS, given that a significant proportion of UNSOS overall resources are assigned to commercial contractors (expenditures relating to third-party contractors amounted to \$421 million in the previous budget cycle). The contract management in UNSOS was previously performed by a centralized unit, which was discontinued following the implementation of the Supply Chain Management and Service Delivery Management pillars. Areas without dedicated contract managers have experienced challenges under the new structure. UNSOS therefore intends to pursue a “hybrid model”, in which some technical sections have dedicated contract management capacity, while a small contract management cell with pooled resources will support areas in which full-time contract management staff is not warranted.

22. The Advisory Committee recalls that UNSOS mandate implementation has been achieved through the utilization of a mix of service modalities, such as a light staffing footprint, the use of third-party commercial vendors (outsourcing to consultants, individual contractors and commercial contractors) and the provision of in-theatre services by AMISOM troops (see [A/73/762](#), para. 7 and [A/72/789/Add.6](#), paras. 33-37). In the context of a procurement audit conducted by the Board of Auditors upon the request of the Committee in 2017, the Committee shared the view of the Board that UNSOS needed to strengthen internal controls and enforce accountability over procurement and contract management ([A/72/789/Add.6](#), paras. 5 and 6). **The Advisory Committee therefore recommends approval of the establishment of 22 of the proposed 24 posts for the 2019/20 period. The Committee trusts that the proposed strengthening of the staff capacity arising from the comprehensive review and the staffing review conducted during 2018 will address the gaps and risks identified so that UNSOS will provide responsive and effective field support to its clients and strengthen its accountability and efficiency in the management of resources and finances (see paras. 9 and 10 above). Taking into account the existing and proposed capacity of UNSOS, the Committee recommends against the proposed establishment of the posts of Administrative Officer (P-3) in the Office of the Assistant Secretary-General and**

³ The proposed establishment of a P-2 post is related to the abolishment of six Professional posts in the Field Budget and Finance Division of the Department of Field Support (renamed Department of Operational Support, as from 1 January 2019), with the released capacity to be established in a number of large, complex missions, which was proposed by the Secretary-General in his report ([A/72/790/Rev.1](#), paras. 17 and 177) (see [A/73/762](#), para. 82).

⁴ The Budget and Finance Section has an existing staff capacity of 19 posts (1 P-5, 1 P-4, 2 P-3, 5 Field Service, 1 National Professional Officer and 9 national General Service).

of Finance and Budget Officer (P-4) in the Budget and Finance Section. Any related operational costs should be adjusted accordingly.

Redeployments, reassignments and realignments

23. It is indicated in the budget document that the proposed changes in the staffing component for the 2019/20 period include a number of redeployments, reassignments and realignments and that the diagram contained therein illustrates the proposed changes to offices within the support component of UNSOS (A/73/762, paras. 57 and 58). Upon enquiry, the Advisory Committee was informed that in total, 10 redeployments, 6 reassignments and 44 realignments are proposed for 2019/20. However, the Committee was also informed, upon enquiry, that for the 2019/20 budget proposal, UNSOS is requesting the redeployment of 133 staff based on major considerations, such as changes in the Mombasa operations (43 to Nairobi and 26 to Somalia from Mombasa; see para. 26 below), security considerations (28 from Mogadishu to Nairobi; see para. 25 below) and strategic positioning (20 from Mogadishu to the sectors in Somalia, consisting mostly of warehouse personnel and logisticians).

24. Noting the differences in the total number of redeployments, reassignments and realignments proposed for 2019/20, the Advisory Committee requested but did not receive information on reconciliation of the proposed number of post changes concerned. **The Advisory Committee expects that the information will be provided to the General Assembly at the time of its consideration of the present report and that future budget proposals will contain comprehensive information and clarity with respect to all staffing changes.**

25. With respect to the proposed redeployment of 28 posts from Mogadishu to Nairobi owing to security considerations, the Advisory Committee was informed that the security situation in Somalia, particularly in Mogadishu, has been dynamic, with numerous attacks upon United Nations premises. The security risk management assessment undertaken following an attack, in most cases, leads to a high security risk classification until mitigation measures are put in place (see also paras. 36 and 37 below). Under such a classification, only staff performing essential activities in terms of programme criticality can remain in that location. In order to avoid the frequent relocation of staff, UNSOS is proposing the long-term relocation to Nairobi of some location-independent functions, comprising mostly administrative and transactional activities (20 international staff, 7 national staff and 1 United Nations Volunteer).

