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Budget performance for the period from 1 July 2018 to 30 June 2019 and proposed budget for the period from 1 July 2020 to 30 June 2021 for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Report of the Advisory Committee on Administrative and Budgetary Questions

Approved resources for 2018/19 ^a	\$1,194,619,500			
Expenditure for 2018/19	\$1,194,557,200			
Unencumbered balance for 2018/19	\$62,300			
Appropriation for 2019/20 ^b	\$1,012,252,800			
Projected expenditure for 2019/20 ^c	\$1,012,252,800			
Projected underexpenditure for 2019/20	\$0			
Proposal submitted by the Secretary-General for 2020/21	\$1,087,769,600			
Adjustment recommended by the Advisory Committee for 2020/21	(\$4,231,000)			
Recommendation of the Advisory Committee for 2020/21	\$1,083,538,600			
^{<i>a</i>} Reflecting approved resources of \$1,114,619,500 gross (\$1,087,422,500 net), and resources authorized under commitment authority of \$80,000,000 gross for the Mission's support for the electoral process until 30 June 2019 (see A/74/617, paras. 4–8).				
^b Does not include resources in an amount not exceeding \$36,437,600 authorized under commitment authority.				
^c Estimates as at 29 February 2020. Does not include expenditure of \$36,437,600 projected to be incurred to support the additional requirements for military personnel and associated operational costs authorized under commitment authority by the Advisory Committee.				





I. Introduction

1. During its consideration of the financing of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), the Advisory Committee on Administrative and Budgetary Questions met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 27 April 2020. The comments and recommendations of the Advisory Committee on cross-cutting issues related to peacekeeping operations are contained in its report (A/74/737), 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 2018 to 30 June 2019 can be found in its report (A/74/806).

II. Budget performance report for the period from 1 July 2018 to 30 June 2019

2. By its resolution 72/293, the General Assembly approved the cost estimates of \$1,194,619,500 gross (1,166,723,700 net) for the period from 1 July 2018 to 30 June 2019, comprising \$1,114,619,500 gross (\$1,087,422,500 net) for the maintenance of MONUSCO and authorized the Secretary-General to enter into commitments of \$80,000,000 gross for the Mission's support for the electoral process (see A/74/617, paras. 1-8). Expenditure for the period totalled \$1,194,557,200 gross (\$1,163,498,700 net), for a budget implementation rate of 100.0 per cent. The resulting unencumbered balance of \$62,300, in gross terms, represents 0.0 per cent of the approved resources, reflecting the combined effect of higher-than-budgeted expenditure under military and police personnel (\$25,919,300, or 4.8 per cent) and civilian personnel (\$28,639,700, or 10.8 per cent) and lower-than-budgeted expenditure under operational costs (\$54,621,300, or 13.9 cent). A detailed analysis of variances is provided in section IV of the report of the Secretary-General on the budget performance of the Mission for the period from 1 July 2018 to 30 June 2019 (A/74/617).

3. Summary information on the redeployment of resources between groups is provided in paragraphs 73 and 74 of the performance report. It is indicated that a total amount of \$54,564,700 was redeployed from group III, operational costs, to group I, military and police personnel (\$25,925,000), and group II, civilian personnel (\$28,639,700). The increased costs under military and police personnel were related to a higher monthly rate of troop and formed police unit cost reimbursement, higher requirements for contingent-owned equipment and the related freight and the payment, in 2018/19, of costs for troop reimbursement related to 2017/18. For civilian personnel, the increased requirements related to the lower actual average vacancy rates for international and national staff, higher common staff costs compared with budgeted estimates for international and national staff, higher average salaries than budgeted for national staff and the retention of electoral staff beyond what was originally planned. It is further indicated that the redeployment from group III, operational costs, was made possible by a reduction in the number of aircraft mobilized and the number of hours flown in support of the elections, and by the postponement of procurement activities for equipment and supplies.

III. Information on performance for the current period

4. With regard to current and projected expenditure for the period from 1 July 2019 to 30 June 2020, the Advisory Committee was informed that, as at 29 February 2020,

expenditure amounted to \$846,985,700 (gross) and that, at the end of the period, the Mission projected full utilization of the approved resources of \$1,012,252,800.