26. Concerning the total of 69 outward redeployments from Mombasa, the Advisory Committee was informed, upon enquiry, that Mombasa had earlier been the first receiving port for all UNSOS incoming cargo, following the inception of the Office. However, with improvements in the overall security conditions in Somalia, marked by a significant reduction in piracy attacks, as well as with improvements to the Mogadishu sea port, freight forwarders have started to deliver goods directly into Somalia, thus limiting the future utility of Mombasa in this regard (see paras. 42–44 below). As a result, UNSOS is requesting (a) the redeployment of 26 posts (5 international and 21 national) from Mombasa to Somalia in order to establish the associated warehousing and inventory management functions for the additional goods arriving in Somalia; and (b) the relocation to Nairobi of 43 positions (4 international and 39 national) associated with supply chain management functions, such as claims and property management, for better coordination with the core of the Supply Chain Management pillar, which is based in Nairobi.

27. The Advisory Committee recalls that UNSOS has undergone a series of reorganizations in recent years: (a) for 2018/19, the Office proposed the redeployment of 183 posts and realignment of 208 posts, in line with the reorganization of the

Mission's support structure; (b) for 2017/18, the Office proposed redeployments and reassignments of a total of 154 posts; and (c) the proposed budget for 2016/17 reflected a comprehensive reorganization of the UNSOS organizational structure to align its functions and personnel in compliance with the global field support strategy and to launch the supply chain/service delivery model, with the establishment of 112 new posts and positions approved by the General Assembly (including 99 international staff), following a comprehensive staffing assessment undertaken during 2015/16 (see [A/72/789/Add.6](#), paras. 29 and 30; and [A/71/836/Add.6](#), paras. 31–35). **The Advisory Committee has recognized the challenging environment in which UNSOS operates and the need for the Office to adjust to operational requirements (see [A/72/789/Add.6](#), para. 30 and [A/71/836/Add.6](#), para. 35).**

28. **The Advisory Committee recalls that multiple restructuring exercises of the support component have been undertaken in peacekeeping operations in recent years. The Committee considers that after the completion of the ongoing restructuring exercises, there is a need for a period of stabilization and an assessment of the effectiveness of the reorganized structures.** The Committee comments further on this matter in its report on cross-cutting issues related to peacekeeping operations ([A/73/755](#)).

Vacancy rates and vacant posts

29. The table below provides a summary of the vacancy rates for civilian personnel, including: (a) for 2017/18, the budgeted and actual average vacancy rates; (b) for 2018/19, the budgeted rate, the actual average rate for the 7-month period between 1 July 2018 and 31 January 2019 and the actual rate as at 31 January 2019; and (c) the vacancy factor applied in estimating the requirements for 2019/20. The Advisory Committee notes that the 2019/20 proposed vacancy rates are: (a) for international staff, lower than both the actual average rate and the actual rate as at 31 January 2019; (b) for National Professional Officers, higher than both the actual average rate and the actual rate as at the same date; (c) for National General Service staff, lower than the actual average rate but higher than the actual rate as at the same date; (d) for United Nations Volunteers, the same rate as the actual average rate but lower than the actual rate as at the same date; and (e) for Government-provided personnel, higher than both the actual average rate and the actual rate as at the same date.

Vacancy rates

(Percentage)

	2017/18		2018/19		2019/20	
	Budgeted	Actual	Budgeted	Actual average vacancy rate from 1 July 2018 to 31 January 2019	Actual vacancy rate as at 31 January 2019	Proposed vacancy rate
International staff	31.0	12.8	11.6	9.4	8.6	8.0
National Professional Officers	33.0	26.3	23.7	21.1	21.1	22.0
National General Service staff	16.0	13.9	13.9	9.3	7.9	8.0
United Nations Volunteers	24.0	–	2.0	5.0	15.0	5.0
Government-provided personnel	15.0	–	2.0	–	–	2.0

30. Upon enquiry, the Advisory Committee was informed that a total of 41 posts were vacant as at 28 February 2019, comprising 20 international posts (3 P-4, 2 P-3, 14 Field Service, 1 United Nations Volunteer) and 21 national posts (8 National Professional Officer, 13 national General Service). Of the 41 vacant posts, 8 posts (1 Field Service, 6 National Professional Officer, 1 national General Service) had been vacant for more than two years (7 since 2016 and 1 since December 2015).

31. **The Advisory Committee recalls the General Assembly's request, expressed consistently in its resolutions on peacekeeping budgets, that the Secretary-General ensure that vacant posts be filled expeditiously (A/71/836, para. 108). The Committee also 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 related budget documents for the rates used (A/70/742, para. 45). The Committee stresses again that the continuing requirement for posts that have been vacant for two years or longer should be reviewed and the posts either proposed for retention with rejustification or abolishment in subsequent budget proposals (A/69/839, para. 67; see also General Assembly resolution 66/264).**

32. **Subject to its recommendation in paragraph 22 above, the Advisory Committee recommends the approval of the Secretary-General's proposals for civilian personnel.**

3. Operational costs

(United States dollars)

	<i>Apportioned 2018/19</i>	<i>Proposed 2019/20</i>	<i>Variance</i>
Operational costs	317 026 200	321 316 400	4 290 200

33. The proposed resources for operational costs for 2019/20 amount to \$321,316,400, reflecting an increase of \$4,290,200, or 1.4 per cent, compared with the appropriation for 2018/19. The proposed increase is attributable mainly to higher requirements under: (a) communications and information technology (\$9.2 million, or 26.1 per cent) (see paras. 34 and 35 below); (b) facilities and infrastructure (\$2.7 million, or 3.1 per cent) (see paras. 36 and 37 below); and (c) official travel (\$0.2 million, or 12.6 per cent), owing to the provision for the UNSOS share of costs related to the support activities for Umoja Extension 2 and other cross-cutting initiatives, as well as to increased travel (A/73/762, paras. 168, 169 and 173).

Communications and information technology

34. It is indicated that the proposed increase for 2019/20 is primarily owing to the acquisition of counter-rocket, artillery and mortar systems for five sectors in response to the mortar attack on the UNSOS compound in January 2019 (\$8 million) (ibid., para. 173). Upon enquiry, the Advisory Committee was informed that as a result of the change in the security risk assessment of the compound in Mogadishu, from medium to high risk following the attack, baseline security mitigation and enhancement measures had been identified through assessments and subject matter expert reviews. Consequently, additional requirements in response to the mortar attack in a total amount of \$13.1 million are requested for the 2019/20 period, consisting of requirements for the counter-rocket, artillery and mortar systems (a total of \$7.5 million at a cost of \$1.5 million each, budgeted under communications and information technology) and related freight costs (\$0.5 million, budgeted under other

supplies, services and equipment), as well as construction costs of \$5.1 million, budgeted under facilities and infrastructure (see paras. 36 and 37 below).

35. The Advisory Committee was further informed, upon enquiry, that the proposed counter-rocket, artillery and mortar system is a radar system to provide early warning in the event of an attack, which is similar to that in operation at the United Nations Multidimensional Integrated Stabilization Mission in Mali. Furthermore, the Committee was informed that the Office of Information and Communications Technology is currently conducting a procurement exercise, including for the counter-rocket, artillery and mortar system, which would provide more camp security to all field missions in need, and that the contract would be awarded within one year after the receipt of bids. However, should a mission have an urgent requirement for the system, as is the case for UNSOS, the Office would initiate a separate mission-specific tender.