In a letter dated 17 March 2020 from the Controller to the Chair of the Advisory 5. Committee, the Secretary-General sought the concurrence of the Committee to enter into commitments in an amount not exceeding of \$36,437,600 to cover additional requirements for military and police personnel (\$24.0 million) and associated operational costs (\$12.4 million) in 2019/20. The letter of the Controller indicated that in its resolution 2502 (2019) of 19 December 2019, the Security Council decided to extend until 20 December 2020 the mandate of MONUSCO, and also decided that the Mission's authorized troop ceiling would comprise 14,000 military personnel, 660 military observers and staff officers, 591 police personnel and 1,050 personnel of formed police units. The Council further decided that the Mission should, on the basis of information collection and analysis, carry out targeted offensive operations to neutralize armed groups through an expanded force Intervention Brigade. The Controller further indicated that three battalions have been retained, and short-term deployments of military contingents to areas with heightened risks for civilians have been increased. Pursuant to section VI of General Assembly resolution 64/269 and United Nations financial regulation 4.6, the Committee concurred with the request for authorization to enter into commitments in an amount not exceeding \$36,437,600 to cover additional requirements for military and police personnel and associated operational costs in the 2019/20 period.

6. The Advisory Committee was informed that claims for the reimbursement of troop costs had been settled up to July 2019, leaving an outstanding balance of \$112,929,900 as at 31 December 2019. Contingent-owned equipment had been certified up to September 2019 and paid up to June 2019, leaving an outstanding balance of \$85,383,200 as at 31 December 2019. With regard to death and disability compensation, as at 25 February 2020, an amount of \$7,218,300 had been paid to settle 242 claims since the inception of the Mission, unliquidated obligations amounted to \$294,200 and 33 claims were pending. The Advisory Committee trusts that the outstanding claims will be settled expeditiously.

IV. Proposed budget for the period from 1 July 2020 to 30 June 2021

A. Mandate and planned results

7. The mandate of the Mission was established by the Security Council in its resolution 1925 (2010) and extended most recently, until 20 December 2020, in its resolution 2502 (2019). Details on the planning assumptions are provided in paragraphs 10 to 40 of the report of the Secretary-General on the proposed budget for the Mission for 2020/21 (A/74/738).

8. In the proposed budget, it is indicated that, in line with Security Council resolution 2502 (2019), MONUSCO will engage with the Government in a comprehensive dialogue on the progress of political and security reforms to develop a joint strategy and identify a set of benchmarks with a view to better supporting the Government's priorities and guiding the transition of the Mission. Through the development of joint programmatic activities, the Mission will aim to strengthen integration with United Nations agencies, funds and programmes in key mandated areas as a vehicle for a transition to a post-peacekeeping environment. MONUSCO will also work with the Government towards establishing common peacebuilding priorities, identifying benchmarks that will guide its exit strategy and developing a

jointly agreed transition road map linked to a joint resource mobilization strategy (ibid., paras. 17 and 53).

9. In the proposed budget, it is also indicated that, following the increased hostility and attacks against civilians, MONUSCO and the Ebola response teams in Beni and Mambasa territories, an independent assessment of the ability of MONUSCO to deliver on its mandate to protect civilians and neutralize armed groups in these areas was carried out by former Force Commander Lieutenant General Carlos Alberto dos Santos Cruz in December 2019. The main recommendations of the assessment and key proposals include that: (a) the Mission will require an expanded force Intervention Brigade with enhanced effectiveness and the deployment of additional units with appropriate training, capabilities and equipment for intelligence-led operations; (b) the Mission should increase its intelligence capability to enable intelligence-led operations and the provision of better assessments to Mission leadership on concerns regarding the protection of civilians, including the establishment of the Geolocation Threat Analysis Unit for intelligence collection; and (c) the support for military operations in the Beni area of responsibility requires medical facilities that can meet surgical requirements in casualty and medical evacuation operations (ibid., para. 13).