Facilities and infrastructure

36. The increased requirements in the proposed budget for 2019/20 under construction, alteration, renovation and major maintenance are mainly related to new requirements in response to the mortar attack on the compound in Mogadishu in January 2019, including new construction of minimum operating security standards-compliant accommodation for UNSOS contractor personnel (\$5.1 million) (A/73/762, paras. 23 and 169 (c)). The Advisory Committee was informed, upon enquiry, that the amount is requested for the construction costs of offices with overhead protection for all UNSOS personnel and accommodation with overhead protection for third-party contractors in the UNSOS compound in Mogadishu.

37. Upon enquiry, it was indicated to the Advisory Committee that, while UNSOS does not provide accommodation to all of its contractors, it is responsible for those who provide critical services, such as medical personnel and aviation crews, and for those working on aviation security, information and communications technology and camp management, within its main compound in Mogadishu. Their current accommodation in prefabricated buildings, with only side protection and light overhead protection, is not effective against mortars. During the attack in January 2019, one of the mortars exploded next to such a building, seriously injuring one of the contractors working inside. The provision of accommodation with overhead protection to these essential contractors had been strongly recommended by the Department of Safety and Security. Furthermore, the Committee was informed that mitigating measures are required to lower the level of risk of the compound, from the current level of high risk to the previous level of medium risk, including by building the most appropriate types of offices for all staff members and accommodation for essential contractors.

Ground transportation

38. The proposed resources of \$20.1 million for 2019/20 represent a decrease of \$5.97 million, or 22.9 per cent, compared with the appropriation for 2018/19. It is indicated that the decrease is attributable mainly to reduced requirements for petrol, oil and lubricants due to the anticipated reduced consumption of 9.7 million litres, compared with 15.2 million litres approved for the 2018/19 period (\$4.2 million), and for repairs and maintenance (\$2.7 million) (*ibid.*, para. 170). Upon enquiry, the Advisory Committee was informed that the reduced requirements for spare parts and maintenance are attributable mainly to (a) more stringent inspection and monitoring at all sector workshop locations, where UNSOS has deployed international personnel to enhance oversight; and (b) reductions in the fleet sizes of partner-owned equipment (from 595 assets to 290 assets) and of Mine Action Service assets (from 105 assets to 65 assets).

39. As regards the vehicle fleet, it is indicated in the budget document that UNSOS plans to reduce the ground vehicle fleet through the adjustment and enhancement of dispatch services in Mogadishu. Limited provision is therefore made for the acquisition of vehicles (*ibid.*, para. 30). Upon enquiry, the Advisory Committee was informed that a reduction in assigned vehicles in favour of shuttle bus services is planned in Mogadishu, where UNSOS has its largest number of clients. Surplus vehicles from the planned reduction will be reassigned to its vehicle pool and a significant number of the vehicles will not need to be replaced when they reach the end of their useful life, thus leading to reductions in the size of its vehicle fleet. **The Advisory Committee welcomes the measures planned by UNSOS to enhance vehicle fleet management and expects that progress to be achieved in this area will be reported in the next budget proposal.**

Official travel

40. The resources for official travel for 2019/20 are proposed at \$1,809,000 (see para. 33 (c) above). Upon enquiry, the Advisory Committee was informed that only 30 per cent of official travel in 2017/2018 was undertaken in compliance with the advance ticket purchase policy. **The Advisory Committee recalls that the General Assembly, on a number of occasions, has expressed concern at the low rate of compliance with the advance purchase policy directive. The Committee reiterates that stronger efforts are required, in particular in areas where travel can be better planned (see also [A/73/779](#), para. 16).**

41. **Subject to its recommendation in paragraph 22 above, the Advisory Committee recommends the approval of the Secretary-General's proposals for operational costs.**