B. Resource requirements

Financial resources

(Thousands of United States dollars)

	Expenditure (2018/19)	Apportionment (2019/20)	Cost estimates (2020/21)	Variance	
Category				Amount	Percentage
Military and police personnel	560 957.6	509 091.1	526 707.1	17 616.0	3.5
Civilian personnel	294 984.5	219 331.2	259 695.1	40 363.9	18.4
Operational costs	338 615.1	283 830.5	301 367.4	17 536.9	6.2
Gross requirements	1 194 557.2	1 012 252.8	1 087 769.6	75 516.8	7.5
Staff assessment income	31 058.5	22 651.2	26 531.2	3 880.0	17.1
Net requirements	1 163 498.7	989 601.6	1 061 238.4	71 636.8	7.2
Voluntary contributions in kind (budgeted)	_	_	_	_	_
Total requirements	1 194 557.2	1 012 252.8	1 087 769.6	75 516.8	7.5

Note: Detailed information on the financial resources proposed and an analysis of variances is provided in sections II and III of the proposed budget (A/74/738). A summary of the proposed additional requirements is contained in paragraph 48 of the proposed budget.

1. Military and police personnel

Category	Authorized 2019/20 ^a	Proposed 2020/21	Variance
Military observers	660	660	-
Military contingent personnel	16 215	13 640	(2 575)
United Nations police	391	591	200
Formed police unit personnel	1 050	1 410	360

^a Represents the highest level of proposed/authorized strength.

10. The proposed resources for military and police personnel for 2020/21 amount to \$526,707,100, reflecting an increase of \$17,616,000, or 3.5 per cent, compared with the apportionment for 2019/20, mainly to provide for the increase in the number of United Nations police personnel and the deployment of three formed police units in line with changes in the authorized ceiling pursuant to Security Council resolution 2502 (2019).

11. The proposed resources reflect higher requirements under: (a) military observers (\$1,099,700, or 3.5 per cent) owing to the application of a delayed deployment factor of 23.0 per cent in 2020/21 compared with 26.0 per cent in 2019/20; (b) United Nations police (\$15,236,500, or \$5.2 per cent) owing to the deployment of an average of 532 personnel in 2020/21 compared with an average budgeted number of 286 personnel in 2019/20; and (c) formed police units (\$12,\$18,500, or 40.6 per cent) owing mainly to a higher proposed average number of personnel to be deployed in 2020/21 (1,320) compared with the average number in 2019/20 (910). The proposed increases would be offset in part by reduced requirements (\$11,538,700, or 2.7 per cent) under military contingents, reflecting a decrease in the proposed average number of troops to be deployed from an average budgeted number of 13,750 contingents in 2019/20 to 13,065 in 2020/21.

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

Category	Approved 2019/20	Proposed 2020/21	Variance
Posts			
International staff	720	720	-
National staff ^a	1 725	1 725	-
Temporary positions	59	61	2
United Nations Volunteers	346	347	1
Government-provided personnel	90	90	-
Total	2 940	2 943	3

2. Civilian personnel

^a Includes National Professional Officers and national General Service staff.

13. The proposed resources for civilian personnel amount to \$259,695,100, reflecting an increase of \$40,363,900, or 18.4 per cent, compared with the apportionment for 2019/20, comprising higher requirements for international staff (\$22,334,100, or 17.7 per cent), national staff (\$14,475,800, or 20.4 per cent), United Nations Volunteers (\$1,492,700, or 9.8 per cent) and general temporary assistance positions (\$1,001,800, or 23.4 per cent). The increases are attributable mainly to: (a) the proposed establishment of four positions; (b) the proposed lower vacancy rates for all categories of personnel as compared with 2019/20; (c) an increase in the average estimated salary costs for international staff owing to an increment in the post adjustment multiplier from 41.5 to 52.6 per cent, effective September 2019; and (d) an increase in the latest salary scales for national staff in the Democratic Republic of the Congo and Entebbe, Uganda.

Recommendations on posts and positions

14. In total, 2,943 posts and positions (comprising 720 international staff, 1,725 national staff, 347 United Nations Volunteers, 61 temporary assistance positions and 90 Government-provided personnel) are proposed for 2020/21, compared with 2,940 in

the current period, reflecting the net effect of the establishment of 4 positions, namely 1 Senior Judicial Affairs Officer (P-5) and 1 Associate Judicial Affairs Officer (National Professional Officer) in the Justice Support Section (ibid., paras. 91–93); 1 Coordination Officer (P-3) in the Stabilization Support Section (ibid., paras. 86–87); 1 Associate Civil Affairs Officer (United Nations Volunteer) in the Civil Affairs Office (ibid., paras. 71–72), and the abolishment of 1 position (Chief Electoral Officer (D-1) in the Electoral Support Office) (ibid., para. 94).

Category	Actual 2018/19	Approved 2019/20	Actual average vacancy rate from 1 July 2019 to 29 February 2020	Actual vacancy rate as at 29 February 2020	Proposed 2020/21
Civilian personnel					
Posts					
International staff	12.3	18.0	11.9	11.4	11.4
National staff					
National Professional Officers	19.8	22.0	16.7	15.2	17.6
National General Service staff	6.3	11.2	4.1	3.9	4.1
United Nations Volunteers					
International United Nations Volunteers	19.4	14.7	7.5	3.6	9.6
National United Nations Volunteers	36.4	36.4	27.3	27.3	18.2
Temporary positions					
International	34.5	18.0	_	20.0	-
National Professional Officers	_	50.0	62.5	75.0	11.0
National General Service staff	1.2	10.5	2.2	2.2	4.1
Government-provided personnel	58.9	50.0	50.0	51.1	30.0

Vacancy rates

15. The Advisory Committee notes that the table above shows a pattern of high vacancy rates for national United Nations Volunteer positions and for National Professional Officer posts and positions. At the same time the vacancy rates proposed for national United Nations Volunteer positions, National Professional Officer temporary positions and Government-provided personnel in 2020/21 are lower than both the actual average vacancy rate for the period from 1 July 2019 to 29 February 2020 and the actual vacancy rate as at 29 February 2020. The Advisory Committee emphasizes the importance of building national capacity, especially in view of the transition and exit strategy of the Mission (see para. 8 above) and stresses the need for further efforts to recruit national staff.

16. The Advisory Committee reiterates its view that proposed vacancy rates should be based, as much as possible, on actual rates. In cases in which the proposed rates differ from the actual rates, clear justification should be provided systematically in the proposed budget and related documents (see also A/73/755/Add.1, para. 29).

Vacant posts

17. The Advisory Committee was informed that, as at 29 February 2020, 188 positions were vacant, comprising 82 international staff, 31 National Professional Officer, 60 national General Service, 12 international United Nations Volunteer and 3 national United Nations Volunteer posts/positions. The Advisory Committee recalls the request of the General Assembly, expressed consistently in its

resolutions on peacekeeping budgets, that the Secretary-General ensure that vacant posts be filled expeditiously (A/71/836, para. 108).

18. Upon enquiry, the Advisory Committee was informed that 13 posts had been vacant for more than two years, of which, 6 posts were at an advanced stage of recruitment: for 2 posts interviews were being held and for 4 posts selected candidates were in the process of being onboarded. The Advisory Committee recommends the abolishment of the remaining 7 posts, listed in the table below, that have been vacant for more than two years and are at an early stage of recruitment.

Organizational unit	Position	Level	Number of months vacant
Security and Safety Section	Associate Security Coordination Officer	NPO	42
Bukavu Field Office	Programme Management Assistant	NGS	42
Medical Section	Medical Officer	NPO	33
Engineering Section	Assistant Engineer	NPO	42
Disarmament, Demobilization and Reintegration Section	Associate Disarmament, Demobilization and Reintegration Officer	NPO	28
Engineering Section	Assistant Finance and Budget Officer	NPO	42
Centralized Warehouse	Assistant Supply Officer	NPO	38

Abbreviations: NGS, national General Service; NPO, National Professional Officer.

19. Subject to its recommendation in paragraph 18 above, the Advisory Committee recommends the approval of the proposals of the Secretary-General for civilian personnel. Any related operational costs should be adjusted accordingly.