4. Other matters

Mombasa logistics base

42. Concerning the role of the Mombasa logistics base of UNSOS, the Advisory Committee recalls that, during its consideration of the proposed budget for 2017/18, the Committee was informed that UNSOS was building a new logistics base in Mombasa to replace the commercially rented warehouse in use since 2009, with the anticipated completion of construction in 2019 at the total cost of \$15 million. The Committee was informed at that time that, upon the completion of the new base in 2019, the lease of the rented base would be terminated. The Committee further recalls that at that time, UNSOS also planned to establish the Supply Chain Management Services pillar in Mombasa (from Nairobi) (see [A/71/836/Add.6](#), paras. 50 and 51).

43. With respect to the future role of the Mombasa base, in particular considering total outward redeployment of 69 posts from the base in the proposed budget for 2019/20 (see para. 26 above), the Advisory Committee was informed, upon enquiry, that the base would remain as an integral part of UNSOS supply chain activities, albeit with a limited scope of activity. Now that goods are commercially delivered directly into Somalia, the main role of the base would be to hold emergency relief and contingency stock⁵ for UNSOS, as Mombasa is the designated business continuity hub for the operations in Somalia. The Committee was further informed that other functions performed in the base would be of a transactional nature, such as property management reviews, the storage of UNSOS archives, coordinating with authorities

⁵ The Advisory Committee was informed that emergency relief stock comprises rapid response items that may be needed in cases of disaster or crisis or if access to the central warehouse in Mogadishu were to be compromised, and that contingency stock comprises supplies to support a temporary relocation of up to 200 personnel from Somalia, if necessary, in order to ensure business continuity.

on property and waste disposal, and accommodating movement control needs of the United Nations Mission in South Sudan.

44. **The Advisory Committee is of the view that the proposed budget for 2019/20 should have included detailed information on the progress of the planned construction of the Mombasa logistics base, its changing role and the potential impact thereof on resource requirements. The Committee therefore expects that information on the evolving operational requirements of UNSOS and the related financial impact thereof will be presented in future budget proposals.**

Environmental management

45. Information on the implementation by UNSOS of the environment strategy of the Organization is provided in paragraphs 26 to 29 of the report of the Secretary-General, including measures that aim to reduce energy demand, manage water and waste and renewable energy initiatives, as well as plans to assist AMISOM in the development of its environmental policy and standard operating procedures for the management of waste at its camps. The Advisory Committee was informed, upon enquiry, that in the next 6 to 12 months, there are plans to extend solar and wind power to all core information and communications technology infrastructure in Mogadishu, to seven field locations and to at least two AMISOM forward operating bases, which would increase alternative energy capacity by 800 per cent, to 1,000 kWh per day.

46. The Advisory Committee notes the environmental initiatives to be undertaken by UNSOS, which will also address earlier deficiencies in environmental management by the Office as observed by the Board of Auditors (see [A/72/789/Add.6](#), para. 46; and [A/71/836/Add.6](#), para. 67). **The Advisory Committee reiterates that UNSOS should fully implement General Assembly resolutions 69/307 and 70/286 to reduce its overall environmental footprint ([A/72/789/Add.6](#), para. 47).** The Committee comments further on this matter in its report on cross-cutting issues related to peacekeeping operations ([A/73/755](#)).

Cost recovery

47. The Advisory Committee notes from the information provided to it that costs in an amount of \$7.7 million were recovered for support services provided to United Nations and non-United Nations entities in the mission area for the 2017/18 period. Upon enquiry, the Committee was informed that in its resolution 2245 (2015), the Security Council emphasized the role of UNSOS as a strategic enabler for the United Nations and the international community in Somalia. Consequently, UNSOS extends support to about 130 entities, comprising the United Nations country team, embassies, international organizations, contractors and other parties on a cost-reimbursable basis. The services provided by UNSOS include office and residential accommodation, medical support, Tetra radios, fuel, travel on UNSOS aircraft on a seat-available basis, airport security services and grounds passes. The Committee was informed that the amounts recovered are based on actual costs reflected in memorandums of understanding with each entity. Cost recovery amounted to \$8.1 million in 2016/17 and \$3.1 million from the period from July to December 2018.