3. Operational costs

(United States dollars)

	Apportioned 2019/20	Proposed 2020/21	Variance
Operational costs	283 830 500	301 367 400	17 536 900

20. The proposed increase of \$17,536,900 (6.2 per cent) for operational costs in 2020/21 reflects increased requirements under facilities and infrastructure (\$14,031,900, or 30.3 per cent), ground transportation (\$3,963,900, or 38.9 per cent), communications and information technology (\$11,403,900, or 34.5 per cent) and other supplies, services and equipment (\$2,318,500, or 5.3 per cent). The increased requirements would be offset in part by lower requirements under air operations (\$14,576,200). In the proposed budget, it is indicated that the proposed increase under operational costs would cover mainly: requirements for the Geolocation Threat Analysis Unit; mobilization costs for a new fuel turnkey contract; the reimbursement of pending claims for expended ammunition to troop-contributing countries; the planned construction of three additional camps for the three formed police units; the planned construction of a level II hospital in Beni to replace the current level II hospital in Bunia; the proposed acquisition of prefabricated facilities and other equipment to rebuild the Mission's compound in Beni; and an increase in programmatic activities in support of the rule of law and security institutions (see A/74/738, para. 48).

21. The Advisory Committee was provided with supplementary information showing details by object of expenditure on: (a) the approved resources for 2018/19

and 2019/20; (b) the actual expenditure for 2018/19; (c) the actual expenditure as at 29 February 2020; and (d) the proposed resources for 2020/21. **Based on its review** of the proposed resources and the pattern of expenditure in 2018/19 and 2019/20, the Advisory Committee is of the view that the proposed requirements for the following classes of expenditure are not fully justified:

(a) Official travel: the proposed resources for official travel in 2020/21 amount to \$5,792,400, reflecting an increase of \$695,000 (13.6 per cent). As at 29 February 2020, total expenditure for official travel in 2019/20 amounted to \$2,835,000 against an apportionment of \$5,097,400. The Advisory Committee recommends that the proposed increase under official travel be reduced by 50 per cent, or \$347,500;

(b) Facilities and infrastructure: the proposed resources for facilities and infrastructure in 2020/21 amount to 60,390,900, reflecting an increase of 14,031,900 (30.3 per cent) compared with the approved resources for the current period. While recognizing the need for additional requirements arising from the increase in the number of military observers, military staff officers and United Nations police deployed (see A/74/738, para. 135), the Advisory Committee considers that some efforts can be made to optimize the utilization of resources under this class of expenditure. Accordingly, the Advisory Committee recommends that the proposed increase in the resource requirements under facilities and infrastructure be reduced by 10 per cent, or 1,403,200;

(c) Ground transportation: the proposed resources for ground transportation in 2020/21 amount to \$14,143,400, reflecting an increase of \$3,963,900 (38.9 per cent) compared with the approved resources for the current period. The Advisory Committee considers that there is scope for optimizing the utilization of the proposed resources under objects of expenditure such as spare parts, which would increase by \$638,600 (28.9 per cent), and fuel, which would increase by \$2,198,300 (36.0 per cent). The Advisory Committee therefore recommends that the proposed increase in the resource requirements under ground transportation be reduced by 5 per cent, or \$198,200;

(d) Communications and information technology: the proposed resources for communications and information technology in 2020/21 amount to \$44,450,700, reflecting an increase of \$11,403,900 (34.5 per cent) compared with the approved resources for the current period. The increase includes a total amount of \$10,155,300 under maintenance of communications and information technology equipment and support services in support of the Geolocation Threat Analysis Unit (see para. 9 above) based on the estimated letter of assist. The Advisory Committee considers that efforts can be made to achieve efficiencies under objects of expenditure such as communications and network services. Accordingly, the Advisory Committee recommends that the proposed increase in the resource requirements under communications and information technology be reduced by 10 per cent, or \$1,140,400;

(e) Other supplies, services and equipment: the proposed resources for other supplies, services and equipment in 2020/21 amount to \$46,434,400, reflecting an increase of \$2,318,500 (5.3 per cent) compared with the approved resources for the current period. Upon enquiry, the Advisory Committee was informed that the apportionment of \$13,979,500 for 2019/20 under "other services" included \$3,523,000 for disarmament, demobilization and reintegration and that, as at 29 February, expenditure in the amount of \$830,100 had been recorded for the disarmament, demobilization programme. The Advisory Committee also noted a pattern of underexpenditure in 2018/19 and 2019/20 as compared with

the proposed resource requirements for 2020/21 under other objects of expenditure, including bank charges, claims/write-offs/adjustments, other freight and related costs, and other services. The Advisory Committee recommends that the proposed increase in the resource requirements under other supplies, services and equipment be reduced by 20 per cent, or \$463,700.