48. The Advisory Committee recalls that the Board of Auditors, in its most recent report (see [A/73/5 \(Vol. II\)](#), chap. II, paras. 61–70), recommended that the Administration include information on cost recoveries in future budget submissions and that the Administration issue comprehensive guidance on cost recoveries, including with regard to responsibilities, agreements and contractual relationships, budgeting, pricing, recovering costs and processing in Umoja. The Committee

comments further on this matter in its report on cross-cutting issues related to peacekeeping operations ([A/73/755](#)).

Gender balance

49. The Advisory Committee was provided with the table below showing a breakdown of civilian personnel by gender. **The Advisory Committee notes the overall low level of female representation and encourages the Office to intensify its efforts to achieve gender balance among its civilian staff.**

Civilian personnel by gender, as at 30 June 2018

(Percentage)

	<i>Female</i>	<i>Male</i>
P-5 and above	20	80
P-1 to P-4	30	70
Field Service	30	70
National Professional Officer	43	57
National General Service	34	66
United Nations Volunteers (International)	27	73

V. Conclusion

50. The actions to be taken by the General Assembly with respect to the financing of UNSOS for the period from 1 July 2017 to 30 June 2018 are indicated in section V of the performance report ([A/73/611](#)). **The Advisory Committee recommends that the unencumbered balance of \$10,501,500 for the period from 1 July 2017 to 30 June 2018, as well as other income/adjustments amounting to \$6,026,400 for the period ended 30 June 2018, be credited to Member States.**

51. The actions to be taken by the General Assembly with respect to the financing of UNSOS for the period from 1 July 2019 to 30 June 2020 are indicated in section IV of the proposed budget ([A/73/762](#)). **Taking into account its observations and recommendations above, the Advisory Committee recommends that the proposed resources be reduced by \$248,500 from \$569,506,600 to \$569,258,100. Accordingly, the Committee recommends that the General Assembly appropriate the amount of \$569,258,100 for the maintenance of UNSOS for the 12-month period from 1 July 2019 to 30 June 2020.**

Documentation

- Report of the Secretary-General on the budget performance of the United Nations Support Office in Somalia for the period from 1 July 2017 to 30 June 2018 ([A/73/611](#))
- Report of the Secretary-General on the budget for the United Nations Support Office in Somalia for the period from 1 July 2019 to 30 June 2020 ([A/73/762](#))
- Report of the Board of Auditors on United Nations peacekeeping operations for the 12-month period from 1 July 2017 to 30 June 2018 ([A/73/5 \(Vol. II\)](#), chap. II)

- Report of the Advisory Committee on the report of the Board of Auditors on the accounts of the United Nations peacekeeping operations and report of the Secretary-General on the implementation of the recommendations of the Board of Auditors concerning United Nations peacekeeping operations for the financial period ended 30 June 2017 ([A/72/850](#))
- Report of the Secretary-General on the implementation of the recommendations of the Board of Auditors concerning United Nations peacekeeping operations for the financial period ended 30 June 2018 ([A/73/750](#))
- Report of the Secretary-General on the overview of the financing of the United Nations peacekeeping operations: budget performance for the period from 1 July 2017 to 30 June 2018 and budget for the period from 1 July 2019 to 30 June 2020 ([A/73/776](#))
- Report of the Advisory Committee on Administrative and Budgetary Questions on the budget performance for the period from 1 July 2016 to 30 June 2017 and proposed budget for the period from 1 July 2018 to 30 June 2019 of the United Nations Support Office in Somalia ([A/72/789/Add.6](#))
- General Assembly resolutions [71/311](#) and [72/302](#) on the financing of the activities arising from Security Council resolution [1863 \(2009\)](#)
- Security Council resolutions [2431 \(2018\)](#) and [1863 \(2009\)](#)