Unmanned aerial systems

22. The proposed resources for the unmanned aerial systems in 2020/21 amount to \$9,992,300, reflecting a reduction of \$723,800 compared with the approved resources of \$10,716,100 for the current period owing to the discontinuation of such one-time charges as positioning, painting and the set-up cost of the accommodation facility.

23. In his overview report on the financing of peacekeeping operations (A/74/736,paras. 68-71), the Secretary-General indicates that during the 2019/20 period, MONUSCO, through a competitive and exhaustive procurement process, renewed its unmanned aerial systems capabilities with a new and cost-effective unmanned aerial systems service that includes improved performance and sensors, and was expected to be fully operational in the first quarter of 2020. The Secretary-General also indicates that, during the last two years of the utilization of unmanned aerial systems, the United Nations has implemented lessons learned in all unmanned aerial systems contracts, in order to provide a more efficient measurement of the utilization and availability of the unmanned aerial systems, including cost recovery mechanisms in case of the low utilization and/or low availability of the contracted services. Upon enquiry, the Advisory Committee was informed that the MONUSCO contract that had ended in January 2020 had had no provision for recoveries for the low utilization or low availability of services. The new contract for MONUSCO, which commenced on 29 January 2020 and is to deliver 2,000 flight hours per year, includes such a provision, allowing for financial adjustments based on low reliability after each contract year. Contract performance is being measured using a monthly reliability matrix, and the first performance review is expected to be carried out in February 2021.

24. The Advisory Committee trusts that the Secretary-General will provide more information on the performance of the new unmanned aerial systems contract to the General Assembly at the time of its consideration of the present report. The Advisory Committee expects that information on the efficient measurement of utilization and availability of the unmanned aerial systems, including on the cost recovery mechanisms in case of low utilization and/or low availability of the contracted services, will be presented in future budget submissions.

25. Subject to its recommendations in paragraphs 19 and 21 above, the Advisory Committee recommends the approval of the proposals of the Secretary-General for operational costs.

V. Conclusion

26. The actions to be taken by the General Assembly in connection with the financing of MONUSCO for the period from 1 July 2018 to 30 June 2019 are indicated in section VI of the performance report (A/74/617). Subject to its observations and recommendations above, the Advisory Committee recommends that the General Assembly:

(a) Appropriate an additional amount of \$79,937,700, as a result of which the total resources approved for the maintenance and operation of the Mission

for the period will amount to \$1,194,557,200 gross, equal to the expenditure incurred by the Mission during the same period;

(b) Taking into account the amount of \$1,114,619,500 already assessed on Member States under the terms of its resolution 72/293, apply other revenue in respect of the financial period ended 30 June 2019 in the total amount of \$14,980,900 from investment revenue (\$4,168,600), other/miscellaneous revenue (\$2,259,200) and the cancellation of prior-period obligations (\$8,553,100), as well as the increase in the staff assessment income (\$200,200) for the period from 1 July 2017 to 30 June 2018, against the shortfall in assessment for the period from 1 July 2018 to 30 June 2019;

(c) Assess the additional amount of \$64,756,600, representing the difference between the increase in appropriation (\$79,937,700) and other revenue (\$14,980,900) for the period ended 30 June 2019, as well as the increase in the staff assessment income (\$200,200) for the period from 1 July 2017 to 30 June 2018.

27. The actions to be taken by the General Assembly in connection with the financing of MONUSCO for the period from 1 July 2020 to 30 June 2021 are indicated in section IV of the proposed budget (A/74/738). Subject to its observations and recommendations above, the Advisory Committee recommends that the proposed resources be reduced by \$4,231,000, from \$1,087,769,600 to \$1,083,538,600. Accordingly, the Committee recommends that the General Assembly appropriate the amount of \$1,083,538,600 for the maintenance of the Mission for the 12-month period from 1 July 2020 to 30 June 2021.